

# Sub-Saharan Africa Transport Policy Program

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## Report on the pilot country case studies of transport policy and poverty reduction

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# TRANSPORT SECTOR POLICIES/STRATEGIES AND POVERTY REDUCTION: THE PILOT COUNTRY CASE STUDIES

## SUMMARY

Three country case studies have been carried out during the first half of 2003 in Rwanda, Guinea-Conakry and Tanzania, as part of preparations for the 2003 SSATP Annual Meeting. These studies assess the linkages between national transport and poverty reduction policies and strategies, as well as the processes and institutional arrangements for policy dialogue and decision-making. They also examine how SSATP functions at national level might be shaped in the future.

The studies have tested out a participatory methodology, which involves leading actors in a joint process of policy review.

Thematically and methodologically, the country working groups that undertook the case studies took on a major challenge. They courageously tackled a complex issue, and a demanding new approach. Considerable commitment and diligence were demonstrated. A great deal can be learnt from their experiences, which will benefit other SSA countries and the SSATP program in the future.

This synthesis report is in four parts:

- The first section, written by the international coordinator, summarizes the general background, organization, methodology and timetable of the case study process. It makes a preliminary assessment of the case studies, and highlights some questions and issues for discussion by participants at the 2003 Annual Meeting.
- The three subsequent sections contain the synthesis reports of the country case studies, from Rwanda, Tanzania and Guinea respectively. The country facilitators drafted the reports, which were amended and validated by members of the national working groups. The reports present the main findings of the participatory assessments, including recommendations for improving national poverty reduction and transport policies and strategies and for adapting the SSATP set-up at country level.

# TRANSPORT POLICY AND POVERTY REDUCTION CASE STUDIES: INTRODUCTION AND OVERVIEW

By Mary Braithwaite (Case Study Coordinator)

## 1. Objectives of the case studies

The development of integrated transport sector policies and strategies anchored in national poverty reduction strategies emerged as a priority of the 2002 Annual SSATP Meeting. Since ready-made examples of how to “anchor” transport sector policies and strategies firmly in national poverty reduction strategies are not yet available, the SSATP program decided to carry out a limited series of national case studies.

The case studies provide material for the 2003 Annual Meeting, to be held in Kigali, Rwanda, on May 25-30 2003. From the discussions and resulting recommendations should emerge possible models for improved policy dialogue and strategy formulation, and for suitably supportive SSATP structures and mechanisms at national level.

It is hoped that one effect of the discussions of the case studies will be to inspire national participants to initiate a similar review process in their country. Following the meeting, a revised methodology will be produced, for use by other SSATP member countries. Support for such participatory assessments is envisaged in the SSATP Long-Term Development Plan 2004-2007, to be adopted at the 2003 Annual General Meeting.

## 2. Overall organization and timing of the case study exercise

In each country, a working group of leading actors, supported by a facilitator/rapporteur, piloted the case study. All participants and the facilitator are citizens of the country concerned.

A standard methodology guided the case study process (see point 3 below), which was adapted along the way. Methodological guidelines and accompanying instruments (Terms of Reference, workshop programs, etc) were produced by an international consultant. Reporting to the SSATP program management, this consultant has overseen the process and outputs and provided ongoing advice and support to the three national working groups and facilitators.

A series of interim notes on the process and outputs were produced by the country facilitators. These notes provided the main material for the final country reports.

The case study process was initiated in each country during January 2003, with working groups established in February and the workshops taking place during March and early April. Final synthesis reports were produced by the end of April 2003.

### 3. The standard case study methodology

The standard methodology for each country case study was based around seven steps:

1. **Establishment of a Working Group** of 12-15 leading actors involved in national transport and poverty reduction policies and strategies. A Chair elected by the working group acted as coordinator of the case study process.
2. **Engagement of a local moderator**, to facilitate the process and write up the outputs.
3. **Collection and dissemination to the working group of relevant documentation**, including PRSP documents, transport policy and strategy documents, transport development programs and any relevant studies on transport and poverty in the country.
4. **Workshop 1: assessment of poverty reduction strategy**. This first one-day workshop assessed the following aspects:
  - the overall poverty reduction goals and targets;
  - the main elements of the poverty reduction strategy (e.g. main target groups, focal sectors);
  - the treatment given to access and mobility within the strategy.
5. **Workshop 2: assessment of coherency between transport policy and strategy and poverty reduction strategy**. This second two-day workshop assessed various aspects of national transport sector policy and strategy/ies in the light of the findings of Workshop 1, such as:
  - the intended contribution of the transport sector to poverty reduction;
  - the “match” between the main targets of transport strategy and those identified by the poverty reduction strategy;
  - the actual and forecasted impact of transport sector investments on poverty reduction.Workshop 2 also looked at possible improvements in policy/strategy that would strengthen the contribution of the transport sector to poverty reduction goals.
6. **Workshop 3: assessment of institutional set-up and mechanisms for poverty-transport policy dialogue and formulation**. This third one-day workshop assessed the current institutional set-up and mechanisms for policy dialogue and formulation for transport policy / strategy on the one hand and for poverty reduction strategy on the other hand. Aspects assessed include:

- the involvement of stakeholders able to represent the interests of the poor and poverty issues in policy dialogue and decision-making;
- mechanisms for policy dialogue on the links between transport policy/strategies and poverty reduction strategy;
- improvements to the current institutional set-up and mechanisms that would improve transport-poverty co-ordination;
- recommendations for an appropriate national SSATP set-up, to improve cross-sector dialogue and the contribution of national transport policy and strategy to national poverty reduction goals.

7. **The Final Synthesis Report** summarizes the process and findings of the review. A final meeting of the working group was organized, to provide feedback on the conclusions and recommendations, assess the review process and – if relevant – agree follow-up action to be taken.

#### 4. **Lessons learned from the case studies**

One of the aims of the pilot case studies was to test out, in different national contexts, a methodology for involving stakeholders in an assessment of the linkages between transport and poverty reduction policies. Given the complexity of the issues addressed and the newness of the participatory methods used, it was foreseen that the exercise would be a challenge for everyone involved. The development of an effective and feasible approach for widespread use in SSA will depend on a thorough assessment of the process and outcomes of the pilot case studies.

A preliminary assessment by the international coordinator follows, focusing mainly on the process. This will be completed by the assessments of other participants, and by discussions at the Kigali meeting.

##### Policy assessment in the policy cycle

One of the clear lessons of the country case studies concerns their usefulness in the policy cycle. A participatory assessment of transport policy from the perspective of poverty reduction can feed in to the development of an appropriate transport policy and strategy (as in the case of Guinea and Rwanda or in to the revision of national poverty reduction strategy (as in the case of Tanzania) so as to provide a more robust framework for implementation of the country's transport strategy.

**A participatory assessment of the kind undertaken by the pilot case studies can be a very useful tool within a longer-term process of policy review and development.** In the form that it has taken for the case studies – which were undertaken within a short space of time by a relatively limited group of people and based on the main national policy

and strategy documents - **it can highlight key strengths and weaknesses**, particularly in the coherence between two policies and in the treatment of particular issues within transport strategies. Some of the issues identified in the case studies are: the relative treatment of rural and urban needs, and of access and mobility, within national transport strategies; the extent to which the perspective still focuses strongly on the public sector, and the need to strengthen private sector and civil society contributions; the relative handling of key poverty reduction objectives such as employment creation, capacity building, good governance and gender equality. Stronger interest in and information on the objectives and needs of priority social and economic sectors (health, education, the various agriculture sectors, other primary industries such as mining, crafts, commerce and tourism) are clearly demonstrated.

The pilot case studies also suggest that – depending on the stage in the policy cycle and the objectives of the exercise - **participatory policy assessments could be of varied duration and depth**. They could be shorter in duration and more limited in extent, focusing on specific aspects of transport and poverty reduction policies that are particular priorities. Or they could be much more comprehensive, involving a wider group of stakeholders (e.g. bringing in regional actors and representatives of specific sub-sectors) and going much deeper into the documentation and evidence. For example, the pilot case studies were asked to compare the intended and the actual contributions of the transport sector to poverty reduction, but this was too ambitious given the time and documentation available. To be useful, such a comparison needs more time and preparation, and perhaps a different method.

#### Participatory processes need people's participation

A participatory process turns the conventional approach to a “study” on its head. Traditionally, an external expert is engaged, who, in the course of the study, “consults” with stakeholders, perhaps in a workshop. Their knowledge and views are taken into account (or sometimes not) in the final output, but the outputs do not “belong” to them.

The approach taken here is quite different. **There is no external expert; the stakeholders are the experts**. The assessment is not done by one or two people, but is undertaken by all the stakeholders, who together produce a shared understanding and assessment of the situation. **The workshops are not just for “consultation” on already-prepared results, but are the process by which the results are produced**.

**Stakeholders must be active participants**, not just passive contributors. Active participation in the workshops was successfully achieved in the three countries. Nonetheless, the extent to which participants felt themselves to be part of a working group, with shared responsibility for the case study process, varied. Creating more

consistent involvement of stakeholders throughout the process, as well as greater “ownership” of the outputs, will be important in the future.

Guinea’s experience serves as a good example of improving ownership and facilitating active participation. Here the working group was established well before the first workshop. They also took the initiative to divide into three sub-groups, each taking one part of the documentation (PRSP, transport policy/strategy, institutional aspects) and reading and assessing this in advance. Some worked at weekends, and at least two meetings a week were organized prior to the first workshop.

### Representation of stakeholders

To ensure a sufficiently representative and effective working group for each case study, it was proposed to involve 12-15 leading actors, representing national policies and issues on transport and poverty reduction. Balanced participation of public, private and civil society representatives, and of the different sectors concerned by transport and poverty reduction (social, economic, infrastructure), was stressed. Efforts to reach a gender balance were also identified as important.

**All three countries were able to involve high-level stakeholders from a range of policy areas;** this was achieved in spite of genuine concerns about the difficulty of involving very busy individuals in such an exercise.

In some cases, participation was even better than expected. In Guinea and Rwanda, a larger group of stakeholders was involved, at least in the first workshops (18 and 23 respectively). The first workshop in Rwanda achieved a broad representation of stakeholders from different sectors and policy areas, and including representatives of civil society organizations.

While efforts were made to involve a broad range of stakeholders in the working groups, **there were some imbalances**, which raise lessons for future studies:

- More private sector and civil society representation is necessary;
- A better balance is required between public and private sector representatives of the transport sector;
- Stronger representation of the economic sectors prioritized by the poverty reduction strategy is particularly important, especially the main agricultural sub-sectors;
- A major effort needs to be made to secure the involvement of representatives from the social sectors, especially health and education. This appears to pose a particular challenge;

- Gender balance should also be improved (women were less than 20% of participants).

In the future, the first step in the process should be a rapid stakeholder analysis of the poverty reduction and transport strategies, prior to establishment of the working group. From this it will be possible to identify key stakeholders, and then find out from them how and when they could be involved in a participatory dialogue on transport policy and poverty reduction.

#### Judging the duration and depth of assessment required

**A participatory approach takes time.** Although the time overall is not necessarily more than a traditional study, the contribution of time is spread amongst many more people, and can be therefore more demanding to organize.

The time needed depends not only on the numbers of people involved and the methods used, but also on the amount of information to assess. Although better facilitation of the workshops would have improved the depth and detail of the analyses made and the conclusions reached, the tasks set by the case study method were probably over-ambitious for the duration indicated.

The pilot case studies were undertaken over a relatively short duration, and with a fairly limited input of time.

- In Tanzania, the total workshop time was nearly six days, instead of the planned four days. Tanzania followed the sequence of three separate workshops, but the second and third workshops had to be prolonged, to cover the issues and assessment in greater depth. Additionally, some supplementary meetings with specific stakeholders were organized to complete certain aspects of the assessment.
- In Guinea, the first two workshops were organized over three consecutive days (instead of at two week intervals). This option was chosen by the participants, and may have helped keep the participation level high as well as provide more continuity between the assessment of the PRSP and the transport policy and strategy.
- In Rwanda the first two workshops were combined into one two-day workshop, but it was realized that this was insufficient to cover the issues and assessment in sufficient depth. As in the case of Tanzania, some supplementary meetings with specific stakeholders were organized to complete the assessment, prior to the organization of the final one-day workshop.

The additional time spent by the Tanzanian working group was probably realistic and worthwhile. All three case studies draw attention to insufficient time in workshops relative to the expected outcomes. The assessments and outcomes could have been much more detailed and thorough with more time and stronger direction.

#### More variety of workshops and sessions

The difficulty of addressing all aspects of the analysis in the workshops led to some creativity in the types of meetings organized. There were difficulties in some of the workshops in extracting sufficiently detailed information from the policy and strategy documents to allow subsequent comparisons of particular aspects. For example, information on the priority social and economic sectors in the poverty reduction strategy, and on their objectives and transport needs, was only very lightly dealt with in some of the workshops; much more information could have been extracted from the documents, with better preparation, more time and stronger facilitation.

In response, the Rwandan and Tanzanian groups undertook some supplementary steps of information collection and analysis, organizing some individual meetings and small “focus groups”, on specific issues with stakeholders who are involved in particular sectors or policy areas.

As well as completing information missed in the workshops, these meetings enabled other actors to be consulted and involved, thus broadening the representation of stakeholders and allowing consultation on very specific aspects of the policies and strategies. In this way, very busy individuals with key positions can be involved, at least at specific points in the process.

These adaptations to the basic method provided useful experiences. In the future, a more “modular” approach could be followed, with working groups choosing from a menu of options for meetings. Smaller sessions, aimed at obtaining information on specific aspects, could be combined with larger workshops, where stakeholders from different sectors and policy areas can exchange information and ideas, jointly assess strategy and draw out policy recommendations. Both types of sessions will be required.

#### Facilitation

**Selecting suitably qualified and experienced facilitators posed some difficulties.** The requirement was for a facilitator with good analytical and reporting skills, who understood development issues in the country concerned and was excellent at organizing participatory processes, animating stakeholder workshops and using

visualization techniques. From the experiences of the three pilot case studies, these skills are necessary – but it may be difficult to find them combined in one person.

Good facilitation also requires a difficult balancing act at times. It is necessary to have sufficient knowledge of the issues to judge if the assessment is too insubstantial (and thus to prompt – even push - participants to go deeper into the analysis and assessment), but it is also important to stay independent from the discussions. The case studies show that solid experience of participatory methods, good analytical abilities and a clear understanding of the case study objectives are prerequisites for ensuring sufficient depth and balance to the policy assessment.

If it is difficult to find a suitably experienced and skilled facilitator, two people could be engaged to facilitate the process overall; one to provide the analytical skills and subject knowledge, the other to facilitate the workshops and meetings. Both must stay independent and neutral of the discussions and recommendations.

### Dialogue and information

Perhaps one of the most challenging aspects of the case studies was **cross-sector dialogue**. Participatory processes with a range of stakeholders require much more than making a presentation and answering questions. To engage in cross-sector dialogue requires being able to **listen to others** from different backgrounds and with different interests.

The facilitator can do much to help this listening and dialogue, by allowing different views and experiences to be heard and by asking questions so that “technical” language and information is explained appropriately. But participants too must learn how to explain their strategies and actions in terms that other stakeholders will understand.

Positively, the case studies show that **some impacts of transport investments are becoming easier to explain and demonstrate**, for example the jobs created and income generated for rural people from roads maintenance programs.

Overall, however, the case studies show that it is still much easier to explain and discuss the “contribution” of the transport sector in terms of deliverables, such as numbers of kilometers of road rehabilitated, quantity of airport equipment installed or the provision of IMTs, than in terms of improved access and mobility, especially related to the needs of particular groups and sectors. This difference in discourse seems to be partly about having the right information. It proved difficult to find even basic information in the documents on the specific access and mobility needs of particular groups of transport

users. The results of social impact evaluations of transport interventions are clearly of great value, as the Guinea case study highlights.

However, the difficulty of demonstrating social and economic impact also arises from the perceptions and language of transport policy-makers. The traditional focus on delivery and outputs must adapt, so that the perspectives and needs of transport users and other actors in the sector are more clearly expressed.

The discourse of “poverty reduction” also requires some clarification for those not directly involved in the strategy. The difference between poverty reduction and pro-poor growth, for example, was not clear, although the national strategies for poverty reduction place considerable emphasis on economic growth targeted at the poor.

In future, the methods used during the assessment process should give stronger support to bridging the gap in perception and language between the different stakeholders. More preparatory work before workshops, and stronger prompting and questioning by facilitators, could help here.

### Analysis

The method used for the case studies requires a **great deal of analysis and comparative assessment**, for example identifying relevant information, comparing different elements of strategies and comparing policy intentions with reality. Moreover, it requires a certain **discipline**: to accurately extract important elements from a strategy document; to analyze them; to draw conclusions; and finally to propose improvements. This is demanding for the participants, and for the facilitator, whose job is to guide and animate this process.

It is often necessary to pose some **tough and challenging questions** to encourage participants to go beyond a fairly superficial level of analysis. Understandably, some participants often wish to discuss the situation on the ground rather than what is contained in a policy document. And there is natural tendency to re-interpret the contents of a strategy before it is analyzed (i.e. to present what the working group thinks it should say, rather than what is actually contained in it).

The case studies also illustrate the **difficulty of maintaining a focus on poverty reduction** throughout the assessment. It is not yet natural enough to think of transport as a service to other sectors, and therefore to have the other sectors in mind at all times. For example, in the discussions on appropriate SSATP structures and mechanisms at national level (which took place at a final stage in the case study process) there is little attention to the importance of cross-sector dialogue and representation of poverty

reduction interests. Strong prompts are needed to encourage thinking beyond the traditional ways of doing things; for instance, to consider how to bring a wide range of stakeholders into the review and planning of transport strategies.

Moreover, a participatory approach that examines public policies also requires a **high level of transparency and open-ness**. Again this is a break from much traditional policy-making. It means being prepared to expose official policy and strategy to critical assessment. For the participants it means feeling able to assess policy and strategy without risk of being considered disloyal.

The format of the three workshops and the use of visualization techniques appear to have provided a robust framework for extracting relevant information, undertaking a logical assessment of key elements of the policies and strategies and encouraging openness and transparency in the discussions and recommendations.

Improvements must certainly be made, both to the method and to its application. The value of participatory workshops is proven, but the structure of the working sessions (plenary and small group work) could be made more interesting, while better facilitation would make the process more dynamic and fruitful. More time is almost certainly needed for the assessment to have sufficient depth.

Better guidance on how to “read” the various policy documents (i.e. what information to identify and extract) is indicated by the experiences of the case studies. A stronger method for comparing different aspects of the transport and poverty reduction strategies is also needed, especially for comparing the needs of individual social and economic sectors to the transport strategy. This is a rather weak aspect of the pilot case studies, but the reason may partly be methodological, as well as lack of relevant information within the policy and strategy documents themselves. Clearer questions, around which to structure discussions and the identification of conclusions and recommendations, will also help.

## 5. Questions for discussion at Kigali

Key findings of the case studies are:

- Pro-poor economic growth is the key to sustained reduction of poverty;
- The poorest regions and communities are also the ones that are worst served by transport infrastructure and services;
- The transport sector can – and does - contribute significantly to poverty reduction, through the services it provides to the poor and to priority social

and economic sectors, and through employment creation and the building of skills and capacities;

- Other significant contributions are: capacity-building at community and local levels; gender equity and the fight against HIV/AIDS, amongst others.
- The contribution of the transport sector to poverty reduction is not yet optimized, and many improvements can and must be made to transport policy and strategy;
- Transport planning processes must involve a much broader range of stakeholders and be firmly anchored in poverty reduction strategies and in economic development and social sector planning.

Working group sessions at the Kigali meeting will discuss these and other findings of the pilot case studies. Anticipated outcomes of the sessions are:

- A better understanding of the critical issues that have to be addressed so that transport policies and strategies in SSA contribute more effectively to poverty reduction. The content of policies and strategies (both poverty reduction and transport), as well as the processes of their formulation, implementation and evaluation will be examined.
- New models for SSATP structures and mechanisms at national level, to support an integrated approach to transport sector planning rooted in poverty reduction.
- A more robust approach to the conduct of participatory assessments of transport policy and poverty reduction strategies in SSA countries.

Four themes are identified for the working group sessions:

### **1. Poverty reduction strategies and transport**

- ? How well are issues of access and mobility addressed in poverty reduction strategies? (Which issues are addressed well, and which not so well?)
- ? If pro-poor economic growth is the key to sustained poverty reduction, what is the role of the national poverty reduction strategy in setting an appropriate framework for transport sector planning oriented towards poverty reduction? Are other strategies also important? If so, which ones (e.g. sectoral, decentralized)?
- ? How could issues of access and mobility be better addressed in the formulation of national poverty reduction strategies? What information should be provided so as to orient the planning of transport infrastructure and services to poverty reduction needs?

- ? How could the processes of implementing and monitoring national poverty reduction strategies (PRSPs) be strengthened so that transport strategies can be better oriented towards poverty reduction objectives?

## **2. Transport policies and poverty reduction**

- ? What are the strengths of current transport policies and strategies in terms of poverty reduction? What evidence is there for a positive impact of the transport sector on poverty reduction?
- ? What are the current weaknesses of transport policies and strategies in terms of poverty reduction? What are the reasons for these weaknesses?
- ? How can poverty reduction objectives be better addressed in the formulation of transport policy and strategies (e.g. in data collection and analyses and in processes of policy dialogue and development) and in their implementation and monitoring?
- ? If pro-poor economic growth is the key to sustained poverty reduction, what mechanisms at national level might enable the transport sector to orient its strategies and decision-making accordingly?

## **3. New models for SSATP structures and mechanisms at national level**

- ? In order to anchor transport sector strategies firmly in poverty reduction (with pro-poor economic growth as the main objective), who should be involved in SSATP actions at national level? Who should take the lead on SSATP actions at national level?
- ? What mechanisms and processes could ensure that SSATP actions at national level take into account poverty reduction and especially pro-poor economic growth?
- ? What mechanisms and processes could ensure that SSATP actions at national level take an integrated approach to transport strategy, covering all transport sub-sectors as well as public, private and civil society initiatives?
- ? What are possible models for SSATP structures at national level that involve the right actors and support cross-sector dialogue and decision-making rooted in poverty reduction?

## **4. Methods for participatory policy assessment**

- ? Which actors should be involved in assessments of the access and mobility needs of the poor and of priority economic and social sectors, and of how these are addressed in poverty reduction and transport strategies?

- ? What are effective ways of involving the following important actors: representatives of priority economic sectors; representatives of priority social sectors (health, education); the private sector; civil society; and women?
- ? Was the method used for the SSATP case studies effective (i.e. were useful outcomes produced)?
- ? What are the strengths of the method? What difficulties were encountered?
- ? Are there other examples of methods that involve a broad range of actors in cross-sector dialogue on policy and strategies? If so, what and where are they?
- ? What changes and additions could be made to the case study method to improve its effectiveness?

# TRANSPORT POLICY AND POVERTY REDUCTION: RWANDA CASE STUDY

Study conducted by: Rwanda Working Group  
Report prepared by: Vincent Karega (Facilitator)

## 1. Aims of the case study for the country

The objective of this study is to establish appropriate mechanisms and processes for the development of a national integrated transport policy, coherent with the objectives of poverty reduction. It attempts to analyse the degree to which the two planning instruments (one national, the other sectorial) are capable of breaking the cycle of physical, social and economic isolation of Rwanda's mainly rural population. The experience of Rwanda and other pilot countries will contribute to the development of an appropriate methodology for the drafting of transport policies that are consistent with strategies for poverty reduction in the countries of sub-Saharan Africa, with a view to improving the mobility of individuals and goods, thereby contributing to economic growth and the improvement of poor people's living conditions.

## 2. Process and participation

### 2.1. Activities carried out

This case study was participatory, involving actors directly and indirectly concerned by the transport sector. An advisory working group of 18 people, chosen from among these different actors, was created to conduct the process. Working documentation was submitted to the resource persons a week before the first workshop was held and they were urged to read these documents carefully to immerse themselves in the subject. These documents include the Vision of Rwanda in 2020 (Vision 2020), the Poverty Reduction Strategy, the Rwandan Transport Policy Statement and the note explaining the purpose of the workshop.

#### **Two main workshops were organised:**

- The first lasted two days and focused on an analysis of the National Poverty Reduction Strategy and its coherence with the Transport Strategy;
- The second, one-day workshop amended and validated the results of the first workshop and also analysed the relevance of the institutional framework for dialogue on transport and poverty reduction policies.

The information produced by these two workshops was discussed and supplemented by informal discussions organised within small "sectorial" groups (health, education, agricultural and craft products, trade and urban security).

- During the workshops, the visual and participatory methodology of the discussions, guided by key documents such as the Poverty Reduction Strategy, the Transport Strategy and Vision 2020 enabled the participants to analyse problems and draft recommendations;
- The recommendations from the workshops were supplemented by recommendations emerging from parallel, but advisory, exercises on the transport sector in Rwanda. These included:

Recommendations from a workshop organised by the Rwandan Forum for Rural Transport and Development (FRTRD) held on 13 March 2003, The recommendations of the review of sectorial spending by the former Ministry of Public Works, Transport and Communications (MINITRACO) conducted in May 2002, Recommendations from a report entitled "Rwanda, Country Framework Report" for the government of Rwanda and the World Bank Council on Public-Private Partnership in the infrastructure field, a report prepared in February 2003.

## 2.2. Who was involved

Stakeholders in the workshops included:

- representatives of several ministries, including the Ministry of Infrastructure, which is responsible for the transport sector, the Ministry of Finance and Economic Planning, the Ministry of Trade, Industry, Tourism and Cooperatives, the Ministry of Local Administration, Information and Social Affairs, the Rwandan Revenue Office;
- representatives of the private sector and organisations of civil society, particularly banks, private transport companies, the private sector federation, the Rwandan Rural Transport and Development Forum and farmers' and workers' trade unions.

A quarter of the participants were women. There was a good balance between transport and poverty reduction actors. The absence of actors from the education and health sectors was remedied by conducting separate consultations with them.

## 2.3. Documents consulted

The final report considered the wealth of information provided by the main documents available concerning transport in Rwanda. These are:

- a) The sectorial road transport policy statement, which constitutes a policy outline: this brochure attempts to formulate national objectives and specific

programmes, drawing up a more or less comprehensive list of infrastructures to be rehabilitated or built. The main areas of intervention targeted by this draft policy relate to road rehabilitation, road maintenance, road safety, transport operations, environmental protection, reinforcement of institutional capacities and improved coordination among the various actors in the sector.

- b) Adam Smith's Rwanda Country Framework Report concerning the entire field of infrastructure, including transport infrastructure and the regulatory framework for transport.
- c) The recommendations of the government - World Bank report on a review of spending in the transport sector.
- d) A study by two expert consultants entitled "Study on the Environment and the Rehabilitation of Rural Paths and Land Management in the Districts of Ruhengeri".
- e) The minutes of a discussion day organised by the Rwandan Forum for Rural Transport and Development (FRTRD).
- f) The PRSP.
- g) The Vision for Rwanda in 2020 - "Vision 2020".

### **3. Assessment of the coherency and coordination between poverty reduction strategy and transport policy/strategy**

#### 3.1. Contribution of the transport sector to meeting the needs of the rural and urban poor

During the discussions, it was noted that there is not yet an integrated policy that is consistent with the objectives of poverty reduction in the transport sector. A few outline strategy documents serve as a framework of reference for actors in the sector. The ministry responsible for the transport sector is determined to harmonise all these documents and adopt the new approach recommended at national level - the SWAP (Sector-Wide Approach) - as the *modus operandi* for the concerted development of an integrated transport policy that is consistent with the objectives of Vision 2020 on the one hand, and the Poverty Reduction Strategy on the other.

At private sector level, while associations, collectives and unions of hauliers, producers and fuel importers have emerged, maintenance companies and transport infrastructure construction firms are neither organised nor even adequately equipped to meet the country's needs. Moreover, standards for transport services and road safety are still unsatisfactory. The definition of the costs of construction or rehabilitation of transport infrastructures, and even the choice of inexpensive approaches, remains fragile and relatively uncoordinated.

As concerns the transport network (accessibility) and the capacity to move goods and people in Rwanda (mobility), it was observed that the most frequently used form of transport (more than 90%) is domestic and external road transport. Lake and air transport are not very well developed and consequently not often used. Rail transport is completely non-existent. Intermediate forms of transport are still at the embryonic stage: draught animals and various forms of carts and trailers have not yet developed satisfactorily. A study is under way at the Kigali Institute of Sciences and Technology (KIST) to improve the traditional wooden bicycle (ikigudu) and promote the use of carts.

The Rwandan road transport network can be divided into two categories (classified and non-classified). The classified national road network is 5,408 kilometres long and is divided into primary and secondary networks measuring 3,245 and 2,163 kilometres respectively. The non-classified portion of the network, or tertiary network, consists of some 6,670 kilometres of rural roads and 1,300 kilometres of urban streets (including 500 kilometres in Kigali). Rwanda has a road network of about 13,000 to 13,500 kilometres.

Currently, all the provinces in the country are linked to the capital by an asphalt road network. A few dirt roads connect districts to the main provincial towns, while rural areas are served by tracks that are practicable only during certain seasons, due to a combination of factors such as rain, the terrain and the slipperiness of the wet earth. The main problem facing these networks is ageing: the road surface is split and broken in places due to a lack of adequate maintenance structures, equipment and resources. As a consequence, some areas become isolated and disconnected, making transport expensive in terms of both money and time. The international airport has only one runway, which is already in poor condition, and lacks the equipment necessary to increase air traffic and improve the quality of services.

Moreover, the consequences of war and genocide, population pressures and the weakness of supervision and regulation concerning protection of transport infrastructures, particularly the roads, and of the environment, are factors that handicap accessibility to transport and mobility.

### **In rural areas**

Some areas are completely cut off from markets, and from educational and health care infrastructure, due to broken bridges and impassable or difficult-to-use roads and tracks. The situation is particularly critical in more mountainous areas, as in the provinces of

Cyangugu and Gikongoro in the South and those of Gisenyi, Ruhengeri and Byumba in the North.

Consequently, modern means of transport (cars, motorcycles and even bicycles) are little used. Trade is handicapped and farm products (such as fruits and vegetables) rot in the field or are sold at very low prices in Gisenyi, Ruhengeri, Byumba and Cyangugu, while in Kigali Ngali, Butare, Gikongoro and Gitarama, these same products are rare and highly sought-after. Obtaining supplies of essential goods and services is a serious problem for these populations isolated in the interior of the country, aggravating their poverty and enclosing them in vicious circle.

### **In urban areas**

The outlying urban areas where poor people live are poorly served: roads are badly maintained, making these areas unhealthy enclaves suffering from a lack of transport and street lighting, which in turn make economic activity there unprofitable. In short, these factors limit residents' access to opportunities for trade and economic growth. They also restrict their access to health care in case of emergency (accident, childbirth, sudden illness) and to help in case of fire or other danger, with all the inherent risks. These residents' vulnerability in terms of health, safety and economic prosperity is aggravated by these problems. In these almost inaccessible areas, the unsafe conditions, risk of fire without any means of obtaining help and the presence of hiding places for criminals, particularly where street lighting is irregular or absent, threaten the quality of life and accentuate the factors of impoverishment.

### 3.2. Contribution of transport sector to meeting the needs of priority social sectors

In Rwanda, it has been observed that the areas with fewer road networks over the past two decades were also those with the least basic social and community infrastructure (education, health, etc.). By way of illustration, there are very few schools, health centres and hospitals in Kibuye, Gikongoro and Kigali Ngali. The same is true as concerns qualified providers of health care and education in relation to the rest of the country (Kigali city, Gitarama, Butare, Gisenyi and Kibungo).

Difficulty of access constitutes a dual obstacle for development actors (NGOs, investors, social welfare organisers) by limiting their efforts to provide basic services to the population on the one hand, and increasing the administrative burdens involved on the other. The transport sector therefore constitutes a major pillar of development.

Improvements to road infrastructures in rural areas inevitably contribute to better access to basic social and economic infrastructures. Hence the need to promote

intermediate means of transport to reduce overloads in the rural world (shuttles between the fields and markets, water supplies, schools, health training) and the marginalisation of girls and women, to whom domestic responsibilities fall, preventing them from engaging in other activities.

### 3.3. Contribution of transport sector to meeting the needs of priority economic sectors

The mission of transport policy in Rwanda is to open up different areas of the country and reduce the costs of transport of goods, either for import or export, and the movement of people and goods. Road transport, the predominant form, has a very high cost that weighs very heavily on the meagre incomes of the average citizen and therefore automatically excludes the poor, who continue to travel on foot over long distances, often over mountainous terrain, carrying heavy burdens on their heads. To avoid any contradictions between policy and strategies, thorough analyses are necessary to ensure that actions and investments in the transport field make a genuine contribution to economic growth for the poorest people and small producers.

### 3.4. Contribution of transport sector to meeting transversal objectives of poverty reduction strategy (e.g., gender equality, HIV/AIDS, good governance, as defined in PRSP)

The development of transport infrastructure saves time for rural households. The provision of access to rural areas on the one hand, and improvements to sanitation in rural areas on the other, will lead to improvements in living conditions for groups whose access to existing means of transport is still limited by cultural and economic barriers. They include women and children, who usually assume the difficult task of carrying goods at all stages in the production process (transport of manure, collection of water, transport of harvested crops to the home and from the home to points of sale, whose proximity often depends on the condition of the region's road infrastructure). There can be no doubt that improved mobility will enable women to take part in activities that have traditionally been the province of men.

Moreover, child mortality on the one hand, and morbidity on the other, are closely linked to populations' access and mobility, due to the distance separating them from health infrastructures. In a country where few people are literate, all government messages are often transmitted by radio (access to which is very limited), and reinforced by direct contact with target groups. The marginal efficacy of transport infrastructures should be evaluated.

### 3.5. Involvement by poverty reduction stakeholders in the formulation of transport policy and strategies, at national and decentralised levels

Infrastructures play a transversal role in the inclusive process of poverty reduction. While mobility and accessibility of infrastructures have positive effects on the attractiveness of investments, as factors in economic growth, they also contribute to access to basic community services, which are factors in improved well-being. However, the increased demand in this area by far exceeds public authorities' capacities. In addition, there is the issue of maintenance of existing infrastructure, which forces political decision-makers to broaden their prerogatives to different partners. The formulation of policies requires wide-ranging dialogue with all the stakeholders, even if it means triggering an appropriation of the achievements of these policies by all direct and indirect users and beneficiaries prior to their contribution to the maintenance and upkeep of this community asset. It is in this framework that the methods and techniques (technology) used must consider communities' capacities. By way of example, labour-intensive programmes will be optimised by the extension and upkeep of the road network in rural areas, and the management of associated resources will be as decentralised as possible.

Concerning participation in dialogue on the formulation of poverty reduction and transport policies in Rwanda, it is important to point out that the PRSP had developed a plan and tools facilitating participation at grassroots level by all segments of the population and other intermediaries and actors in development. This plan was based on Participatory Poverty Assessments (PPA), the Poverty Reduction Policies Relevance Test (PRT), quantitative surveys of households' living conditions and consultations and seminars with the private sector, NGOs and financial backers. But this plan did not yet include the transport sector. The Rwandan PRSP recommends that all sectors review their strategies and make them more consistent with the PRSP through the Sector-Wide Approach (SWAP), a guide to which has just been developed by the Ministry of Finance and Economic Planning. The main objective is to involve all the stakeholders in the definition, implementation, assessment and review of sectorial strategies.

The national transport strategy documents were developed within a framework of broad vertical and horizontal participation: public and private transport service providers as well as the grassroots communities were involved in the phase of qualitative and quantitative diagnosis of the sector. They were associated with the validation and amendment of all the documents mentioned in point 2.3. The main service providers consulted were:

*a) Public sector:*

- departments of the Ministry of Infrastructure;

- the Rwandan Airports Authority;
- the Road Maintenance Fund;
- the National Public Transport Office;
- the National Post Office.

*b) Private sector:*

- the Association of Public Hauliers;
- private domestic transport companies;
- associations of taxi owners;
- unions of farmers;
- associations providing services to rural populations.

Moreover, it should be pointed out here that Rwanda has many service providers that are not yet organised, and therefore difficult to reach: this is the case of small associations of van owners operating within a particular area, of owners of car or minibus taxis, etc.

#### **4. Recommendations for improving the contribution of transport sector policy and strategies to poverty reduction and pro-poor growth**

##### 4.1. Suggested improvements to the content of transport sector policy/strategies

Realistic and viable policies that guarantee development for the poor and non-poor alike must be developed. Productivity growth and the monetarisation of the rural world by means of the creation of agricultural and non-agricultural jobs increase the demand for road infrastructures, both within the country and leading out of the country. Domestic demand results from the need to find outlets for inputs and production, while external demand follows an increase in the volume of related activities, such as the supply of inputs and consumer goods and services originating abroad, as well as the sale of surplus production not consumed locally. At internal level, intermediary forms of transport that are compatible with the country's characteristics and users' economic power must be developed.

As for external demand, the development of railways must take place simultaneously with that of roads, in light of their complementarity. A comparative study of the advantages of rail, roads, maritime and air transport should indicate which should be given preference with a view to simultaneously opening up the country and meeting the imperatives of regional integration and globalisation of trade.

#### 4.2. Suggested improvements to the poverty reduction strategy

Information plays an important role in the current development context. One feature of poor countries is a lack of coordination and dualism, which make access to information nearly non-existent due not only to a lack of means of communication, but above all to low mobility. **The Poverty Reduction Strategy promotes, among the six priority areas for rural development, the transformation of farming and economic infrastructures**, but concrete actions must be taken further and highlighted to ensure greater understanding of the content by all population groups.

The participatory approach, which was highly appreciated during the development of this strategy, is particularly recommendable at all stages of the PRSP to ensure success and maintenance of the achievements of the PRSP. Moreover, there is an imperative need to make the correlation between the infrastructure sector and other sectors clear. Finally, the recommended conventional labour-intensive method requires adjustments to make it more efficient. The effort to find the most efficient methods of implementing labour-intensive programmes in the road sector<sup>1</sup> must take into account:

- introduction of local residents to integrated intervention;
- beneficiaries' real contribution to the financing of projects;
- training of specialised teams, activity by activity;
- sector-by-sector organisation;
- involvement of local residents in finding local materials;
- consolidation around owners of parcels of land;
- emphasise training via visits and visualisation;
- trigger and encourage intervention by small teams.

The workshops recommended that when the PRSP was revised, the transport sector be referred to more explicitly and its links with other sectors (economic, social and even political) be analysed in more detail.

#### 4.3. Suggested improvements concerning involvement of poverty reduction stakeholders in transport policy dialogue and strategy formulation at national and decentralized levels

So far, most transport infrastructure programmes have been implemented by public authorities. Direct contributions from the private sector have remained very small, although the worthwhile initiatives that are beginning to emerge should be acknowledged. Moreover, a portion of the private sector contributes indirectly, by way of the axle tax and the tax on petroleum products. From this standpoint, two difficulties

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<sup>1</sup> Recommended by Messrs Munyaruzenzi Philippe, Public Works Engineer, and Nsegumuremyi Rémy, Agro-Environmental Engineer, in a report on the Environmental and Rehabilitation Study of Rural Trails and Land Management in the Ruhengeri Districts published in January 2003.

could arise: on the one hand, the number of taxpayers in Rwanda is limited, and on the other, taxation in any form could be perceived as a burden. Taxation could cause taxpayers to lose interest in requests for community solidarity in the process of development of road infrastructures, arguing that they have contributed enough and that the public authorities should allocate funds to address problems. The budget of the Road Maintenance Fund is very small in relation to the twofold demand for new investment and maintenance of existing roads.

Creativity and innovation are therefore required to increase the contribution of the poor as well as to get taxpayers involved. To this end, the following strategies emerged from the process of consultation begun within the framework of the SSATP:

- decentralisation, to the greatest extent possible, of programmes for the creation and maintenance/upkeep of road infrastructures;
- fair and reasonable division of tasks: hierarchisation of roads so that a particular category can be managed by the grassroots communities at the corresponding level of the hierarchy (requires appropriate supervision);
- efforts to identify and adapt less expensive techniques;
- joint management of machinery and efficient use of it;
- incentives for the private sector to invest more in this area;
- involvement of the mass media in IEC campaigns for the transport sector;
- reinforcement of road safety regulations and measures.

## **5. Recommendations for improved national SSATP set-up to improve the "embedding" of transport policy and strategies in poverty reduction strategy**

For the transport strategy to benefit the poor and non-poor alike, particular attention must be paid to the following crucial variables:

- the methods used must make a significant contribution to the well-being of the poorest people, not only by bringing them out of isolation, but also and most importantly by means of the creation of conditions for access to monetary income (via labour-intensive jobs, opportunities to sell products and obtain supplies at low prices, etc.);
- the process must be sustainable, with less of a negative impact on the environment;
- the fight against erosion must be taken into consideration in planning;
- consistency between land planning programmes and those for living areas in general, as well as management of land, must seek to optimise resources and take account of the mobility of individuals and goods;
- the roles and responsibilities of each category of partners must be well-defined and complementary, within an institutional framework defined through the SWAP approach already being applied in Rwanda;

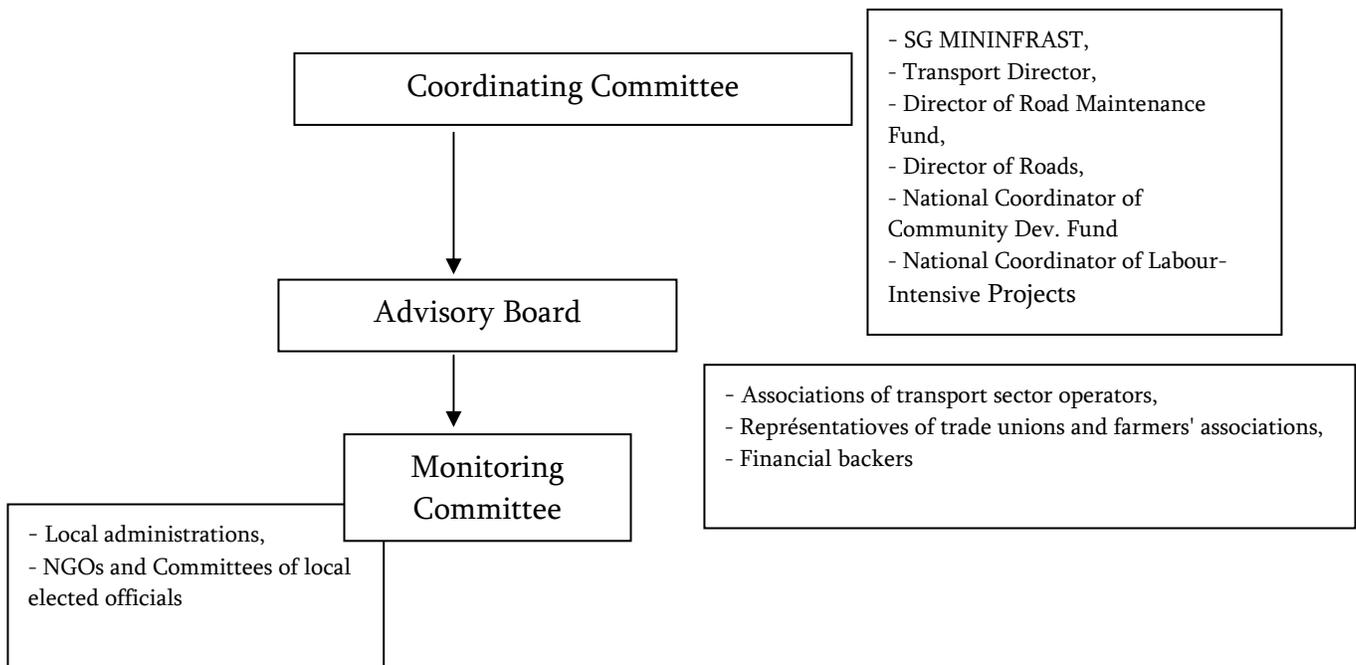
- efforts to accelerate the use of intermediate resources are urgently needed;
- the framework for cooperation and consultation both domestically and at international level must be established by the MININFRAST;
- beneficiaries must be involved in the entire process (design, implementation, maintenance/upkeep).

We envisage a flexible, inclusive structure that can maximise the role and involvement of users at all stages of development of the sector design, implementation, monitoring and assessment, maintenance/upkeep). This will be a decentralised structure in which the voices of the poorest people will be heard. This structure could be developed at three levels:

- **political level:** bringing together the decision-making bodies that orient policy for development of the sector,
- **technical level:** representing all influential partners, at all levels in the hierarchy of the country's administration,
- **implementation level:** putting together teams of agents, supervised by qualified technicians who are responsible for the implementation of tasks on which the community has reached a consensus.

Distribution of tasks according to the degree of technical skill they require will facilitate identifying the categories of activity devolved to one or another level of implementation. The organisational chart suggested in the report will be discussed again at a dialogue session with the partners in the Rwandan transport sector and submitted to the competent authorities for approval.

**Proposal for a mechanism for dialogue on transport policy**



**Important elements to be taken into account in the development of a new policy emerging from dialogue:**

- a) The opening up of rural areas (improvement of tracks, roads and bridges) using a labour-intensive approach to kill two birds with one stone: improve infrastructures and create jobs;
- b) The regulatory and institutional framework on quality, approaches, dialogue and coordination must be studied and implemented;
- c) The development of incentive, mobilizing and educational measures to encourage private investors, researchers, local administrations and grassroots communities to play a more important role in the sector;
- d) Planning, management and mobilization of resources in the transport sector and promotion of intermediate resources appropriate to the conditions and resources of the poor.

## Annex 1: List of participants

### Workshops I and II

Name (surname, first name)	Institution	Title
Akuzwe Christine	Union des Banques Populaire du Rwanda (UBPR)	Director of Credit Department
Bahenda Joseph	City of Kigali	Department of Economy and Finance
Benegusenga Aziza	Rwandan Forum for Rural Transport and Development (FRTRD)	Delegate
Bizimungu Jérôme	Compagnie Rwandaise d'Assurance et de Réassurance (CORAR S.A)	Marketing Officer
Bucyana Narcisse	National Office of Industrial Crops, Department of Tea (OCIR THE)	Commercial Service Officer
Busingye Martin	Banque de Commerce et de Développement Industriel (BCDI)	Head of Marketing Department
Eugène Torero	Office National des Recettes/ Rwandan Revenue Authority (RRA)	Director, Planning and Research
Gashumba Emmanuel	Association des Transporteurs en Commun (ATRACO)	Vice-President
Kayihura Vénuste	OKAPI group (Private public transport firm)	Deputy Director
Kayumba Jean Baptiste	Collectif des Syndicats Libres (COSYLI)	President
Makuza Fredy	Compagnie Générale des Banques (COGEBANQUE)	Credit Department
Mukakarisa Béatrice	IMBARAGA Union of Farmers and Livestock Producers	Development Advisor
Mukamisha Bernadette	Banque de Kigali	Director of Commercial Division
Mushumba Innocent	Ministry of Infrastructure (MININFRAST)	Department Head
Mwenedata Epaphrodite	Road Maintenance fund (FER)	Technical official
Ngendahimana J Seth	National Public Transport Office (ONATRACOM)	Head of Finance Department
Nsengiyera Zacharie	Ministry of Infrastructure (MININFRAST)	Land Transport Department
Nshizirungu Fredy	Ministry of Trade, Industry and Tourism (MINICOM)(MINICOM)	Director of Industrial Promotion
Nyilibakwe Pascal	CCOAIB Collective	Information and Documentation Officer
Nzeyimana Straton	Ministry of Infrastructure (MININFRAST)	Technician at Road Department
Rugema Michel	Community Development Fund (FDC/ CDF)	Director
Rugumire Patrick	Ministry of Infrastructure (MININFRAST)	Roads Director

<b>Name (surname, first name)</b>	<b>Institution</b>	<b>Title</b>
Rugwabiza Léonard	Ministry of Finance and Economic Planning/ Department of Strategic Planning and Monitoring of Poverty (MINECOFIN/SPPMD)	Economist
Rukangantambara Hamudu	Ministry of Agriculture, Livestock Breeding and the Environment (MINAGRI)	Department of Rural Engineering and Soil Conservation
Runuya Candide	Collectif Pro-Femme TWESE HAMWE	Delegate
Rutagwenda Jean Paul	Ministry of Agriculture, Livestock Breeding and the Environment (MINAGRI)	Department of Planning and Support Services
Umubyeyi Sylvie	INGABO trade union	Accountant

### **Working Group members**

<b>Name (surname, first name)</b>	<b>Institution</b>	<b>Title</b>
Bahenda Joseph	City of Kigali	Dept of Economy and Finance
Benegusenga Aziza	Rwandan Forum for Rural Transport and Development (FRTRD)	Delegate
Bizimungu Jérôme	Compagnie Rwandaise d'Assurance et de Réassurance (CORAR S.A)	Marketing Officer
Bucyana Narcisse	National Office of Industrial Crops, Department of Tea (OCIR THE)	Commercial Service Officer
Gashumba Emmanuel	Association des Transporteurs en Commun (ATRACO)	Vice-President
Kayihura Vénuste	OKAPI group (private public transport firm)	Deputy Director
Kayumba Jean Baptiste	Collectif des Syndicats Libres (COSYLI)	President
Mukakarisa Béatrice	IMBARAGA Union of Farmers and Livestock Producers	Development Advisor
Mukamisha Bernadette	Banque de Kigali	Head of Commercial Div.
Nshizirungu Fredy	Ministry of Trade, Industry and Tourism (MINICOM)(MINICOM)	Industrial Promotion Officer
Nyilibakwe Pascal	CCOAIB Collective	Information and Documentation Officer
Nzeyimana Straton	Ministry of Infrastructure (MININFRAST)	Technician at Roads Department
Rugumire Patrick	Ministry of Infrastructure (MININFRAST)	Roads Director
Rugwabiza Léonard	Ministry of Finance and Economic Planning/ Department of Strategic Planning and Monitoring of Poverty (MINECOFIN/SPPMD)	Economist
Rukangantambara Hamudu	Ministry of Agriculture, Livestock Breeding and the Environment (MINAGRI)	Rural Engineering and Soil Conservation Department
Rutagwenda Jean Paul	Ministry of Agriculture, Livestock Breeding and the Environment (MINAGRI)	Dept of Planning and Support Services (Planning)
Umubyeyi Sylvie	INGABO farmers' union	Accountant

### Workshop III

<b>Name (surname, first name)</b>	<b>Institution</b>	<b>Title</b>
Bizimungu Jérôme	Compagnie Rwandaise d'Assurance et de Réassurance (CORAR S.A)	Marketing Officer
Gashumba Emmanuel	Association des Transporteurs en Commun (ATRACO)	Vice-President
Hatangimana Jean Damascène	OKAPI Group (Private Public Transport firm)	Personnel Director
Kayumba Jean Baptiste	Collectif des Syndicats Libres (COSYLI)	President
Mukakarisa Béatrice	IMBARAGA Union of Farmers and Livestock Producers	Development Advisor
Munyaruzenzi Philippe	Ministry of Infrastructure (MININFRAST)	Transport Department
Nshizirungu Fredy	Ministry of Trade, Industry and Tourism (MINICOM)	Industry Promotion Officer
Bugabo Aloys	Ministry of Infrastructure (MININFRAST)	Transport Department
Nzeyimana Straton	Ministry of Infrastructure (MININFRAST)	Transport Department Technician
Rugumire Patrick	Ministry of Infrastructure (MININFRAST)	Roads Director
Rugwabiza Léonard	Ministry of Finance and Economic Planning /Department of Strategic Planning and Monitoring of Poverty (MINECOFIN/SPPMD)	Economist
Rukangantambara Hamudu	Ministry of Agriculture, Livestock Breeding and the Environment (MINAGRI)	Rural Engineering and Soil Conservation Dept
Rutagwenda Jean Paul	Ministry of Agriculture, Livestock Breeding and the Environment (MINAGRI)	Department of Planning and Support Services
Rutagengwa Francine	Rwandan Forum for Rural Transport and Development (FRTRD)	Vice President

## **Annex 2: Assessment of case study method**

The method used, while it has strengths, also has some weaknesses.

Its strengths lie in:

- The active participation of all actors in the sector, which ensures diversity of ideas and a more comprehensive approach;
- Its conciseness;
- Its logical progression;
- Its methodical approach.

Its weaknesses include:

- A lack of flexibility as concerns the tools and strategies (neither the environment or different habits in pilot countries is taken into account, any more than the complexity of the sector, the area to be covered, etc.);
- A great deal of importance is ascribed to the single process prescribed by the guidelines;
- Repeated meetings with the same people on the same issues, while in Rwanda, for example, the transport sector is not very complex and mainly concentrated in the road sector.

# TRANSPORT POLICY AND POVERTY REDUCTION: TANZANIA CASE STUDY

Study conducted by: Tanzania Working Group  
Report prepared by: Abdul Hamid A. Awadh (Facilitator)

## 1. Aims of the case study for the country

The case study was undertaken for the purpose of analysing the coherence between the transport policy strategies of Tanzania with the national poverty reduction strategies outlined in the Poverty Reduction Strategy Paper (PRSP). This analysis has assisted in identifying the strengths and weaknesses of both the PRSP and the National Transport Policy (NTP) in addressing poverty reduction through the transport sector. The outcome of the findings will assist in improving both the PRSP (which is due for review now) and the NTP when it will be due for review, with the main objective of ensuring that transport does effectively contribute to poverty reduction.

The main goal of the PRSP is to *‘Provide a framework to guide poverty eradication initiatives in order to reduce absolute poverty by 50% by year 2010 and eradicate absolute poverty by year 2025’*.

The vision of the NTP is:

*To have efficient and cost-effective domestic and international transport services to all segments of the population and the sectors of the national economy with maximum safety and minimum environmental degradation.*

The mission of NTP is:

*To develop safe, reliable, effective, efficient and fully integrated transport infrastructure and operations which will best meet the needs of travel and transport at improving levels of service at lower costs in a manner, which supports government strategies for socio-economic development whilst being economically and environmentally sustainable.*

## **2. Process and participation**

### 2.1. Activities carried out

The first stage of the process involved identification of a facilitator and formulation of a working group consisting of people from sectors related to transport and poverty reduction. The group chose a chairperson and held three workshops in a period of five weeks where a comprehensive analysis of the PRSP, the NTP and strategies to implement the NTP was undertaken. Following the three workshops, a few meetings were organized where the chairperson, with some members of the working group and individuals who represented some target groups, exchanged views on the needs of different groups/sectors that are related to transport (access and mobility) and how the transport sector is currently addressing them.

### 2.2. Who was involved

The working group members came from key ministries dealing with transport (planning, policy formulation, management of infrastructure), other ministries whose functions can contribute to and support poverty reduction measures, and the private sector/civil society groups. Efforts to get a gender balance in the working group did not succeed as the identified female members could not participate and suggested representatives of their organizations who were males. The list of working group members is attached as Annex 1 to this report. However some of the members could not participate in all the three workshops due to their other official assignments, which they considered to be more important at those times. It is worthwhile to note that all members of the working group were employees.

### 2.3. Documents consulted

Each of the working group members was provided, in advance, with the following documents:

- Poverty Reduction Strategy Paper (PRSP).
- National Transport Policy (NTP) – 2002.
- Transport Policy Implementation Strategies – Main Report - 2002 (in draft form).
- Guideline for Country Case Studies of Transport Policy/Strategies and Poverty Reduction – February 2003.
- Terms of Reference for Members of Case Study Working Group.

The other documents which were made available to the working group members during the workshops were:

- A Working Paper on National Transport Policy – 1999.
- SADC Protocol on Transport, Communications and Meteorology – March 1998.
- Final Report of the National Transport Sector Strategic Plan and Transport Infrastructure Master Plan Study for Tanzania (Volumes 1 to 3 plus Annexes) – April 2002.
- Speeches by Minister for Finance and Minister for Works on the estimates of Government Revenues and Expenditure for the Financial year 2002/03.
- Report on Development in the Roads Sector for the Consultative Group Meeting – Dec. 2002.
- National Poverty Eradication Strategy – June 1998 (In English and Kiswahili versions).
- Poverty Reduction Strategy Paper – October 2000 (Kiswahili version).
- Poverty Reduction Strategy Paper – Progress Report 2000/01.
- Poverty Monitoring Master Plan – December 2001.
- Poverty Eradication Strategies - Report on Zonal Workshops Involving All Regions and Districts of Tanzania Mainland conducted on 11<sup>th</sup> to 12<sup>th</sup> May 2000 (Kiswahili version).
- Report on the National Consultative Workshop on the Preparation of the Poverty Reduction Strategy Paper (PRSP) – 3-4 August 2000.
- Tanzania’s Poverty Reduction Strategy Paper – Feedback Report for Interviewees – October 2002.
- A guide to Integrated Rural Accessibility Planning in Tanzania – March 1997.
- The Household Survey 2001/02 – by Bureau of Statistics.
- Agriculture Sector Development Policy and Strategies.
- Women and Gender Development Policy – 2000 (Kiswahili version).
- Child Development Policy – 1996.
- Community Development Policy – 1996 (Kiswahili version).

### **3. Assessment of coherency and coordination between poverty reduction strategy and transport policy and strategies**

#### 3.1. Contribution of transport sector to meeting the needs of the rural and urban poor

The Poverty Reduction Strategy Paper aims to reduce poverty amongst the following priority population groups in rural and urban areas:

- Peasants
- Women

- The youth
- The vulnerable (the old, disabled, HIV/AIDS victims)

The needs of the peasants were identified by the analysis as obtaining the farm inputs on time (including seeds, manure and farm implements), accessibility to markets and social services and affordable transport services to ferry their produce to markets. The specific needs of women are identified in the PRSP as employment and income generating activities, affordable and appropriate transport facilities and reduced time for travelling. The needs of the youth include affordable transport (especially students) and income generating activities (employment) for the others. The needs of the particularly vulnerable groups were identified as income generating activities and adapted and affordable transport facilities.

In the PRSP, the transport sector is to contribute to meeting these needs and to reducing the poverty of these groups by implementing the following:

- Improving the transport infrastructure.
- Involving households in infrastructure planning, financing & maintenance.
- Giving development of rural infrastructure a deserved emphasis during planning and in the allocation of transport resources at the national level.
- Increasing the participation of the private and public sectors in provision of Rural Roads Transport Services.
- Raising awareness about the use of Non-Motorized Transport (NMT) among women in rural areas and making deliberate efforts to promote use of cheap NMT technology.
- Encouraging collaboration between the private sector and public sector to provide competitive services and make them affordable to rural communities.
- Rural communities (including women) contracted to maintain / rehabilitate rural roads
- Minimizing the rural transport-related problems of women by improving rural transport infrastructure and services in order to reduce rural travel burden
- Providing adequate transport to special groups (students, elders & disabled)
- Contracting local communities to manage the roads in their localities
- Undertaking road improvement programs in various regions and districts using local contractors and labor based technology
- Increasing self employment opportunities through improved transport services and facilities
- Mobilizing resources to enable acquisition of transport equipment
- Providing special lanes and facilities in urban roads and infrastructure (e.g. for 3 wheel bicycles)

- Minimizing wasteful exploitation of natural resources and enhancement of environmental protection.

However the following weaknesses have been observed, which if addressed will make the transport sector contribute more to poverty reduction of these groups:

- The policy and strategies do not mention the desirable number / percentage of women's involvement in transport-related income-generating activities.
- No specific efforts to assist women financially to acquire transport facilities e.g. credits etc.
- The transport policy and strategies do not recognize the unequal development stages of regions and therefore do not advocate for allocating more resources to them.
- Policy / strategies do not combine the physical provision of infrastructure and the quality of services using the infrastructure.
- Transport infrastructure and services planning process is gender blind.
- There is no mention of subsidies to compensate commercial operators when serving the students and vulnerable groups.

It is therefore recommended that the transport policy and strategies should:

- Advocate for extension of financial support to women groups (loans and grants) for acquiring transportation facilities
- Give direction on compensation for commercial operators whenever the need arises.
- Clearly recognize the importance of assisting the deprived regions in terms of improving the transport infrastructure and services

### 3.2. Contribution of transport sector to meeting the needs of priority social sectors

The priority social sectors identified in the Poverty Reduction Strategy Paper are:

- Education
- Health
- Water and Sanitation, and
- Housing and Settlement

The needs of these social sectors, in terms of access and mobility, primarily concern accessibility and reliable / affordable transport services to their centres i.e. schools, health facilities, water sources and residential settlements.

The transport sector intends to meet the needs of these sectors by:

- Increasing budget allocations to financing of rehabilitation and maintenance of rural roads.
- Giving priority to new investments in the construction and rehabilitation of infrastructure
- Influencing land use planning and settlement patterns to achieve access to amenities
- Involving local communities in planning, mobilizing resource for construction and maintenance of neighborhood roads.
- Enforcing building legislation on provision of parking spaces.
- Providing public service obligation for urban infrastructure development
- Locating facilities such as light industries, schools, business and shopping centers, markets and other services within or close to residential neighborhoods in order to reduce the number of trips in urban areas.

However, the transport policy and strategies do not specifically mention accessibility of, and transport to, the social sectors' centers (schools, health centers, etc.) and this leaves it to the authorities to decide on priority areas.

It is recommended that the transport strategies should aim to ensure accessibility and transport services to these social sectors' centers.

### 3.3. Contribution of transport sector to meeting the needs of priority economic sectors

The priority economic sectors identified in the poverty reduction strategy paper are:

- Agriculture
- Industries
- Mining and Tourism
- Cooperatives
- Transport Infrastructure (Roads)

In addressing income poverty, the PRSP emphasizes the improvement and sustaining of a conducive environment for economic growth, including sustaining macroeconomic stability, strengthening competition in markets, strengthening of an institutional framework conducive to higher investment, as well as efficiency in the utilization of available scarce resources.

As poverty is basically rural, the PRSP focuses on the rural poor and agriculture is expected to generate export-led growth in the rural areas. The priority needs of these economic sectors, in terms of access and mobility, are reliable transport infrastructures and services, which include good rural roads and reliable, cost effective transport facilities.

The transport sector aims to address these needs by:

1. Improving transport infrastructure in the rural areas to cater for all transport means
2. Mobilizing and involving the communities in infrastructure development at ward and district level.
3. Increasing the participation of the private and public sectors in the provision of rural transport services.
4. Making deliberate efforts to promote use of cheap NMT technology.
5. Encouraging the private sector to collaborate with the public sector to provide competitive services to make them affordable to rural communities
6. Promoting private sector participation in investing and financing road section which have potential commercial viability.
7. Promoting private sector participation in the provision of transport services
8. Recognizing that road transport is the dominant mode of transport in most parts of the rural areas and charging the government with the primary responsibility for enhancement of road infrastructure development
9. Developing a culture of routine maintenance among the rural communities.
10. Sensitizing communities and villagers to realize their important role in contributing to infrastructure planning design, construction & maintenance.
11. Exploring ways of ensuring availability of a dedicated fund for rural infrastructure maintenance.
12. Recognizing the need to increase funding for road maintenance by broadening the Road Fund Base. (A Road Fund is in place. 30% is for district and feeder roads 70% is for regional and trunk roads).
13. Contracting local communities to manage the roads in their localities.
14. Encouraging private sector participation in road funding and management
15. Developing complementary transport infrastructure to roads e.g. railway, tram & water transport.
16. Developing and applying labor-intensive technology for rehabilitation and maintenance of roads, and increasing the use of local contractors.

The weaknesses observed in the transport policy and strategies include:

- a lack of clear objectives to provide transport infrastructure and services to potentially productive areas,
- no advocacy for the use of Intermediate Means of Transport (IMTs) and NMT in the transportation of agriculture produce and related cargo, and

- no attention to the provision of quality transport infrastructure and related services.

3.4. Contribution of transport sector to meeting transversal objectives of poverty reduction strategy (e.g. gender equity, HIV/AIDS, good governance, etc as defined in PRSP)

The transversal objectives presented in the poverty reduction strategy are:

- Gender equity
- Environment
- HIV/AIDS
- Good governance

The transport sector's contribution to meeting the transversal objectives of the poverty reduction strategy include the following:

1. Carrying out HIV / AIDS awareness programs along all road corridors and in road construction and maintenance projects.
2. Restructuring of the transport sector leading to the establishment of distinct authorities responsible for operations and regulations.
3. Advocating for fair distribution of transport services in the country.
4. Recognition of corruption as an obstacle in law enforcement.
5. Enabling Local Governments to be more responsible and accountable for overseeing rural infrastructure and management.
6. Insisting on implementation of guidelines for environmental management.
7. Providing for continuous environmental impact assessment.
8. Recognizing the need to strengthen local environmental institutions.
9. Calling for minimization of wasteful exploitation of natural resources and enhancement of environmental protection.
10. Promoting rail as the mode of transport that is most environmentally sound.
11. Advocating for minimization of traffic generated pollution, and pollution in harbor and port areas.

The main weakness observed in the transport policy and strategies is gender blindness in planning of transport infrastructure and services. The integration of gender issues into the planning process is essential for the purpose of taking into account the needs of both males and females.

3.5. Involvement of poverty reduction stakeholders in the formulation of transport policy and strategies, at national and decentralized levels

The procedures for development of the National Transport Policy (NTP) and its implementation strategies included involvement of transport sector stakeholders in

national consultative forums (workshops). The stakeholders who were involved included:

- All Government ministries
- Regional representation
- District representation
- Transport services providers
- Donor community
- The private sector (TCCIA, TPSF, etc.)
- Representatives of cooperative and farmers
- Mining sector representative
- Association for disabled people
- Construction industry representative (National Construction Industry, Contractors and Consultants)
- Regulatory institutions
- Higher learning institution

The languages used during the workshops were English and Swahili, although all reports were written in English. This was allowed so that everyone could participate fully as some participants did not have a good command of English language.

There were no workshops or consultative meetings held in the regions, but the representation of the regions was always ensured by their participation in the national workshops.

These consultative workshops provided comments for improvement of the NTP. The final draft of the NTP was presented to the Inter-Ministerial Technical Committee for review and comments before submitting the same to the cabinet secretariat for cabinets' approval.

This process seems, however, to ignore some key steps and procedures which could ensure full participation of all stakeholders. For example, the rural communities at grass-roots level did not take part in the formulation of the NTP.

#### **4. Recommendations for Improving the Contribution of Transport Sector Policy and Strategies to Poverty Reduction and Pro-Poor Growth**

##### 4.1. Suggested improvements to the content of transport policy / strategies

A few areas need to be improved in the transport policy so as to make it contribute more in the poverty reduction. These are:

- i) Encourage allocation of more resources to the deprived regions / districts so as to open up potential productive areas. The non recognition of the most deprived regions in the transport policy and strategies makes it difficult to favour the most deprived regions in the allocation of resources, and therefore contributes to making them stagnant in terms of development. This in turn make the infrastructure in these regions poor and defeats the poverty reduction efforts.
- ii) Recognize the need to provide transport services to new potentially-productive areas and to the facilities of social sectors. The importance of assured accessibility to the economic sectors cannot be over emphasized. It is therefore necessary to be specific and give policy guidelines, which will ensure accessibility and transport services to the areas with economical potential.
- iii) Implementation strategies should consider guidelines for environmental protection.

#### 4.2. Suggested improvements to the poverty reduction strategy

The PRSP need to be improved for it to take full advantage of the transport policy / strategies in alleviating poverty. The areas to be improved include:

- i) Recognizing the importance of the other modes of transport in poverty alleviation;
- ii) Inclusion of issues concerning mobility (both problems and solutions);
- iii) Inclusion of measures to be taken to enhance safety in the transport sector;
- iv) Advocate for use of appropriate transport technology in the rural areas;
- v) Encourage capacity building at the local government level (in transport sector).

#### 4.3. Suggested Improvements Concerning Involvement of Poverty Reduction Stakeholders in Transport Policy Dialogue and Strategy Formulation at National and Decentralized Levels

For the NTP to address poverty both in rural and urban areas, it is recommended that its formulation should involve more stakeholders, especially the poor (at grass-roots levels). This will be possible if decentralized consultations are done and get a wider representation of the poor groups. The following groups should be involved:

1. Local Government authorities (down to village Government)
2. Youth Groups (students unions, etc.)
3. Religious organizations

4. Women groups
5. Media
6. Drivers
7. Livestock keepers
8. Vehicle dealers

The mechanism and process for the development / formulation of the Transport Policy and TPIS could also be improved through the following approach:

- Ministry responsible for transport takes the lead role;
- Decentralized consultations between the Ministry and Regional Secretariats (Zonal Workshop / meetings) where consultations will involve stakeholders to grass-roots level;
- National stakeholder workshop(s);
- Task force of experts (all transport modes represented) to draw draft policy document;
- Finalizations & submissions by the Ministry to cabinet.

**5. Recommendations for improved SSATP set-up in Tanzania to improve the “embedding” of transport policy and strategies in poverty reduction strategy**

Discussions on the issue of the structure and mechanisms for SSATP in the country were done exhaustively by analysing the current set up and identifying the advantages and the disadvantages of the same.

**Current set-up**

Currently the SSATP structure does not exist at the country level. The SSATP’s separate components are coordinated by civil servants working in different offices. The Roads Management Initiative (RMI) is coordinated from Ministry of Works (MoW), while the Rural Travel and Transport Program (RTTP) and the Urban Mobility (UM) components are coordinated from two different offices within the President’s Office for Regional Administration and Local Government (PO-RALG). The Trade & Transport (T&T) and Railway Restructuring (RR) components are currently dormant in the country.

There is no one person (office) who coordinates the SSATP activities within the country.

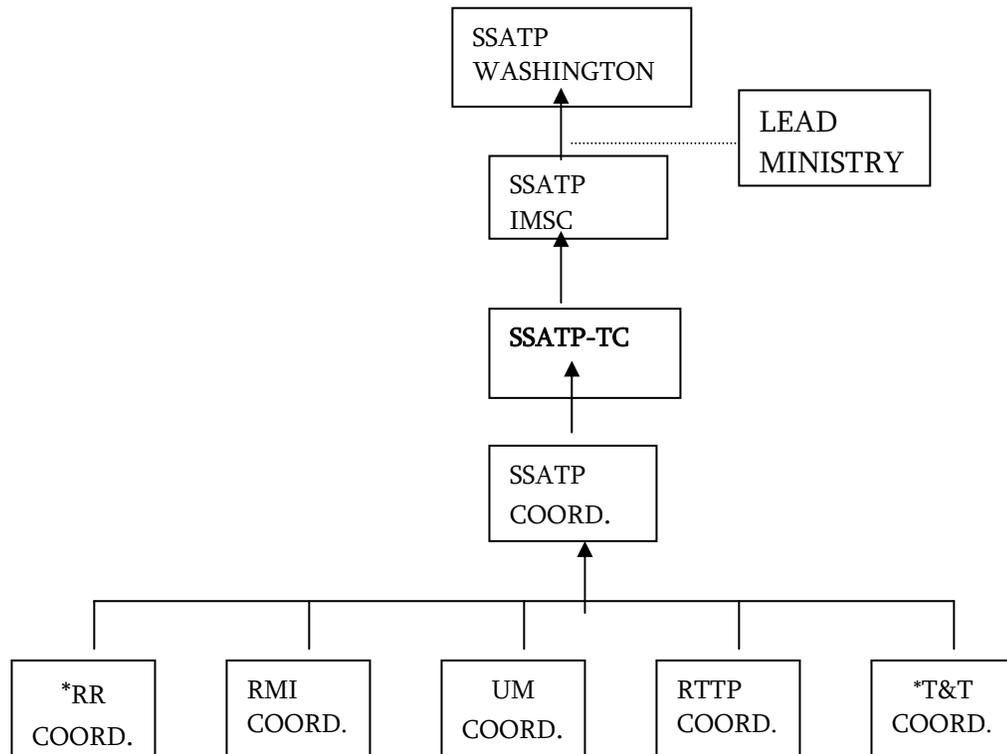
### **Advantages and disadvantages of the current set-up**

The only advantage which seems to arise from the current set up is that some decisions on individual components are taken rapidly due to less bureaucracy and fewer people being involved. The major disadvantage of the set up is that there does not exist any mechanism / forum for discussion of cross-cutting issues between the components and no single person / office who is informed about and addresses SSATP activities as a whole in the country.

### **Recommended structure**

After assessing the SSATP structure, the working group was of the opinion that the coordination of the SSATP in its totality will be better done by one person (remunerated by SSATP) who will be answerable to a technical committee (SSATP-TC) which will report to an Inter-ministerial Steering Committee (SSATP- IMSC). The SSATP-TC will draw members from the experts from the relevant ministries and representatives of the private sector. The SSATP-IMSC will be composed of Permanent Secretaries of the ministries responsible for management and financing of transport sector.

The following organization is recommended:



\*Currently dormant in Tanzania.

## Annex 1

### List of working group members

Name	Position / Organisation
Hon. Mizengo Pinda (MP)	Deputy Minister, Presidents' Office for Regional Administration and Local Governments (PORALG)
Mr. Samuel J. Mwakapeje	Administrative Officer- Association of Local Government Authorities Tanzania
Mr. Emmanuel Mwanga	Senior Planning Officer - Presidents' Office - Planning and Privatisation
Mr. David Qawoga	Senior Planning Officer - Prime Minister's Office
Dr. Servacius B. Likwelile	Director, Department of Poverty Eradication - Vice President's Office
Mr. Gideon Mwenda	Executive Secretary - Tanzania Bus Owners Association (TABOA)
Eng. Willey Lyatuu	RMI Coordinator / Ministry of Works
Mr. Johnson Mawala	Principal Agriculture Economist – Ministry of Agriculture and Food Security
Mr. Andrew Mushi	Head Policy Advocacy, Tanzania Association of NGOs (TANGO)
Ms Josephine Mwankusye	National RTTP Coordinator, Presidents' Office – Regional Administration and Local Government
Mr. Nzinyangwa E. Mchany	Senior Planning Officer - Ministry of Communications & Transport
Mr. Mariot M. Kalanje	Executive Director - Tanzania Chamber of Commerce, Industries and Agriculture (TCCIA)
Mr. Z.B. Mchome	Principle Planning Officer - President's Office for Regional Administration and Local Governments
Mr. Samson Nchimbu	Asst Director, Dept. of Community Development, Gender and Children, Ministry of Community Development, Gender and Children.
Mr. Kalua Simba	Chamber Development Officer, Tanzania Chamber of Commerce, Industries and Agriculture (TCCIA)

### Additional people consulted:

- Ms E.S. Shehiza - Principal Community Development Officer – Ministry of Community Development, Gender and Children
- Mr. Rabahi Chamani - Transport Economist – Ministry of Communications and Transport
- Ms. J. Kafanabo - Director, Gender Division, Civil Service Department
- Dr. F. Njau – Principal Health Officer – Ministry of Health
- Eng. Patrick Mfugale – Director of Regional Roads – Ministry of Works.

## **Annex 2**

### **Assessment of case study method**

The method used in carrying out the study was considered good in the following aspects:

1. It provided good guidelines to follow for the study;
2. The approach used in analyzing the PRSP and the NTP / strategies enabled the participants to exhaustively extract the information from the documents, exchange views and reach consensus;
3. The agenda formulated by the study coordinator for each workshop was very detailed and assisted a great deal in getting the required information.

However the following problems were experienced:

1. Some of the working group members could not participate fully on all the three workshops. On some instances, the lead questions presented in the workshop agenda were difficult to understand and the responses, which came from the groups, were not those expected from the exercise. For this reason, the working groups took longer time to finalize their assignments.
2. There were no preparatory meetings which took place prior to the workshops. This made the working group members spend considerable time in going through the documents during the workshop.

The following are the recommendations for improving the method so as to produce much better results:

1. The participatory approach should have started from the study planning stages and not during the study (i.e. agreeing on methodology with the identified country's representatives)
2. The facilitator should ensure that the working group members understand the assignments fully. This may necessitate doing some exercises in plenary before the participants split in smaller groups.
3. Participants should have been given more time, especially at the start of the study, for understanding the objectives and process fully. This could be by increasing the number of days for the first workshop from one to two days.
4. It could be more effective if the study would have been done on similar participatory approach but for four to five continuous days, with all participants staying at the same place.

# TRANSPORT POLICY AND POVERTY REDUCTION: GUINEA CASE STUDY

Study conducted by: Guinea Working Group  
Report prepared by: Alpha I. Bah (Facilitator)

## 1. Aims of the case study for Guinea

The objective of this case study is to contribute to the development of transport policies and strategies that are integrated into national poverty reduction strategies.

The goal is to assess national transport policies and strategies as well as poverty reduction strategies with a view to reinforcing and improving the transport sector's contribution to efforts to reduce poverty in Guinea, and to share this experience with other countries of sub-Saharan Africa.

At national level, the study sheds light on complementarity, gaps and the lack of coherency and coordination between current transport and poverty-reduction policies and strategies. It examines current mechanisms for the formulation of transport policies and strategies, their strengths and weaknesses, and makes recommendations for making them more efficient in the interest of greater participation by stakeholders and embedding them in decision-making processes for policies and strategies.

The study is intended to draw the attention of planners and other officials of programs in the country's key sectors, both at national and decentralized level, to the need to ensure economic growth aimed at poverty reduction and to maintain close coordination with the transport sector, which often has a decisive impact on all the other sectors of the economy.

## 2. Process and participation

### 2.1. Activities carried out

The study was conducted by a working group under the supervision of a national coordinator and composed of some 20 stakeholders, divided into three sub-groups, each headed by a major actor and supported by a facilitator/rapporteur. A list of documents to be consulted was established by the facilitator, who made copies of the main documents available to each sub-group.

1. The first sub-group (PRSP) was assigned to prepare a working document on the assessment of the Poverty Reduction Strategy Paper (PRSP) on the basis of the results expected from Workshop 1;
2. The second sub-group (Transport) was likewise tasked with producing a working document on the theme of the second workshop (Assessment of the Transport Strategy Assessment and its coherency with the Poverty Reduction Strategy) and
3. The third sub-group on the theme of the third workshop (Assessment of the Process and Institutional Mechanisms for the Formation of the Transport Strategy). The first workshop took place on 10 March; the second, on 11 and 12 March and the third on 8 April 2003. The Coordinator of the case studies and the Regional Coordinator for the SSATP participated in Workshops 1 and 2.

## 2.2. Who was involved

The participants, who numbered 25 at Workshops 1 and 2 and 15 at Workshop 3, were mainly senior government officials, most of whom represented the transport and rural development sector (14) and the Finance Ministry's Poverty Reduction Strategy Monitoring Unit (2). The private sector was not particularly well represented (5); nor were women (4). The social sectors were not represented. It should be noted that most of these officials are members of thematic groups that participated in the drafting of the PRSP. The list of participants is contained in Annex 1.

## 2.3. Documents consulted

The following documents were consulted and the most important ones were photocopied and made available to the working group:

- Strategy for Poverty Reduction in Guinea (January 2002)
- National Transport Plan (final report, December 2001)
- PRSP Theme-based Group on Rural Development and the Environment
- Policy Letter on Rural Development at the Grassroots (October 1999)
- Draft Sectorial Policy Letter on Transport in Rural Environments (January 2001)
- Road Policy Letter (Principal Document, November 1998)
- Assessment of the Village Community Support Program (PACV)
- National Rural Infrastructure Project (NRIP1) Impact Study (1997)
- Agricultural Development Policy Letter (LPDA2)
- National Human Development Program (NHDP)
- Guinea Country Assistance Strategy (CAS)
- Sectorial Transport Strategy Note (NSST) (1999)

### **3. Assessment of the coherency and coordination between poverty reduction strategy and transport policy/strategies**

Poverty is defined as an unacceptable privation of the human being's welfare. It covers both physical privation, such as inadequate nutrition, health care, education or housing, and social privation, involving risk, precariousness, vulnerability, lack of autonomy, powerlessness and lack of self-respect. Difficulty of access to education and health services as well as unsatisfactory living conditions in terms of basic services, such as water, electricity and transport, must also be included.

According to available statistics, about 40% of the Guinean population lives below the absolute poverty threshold (\$300/year). The prevalence of poverty is as high as 52% in rural areas. Poverty occurs twice as frequently in rural areas as in urban ones in the country's interior, and seven times as frequently in the interior of the country as in Conakry, the capital.

Consequently, efforts at poverty reduction are intended to be focused mainly on Guinea's poorest rural areas: the northern party of Upper Guinea (Mandiana, Siguiri, Dinguiraye), Middle Guinea (Mali, Koubia), along with Téliimélé and other prefectures with a moderate poverty rate. They should also be focused on the poorest or most vulnerable social groups: women, children, the elderly, unemployed graduates and marginal groups.

Economic growth is the driving force behind the fight against poverty. It requires macroeconomic and financial stability, equitable access to basic infrastructure (water, electricity, transport, telecommunications), support for growth sectors and good management of natural resources and the environment. Growth in the agricultural and tertiary sector has a significant effect on reduction of poverty, as does growth in labor-intensive activities. Moreover, policies aimed at sustained and sustainable economic growth within a stable macroeconomic context constitute the cornerstone of private-sector development and its contribution to economic growth. Finally, these policies must reflect the priorities of the process of participation.

How does the poverty reduction strategy take the preceding factors into account and what, under these circumstances, is the contribution of the transport sector? The poverty reduction strategy in Guinea is based on three strategic axes:

- i) acceleration of economic growth,
- ii) the development of and equitable access to basic services and
- iii) improved governance and reinforced human and institutional capacities.

The specific objectives include:

- higher incomes
- broader access to basic and high-quality services
- reduction of inequalities among regions and among socioeconomic groups.

Below we shall consider the transport sector's contribution to the achievement of the above goals.

### 3.1. Contribution of transport sector to meeting the needs of the rural and urban poor

#### *Strengths*

The national transport strategy, the object of the National Transport Plan (NTP), targets disadvantaged rural areas, farmers, craft workers, women, disabled children/young people, the elderly, marginal groups, social outcasts and unemployed graduates. These groups correspond to all the target groups identified in studies on the poverty profile in Guinea.

The main objectives of the NTP are: support for food security and acceleration of economic growth via the provision of appropriate physical infrastructures and support for transport services to guarantee and improve population groups' access to goods and services.

As concerns acceleration of growth, the NTP recommends:

- an increase in agricultural production and incomes to improve living conditions, by way of better supply and marketing of agricultural inputs;
- increased employment in rural areas;
- the use of suitable, sustainable and low-cost labor-intensive techniques for the construction and maintenance of tracks and roads;
- promotion of SMEs/SMIs and support for the private sector;
- promotion and facilitation of trade and national, regional and international commerce;
- consideration of women's situation in sectorial strategies and their effective participation in community actions; and
- more generally, the involvement of beneficiaries at all stages in the development process.

The strategy provides for reinforcement of decentralized communities' capacities for project supervision, the establishment of efficient systems for mobilization and transfer of funds to local communities and equitable access to basic services.

As concerns accessibility: The NTP provides for the availability of services and internal and external road transport networks offering acceptable transport conditions at the lowest possible cost; the provision of a network of rural tracks and roads connected to the interurban network and an efficient system of road maintenance and protection, and equitable access to basic services.

In this respect, it provides for:

- the construction and rehabilitation, over a period of 12 years, of 17,000 kilometres of tracks and roads, including 1,704 km of asphalt roads and 320 km of national dirt roads;
- the rehabilitation of 1,142 km of sealed roads and the maintenance of 1,529 km;
- the continuation of the Dabompa motorway;
- the opening up of disadvantaged neighborhoods;
- the construction of expressways and transversal roads in Conakry;
- the creation of village structures for maintenance of rural tracks and roads;
- the provision of a network of secondary ports and wharves;
- a network of efficient infrastructures linked to neighboring countries;
- an efficient and competitive international airport and the rehabilitation of interior airports;
- and the rehabilitation of the Conakry-Kankan railway (starting with the first 26 km).

Turning to mobility in rural areas: the NTP provides for service networks and efficient, safe and environmentally-friendly road transport, the development of promotion of the manufacture and use of intermediate means of transport (MIT), training of craftspeople, expansion of the number of mopeds in the areas being opened up; the development of domestic coastal trade along the water.

In urban areas, it provides for internal and external transport networks offering acceptable transport conditions at low cost, the expansion and renewal of the vehicle fleet, the introduction of a traffic plan for Conakry, facilitation of movement of individuals and goods and measures to fight informal and hidden looting.

Under the heading of "Trade and industry," the NTP provides for a competitive system of transport at sub-regional level, road transport networks and provision of services at low cost and under acceptable conditions, the facilitation of movement of vehicles, individuals and goods via the application of the ECOWAS Inter-State Road Transit Convention (ISRT), provision of an institutional incentive framework, provision of good maritime services by trade ships plying regular lines, and measures to make the

commercial port and the international airport efficient and competitive, and reduce transport costs.

Concerning the wider impact of transport on commerce and trade, the NTP provides for continuing deregulation of the functioning of the transport market; promotion of the participatory approach and the development of Guinean hauliers' international activities.

### *Weaknesses*

Analysis reveals that the NTP does not take the map of poverty in rural areas into account. Neither does it take into consideration the rehabilitation of rural paths and tracks as concerns accessibility, nor improved access to basic social services, the promotion of gender equality in rural transport and communities' participation in road maintenance.

The transport strategy would benefit from taking all aspects related to transport into account, integrating the elements scattered here and there among various documents, in particular those concerning rural tracks supervised by the Rural Engineering authorities, and those concerning grassroots rural development under the authority of the Ministry of Land Use Planning and Decentralization.

Another weakness in the NTP in a general sense is its failure to take into account the promotion of gender equality in rural transport and communities' participation in road maintenance, and under the heading of "trade/industry," the absence of a reference to the establishment of a network for distribution of agricultural products.

### 3.2. Contribution of transport sector to meeting the needs of priority social sectors

As concerns priority social sectors, the NTP talks about improving access to social services (health and education), but apparently does not include clearly identified actions in this area. This has to do with the process of development of the NTP, which is based on specific studies prepared by consultants whose terms of reference are often not specific enough on this issue and who generally consult only existing documents.

However, the actual contribution of the transport sector is remarkable, as demonstrated by the impact of the National Rural Infrastructure Project (NRIP1), which was carried out by the main development partners in Guinea. The improvements identified by a social impact evaluation of the Program are summarized in the box below:

### **Improvement of access to basic services**

- 77% of villages lying on rehabilitated tracks have a health center/station, compared to 29% before rehabilitation
- Schools: 46% before rehabilitation, 80% afterwards
- Drilled wells/drinking water: 34% before, 86% afterwards
- Creation of 641 labor-intensive jobs/year between 1992 and 1995
- Formation of eight SMEs and 25 NGOs; labor-intensive SMEs employing an average of 40 people/km paid 2,500 Guinean francs (FG)/day to maintain 225 km/year injected an average of 22 million FG/year into underdeveloped regions
- Creation of 325 village track maintenance committees (CEVEPS) of an average of 60 people each to maintain 10 km/year of tracks, or 3,250 km/year, thus injecting 812 million FG/year into the rural sector.

### 3.3. Contribution of transport sector to the meeting the needs of priority economic sectors

#### *Strengths*

The priority economic growth sectors identified in the PRSP are the rural development sector, mining, tourism and craft trades, and SMEs/SMIs. Among these sectors, rural development takes absolute priority, because poverty is more acute in rural areas, because these areas have a greater potential for development and finally because the sector is the most accessible to the poor. In all these sectors, efforts are focused on promotion of private initiative, in particular SMEs/SMIs. They involve improvements to the business environment by means of further development of basic infrastructures (water, electricity, transport), the reform of public enterprise and the introduction of better governance, as well as the reinforcement of institutional and human capacities.

Concerning the general aspect of its contribution in this area, the NTP provides for: in rural areas, increased agricultural production and income, support for the private sector, an increase in trade and employment in rural areas, improved access to social services and the creation of village structures for maintenance of tracks, increased community participation and effective participation of women in community actions.

As concerns the actions to be taken, the goal is to have a local road transport industry and a fabric of efficient SMEs. In urban areas, the NTP generally provides for: an increase in income and commerce, promotion of SMEs/SMIs, an increase in the number of cars, operators' participation in management of road transport depots and integration of women into the entire process of formulation and implementation of policies.

In the area of Trade and Industry, the NTP provides for:

- a dense network of extensively interconnected and efficient international, regional and interior airlines and air transport services, as well as basic transport infrastructure and facilities offering a good level of service, an efficient commercial port and an efficient and competitive international airport;
- the preservation of the Conakry-Kankan railway line, in the general interest;
- a network of national roads with a good level of service providing links to neighboring countries; and
- implementation of the ISRT Convention and promotion of the facilitation of circulation of vehicles across borders.

As for the broader impact of transport strategies, plans are to pursue the withdrawal of the state from the production sector, to monitor monopolistic and oligopolistic situations, to strengthen the administration's institutional capacities and to protect the environment.

#### *Weaknesses*

The rural, mining and trade sectors are the only economic sectors taken into account; tourism and craft trades have practically been ignored.

#### 3.4. Contribution of transport sector to meeting transversal objectives of poverty reduction strategy

#### *Strengths*

The transport strategy addressed gender issues by providing for efforts to improve conditions for participation by women, in particular the poorest women, in the development process. Promotion of the participatory approach (participation by operators and users in the entire development process) figures predominantly.

The NTP also addresses the problem of good governance by providing for a reform of institutions in place, strengthening their capacity and giving them resources. It also provides for as much protection of the environment as possible by limiting unwanted effects such as pollution, noise or disturbance of natural balances.

The strategy calls for high-quality links between different areas of the country and equitable access to basic infrastructures.

To this end, a road infrastructure asset mechanism will be established with a second-generation Road Maintenance Fund (FER). The current breakdown of resources

between national roads and rural roads is in principle 90%/10%. This allocation, which appears arbitrary, will henceforth be based on the presentation of draft proposals and budgets by contractors to the FER's board of directors which takes a decision. This task is facilitated by the recent publication of decree D/2003/016/PRG/SGG of 24 March 2003 concerning the classification of the road network. This decree clarifies the mandates of contractors on the Guinea road network.

The strategy's strengths also include the involvement of hauliers in the fight against HIV/AIDS and recovery of a portion of the costs of use of infrastructures and facilities from users (in the form of tolls). The recent lifting of roadblocks throughout the country, except at the borders and at the entrances to the city of Conakry, has resulted in a significant savings of travel time and transport costs.

### *Weaknesses*

Transversal aspects mentioned in the PRSP do not appear in the NTP, such as reinforcement of citizen participation and assumption of responsibility, better distribution of development projects among the regions and the guarantee of the independence of the judiciary. No mechanism or process has been established to ensure the achievement of these transversal objectives. The fight against HIV/AIDS is being conducted by other bodies.

### 3.5. Involvement by poverty reduction stakeholders in the formulation of transport policy and strategies, at national and decentralized levels

### *Strengths*

The formulation of transport policies and strategies at national level is essentially the province of the central administration (Ministry of Public Works and Transport). These policies and strategies are drafted on the basis of specific studies based more or less on existing policy and strategy documents, such as the Country Assistance Strategy (CAS), the National Human Development Program (NHDP), the Poverty Reduction Strategy Paper (PRSP), Guinea Vision 2010, etc.

Some of these documents, such as the CAS and PRSP, have the advantage of involving broad participation via consultations of grassroots populations groups and the real involvement of people at all socio-professional levels, with 3,380 people interviewed in 25 prefectures out of 33 in an effort to identify poor populations' needs and priorities.

A participatory validation of these priorities was conducted. Structures are still weak or non-existent at decentralized level, except where a few projects in which the Municipal or Community Council is participating - along with trade unions, representatives of the

administration and financial backers - in the identification and prioritization of needs to draft a local development plan (LDP).

### *Weaknesses*

There is no grassroots consultation in the formulation of the NTP. Existing documents are used. Participation in drafting of the NTP ends with diagnosis and validation of the strategy and in some cases mid-term reviews. Participation should be extended to monitoring of poverty, allocation of budgetary resources, implementation of the budget and monitoring of impact.

## **4. Recommendations for improving the contribution of transport sector policy and strategies to poverty reduction and pro-poor growth**

### 4.1. Suggested improvements to the content of transport sector policy/strategies

The transport strategy must incorporate poverty reduction policies and strategies and take other sectorial strategies, in particular those related to other social sectors (Health and Education Policy Letters) and priority economic sectors such as tourism and craft trades, more fully into account. It must take into consideration the poverty map and incorporate all aspects linked to the development of transport, including rural paths and tracks and access to basic social services, as well as transversal aspects, such as the fight against HIV/AIDS.

A mechanism to promote coherency and systematic monitoring, so as to compare provisions to actual achievements and to assess coherency with other sectorial strategies, must be institutionalized.

"Participation" must be embedded in the cycle of formulation, implementation and monitoring of sectorial programs, and a mechanism for regularly informing stakeholders of developments in these programs should be established, with a view to effective and efficient participation.

The objectives of the transport strategy are set out in various separate documents. The strategy must be consolidated into a single document.

The criteria for investment choices must be reviewed to incorporate the poverty reduction aspect. The multi-criteria analysis currently being applied takes into account only the advantages linked to the costs of operating vehicles, sub-regional integration and the coverage of the network linking different regions of Guinea, along with regional integration.

#### 4.2. Suggested improvements to the poverty reduction strategy

Objectives are often too general; real and planned contributions should be related to performance indicators. To this end, the problem of centralization of statistics must be resolved; for example, those collected by hauliers' trade unions. The regional development and poverty reduction strategies being developed will be incorporated into the national poverty reduction strategy with the hope that they will in this way facilitate better identification and incorporation of more specific objectives into the national strategy. It is necessary to collect information about the integration of women into the transport sector systematically. Another recommendation for improving this strategy: impact studies on projects carried out should be conducted and taken into consideration.

#### 4.3. Suggested improvements concerning involvement of poverty reduction stakeholders in transport policy dialogue and strategy formulation at national and decentralized levels

Extensive representation of target groups in decision-making bodies and validation of strategies is necessary, as is participation in the mid-term review and representation on the Board of Directors of the Road Fund.

Participation in decision-making at decentralized level should involve NGOs (in particular the Guinean Forum for Transport and Development), transport trade unions, representatives of financial backers and civil society, as well as administrative structures such as the Community or Municipal Councils. The Community Development Plan (CDP) must be made operational, taking into account transport via, for example, a Transport Commission or other theme-based working group. The organization of regional restitution and validation groups and the conduct of mid-term reviews would help to improve participation by stakeholders.

At national level: current mechanisms and structures include only the Central Administration of Public Works and Transport and civil society. Other stakeholders that should be involved, in the formulation of strategies, and also necessarily in meetings for the synthesis of sectorial project assessment reviews, mid-term reviews and impact studies, include: the relevant ministries; the interministerial public investment planning committees; the Poverty Reduction Strategy (PRS) Monitoring Unit; the SSATP Advisory Committees (see below); the National Forum for Transport and Development (GFN); the Association of NGOs; national chambers; the National Private Sector Council; the SME Grouping; the Association of Hauliers; financial backers and the round table of financial backers. Their representation within the Board of Directors of the Road Fund is also desirable.

## 5. Recommendations for improved national SSATP set-up to improve the "embedding" of transport policy and strategies in poverty reduction strategy

Improved "embedding" of the SSATP within the Poverty Reduction Strategy will require ample representation of the parties involved in the sector in policy/strategy drafting bodies, budgeting and follow-up on the physical and budgetary execution of transport programs. This implies the participation of representatives of stakeholders capable of presenting and supporting a viewpoint in all key decision-making bodies in the process of planning, programming and monitoring of the implementation of sectorial programs. These representatives must also be associated in the formulation and monitoring of the implementation of the national poverty reduction strategy.

Beyond the wide-ranging consultation conducted at national level to identify and establish priorities within the framework of preparation of the World Bank's Assistance Strategy for Guinea (which the Ministry of Transport and Public Works used as a basis for preparation of the NTP), participation in the decision-making process is limited.

At decentralized level, Village Track Maintenance Committees (CEVEPS) play an important role. These have been established with the framework of the PTMR (Transport Program for Rural Areas) and duly trained with a mission expanded to include various aspects of transport. CEVEPS should participate in the development and follow-up of the implementation of Local Development Programs (LDPs), and in similar Plans developed at municipal level and by Decentralized Rural Communities.

At national level: the interests of target groups and areas would be taken into account by means of their representatives' participation in advisory or steering committees for sub-components of the SSATP, the national coordination of the SSATP and the Board of Directors of the Road Fund. These advisory and steering committees of various sub-components will be included in synthesis meetings for the preparation of sectorial investment projects, mid-term reviews and impact studies. Documents could be prepared for them during these meetings on aspects worthy of their attention.

Only two components of the SSATP have been active so far: the RMI (Road Management Initiative) and the RTTP (Rural Travel and Transport Program), each with its national coordination and advisory or steering committee, which do not engage in dialogue with each other. Following the recent move by the SSATP towards a holistic approach to development in the transport sector, national coordinators have been designated for each sub-component, as well as a national SSATP coordinator.

Each program coordinator for one of the five components is supported by an advisory committee composed of members representing:

- the relevant administrative bodies;
- associations of private companies in the sector in question;
- associations of civil society in the sector in question and in particular the stakeholders representing the interests of poor people;
- decentralized communities.

Each representative designated within an advisory committee must be able to participate effectively in the development and monitoring of the implementation of sectorial policies and thereby contribute in a significant way to poverty reduction.

An advisory committee is responsible for:

- ensuring dialogue and exchanges on the difficulties related to accessibility and mobility for the poorest population groups;
- ensuring exchanges and rapid and efficient provision of information among all stakeholders concerning provisions for improving accessibility and mobility;
- monitoring the harmonization of the appropriateness and complementarity of different actions and projects initiated with national transport and poverty reduction policies;
- monitoring the degree to which gender and environmental aspects are taken into account in the planned actions.

The national SSATP coordinator is supported by the five coordinators of the components and the five chairmen of the advisory committees.

However, this structure remains rather cumbersome, and the five sub-components could be grouped under the headings of road transport, railways and trade.

## Annex 1

### List of participants

Surname, first name	Title	Area of expertise
Ahmadou Gueye	National Director, Road Maintenance, Coordinator of the Road Management Initiative	NTP/PRSP
Mamadou Bano Sow	National Land Transport Director	
Alhassane Aminata Touré	National Rural Engineering Director	PTMR/PRSP
Ibrahima Sow	Deputy Director General BEP/ Ministry of Transport and Public Works	NTP/PRSP
Marguerite Morel Camara (Mrs)	Director General, ONCF (National Railway Office)	NTP
Mamadou Bah	National Director, Public Investment Planning /MP	PRSP
Mamadou Bobo Sow	Assistant, PRSP/MEF	PRSP
Saran Touré (Mrs)	National Confederation of NGOs (COFEG)	PRSP
Nouhou Cissé	Chamber of Agriculture /National Hauliers' Union	NTP/PRSP
Aissatou Kalia Diallo (Mrs)	Municipal Councillor (Dixinn)	PRSP
Fatoumata Diallo (Mrs)	Chamber of Agriculture	PRSP
Wann Oumar	World Bank Consultant/Support to Private Sector	PRSP
Bengaly T. Nabbé	World Bank Consultant/Preparation NRIP2	PRSP / NTP
Sékou Sylla	Head DEAC/DNGR	PTMR / NTP
Sanah Camara	Chef BTGR/ Kindia/DNGR	PTMR / NTP
Daouda Camara	Advisor, Farmers' Organisations /PDRI-Guinée Maritime	PRSP (Rural Development)
Alkhaly Camara	Ministry of Decentralisation	PRSP
Cheick Oumar Keita	Consultant, Decentralisation, PACV	PRSP
Lanciné Condé	BCEPA/ MAE (Ministry of Agriculture and Livestock)	PRSP
Mamadou Coulibaly	DNIP/MP	PRSP
Boubacar Bhoie Barry	SP/ PRSP/MF	PRSP
Mouctar Doukouré	DNTT/MTTP	NTP
Thierno Souleymane Bah	Guinean Radio and Television (RTG)	NTP
Mohamed Soumah	DNTT/MTTP	NTP/ PRSP
Alpha Bah	Facilitator	PRSP/NTP/PTMR

## **Annex 2**

### **Assessment of case study method**

The method used facilitates evaluating national strategies in a highly participatory manner. Its success depends on the relevance and clarity of the pre-established framework of analysis.

The methodology is simple and the presentation in the form of charts allows for an overview of all the results of the assessment. This methodology nonetheless requires a great deal of preparatory work and mastery of the methodology by the facilitator, to allow him/her to focus on participants' statements, the better to guide them through the analysis.

The time spent on various sessions should be reconsidered. More time should be spent drafting recommendations. At present, they are prepared in haste at the end of a session when people may be tired.