



Republic of Malawi

SSATP REVIEW OF MALAWI'S NATIONAL TRANSPORT POLICY AND POVERTY REDUCTION STRATEGY

VOLUME 1

MAIN REPORT

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PREFACE

The review of the Malawi's National Transport Policy and the Poverty Reduction Strategy was undertaken during the last quarter of 2004. The main documents used were the Malawi National Transport Policy (MNTP) and the Malawi Poverty Reduction Strategy (MPRS). Since its launch in 2002, the MPRS has been government's overarching document. In January 2005, government announced that in October 2005, the MPRS would cease to be the overarching document and would be replaced by the new document which would merge the Malawi Economic Growth Strategy (MEGS) and the MPRS. The new development agenda would aim at striking an appropriate balance between invests into social services and economic growth as the only way that would lead to poverty reduction.

Unlike the MPRS which addresses mainly social investments, the new development agenda will also take on board the MEGS which is meant to stimulate economic growth. In fact the MEGS details how Pillar I of the MPRS would achieve pro-poor economic growth. Thus the modified document would emphasize economic growth while also addressing social investment issues.

Currently, the MEGS addresses transport in the following ways:

- MEGS recognized that agriculture would remain the engine of growth which would in turn stimulate economic activity in manufacturing, transport and transport infrastructure such as access to ports, air links and freight capacity and rail capacity;
- As a land locked country, lead times and transport costs are high; and
- The country has unreliable transport services.

The review of the MPRS and National Transport Policy recognizes a need for transport sector to be addressed as a crosscutting issue in the MPRS. It is therefore proposed that during the time of merging the MEGS and the MPRS, transport issues should be addressed in all the sectors. Thus the Action Plan in this report (in both Volumes I and II) was amended to reflect the shift in government thinking. To effect this, various stakeholders in the transport sector should be involved during the drafting stage.

EXECUTIVE SUMMARY

This report presents the outcomes of the review of Malawi's National Transport Policy and Poverty Reduction Strategy. The review is part of the efforts by the Sub-Saharan Africa Transport Policy Program (SSATP) and its national and regional partners to optimize the contribution of the transport sector in poverty reduction. The goal of the review is to determine the extent to which the national transport policy is fully anchored in the poverty reduction strategy.

The process of reviewing the Malawi Poverty Reduction Strategy (MPRS) and the National Transport Policy (NTP) involved three workshops. Participants in the workshops were drawn from a carefully selected stakeholder group that emerged from a stakeholder analysis. The stakeholder group consisted of the public sector, private sector and the civil society and these represented the interests of the key economic and social sectors, priority population groups and cross-cutting issues. The first, second and third workshops aimed at assessing the poverty reduction strategy, the national transport policy, and how the policies were made, respectively. Both working group discussions and plenary sessions were used as techniques of soliciting information from the stakeholder group.

The review of the MPRS identified a number of gaps in terms of coverage, emphasis, and clarity. These include the silence of the MPRS on transport safety, its emphasis on the rural poor and silence on the urban poor. The workshop thus recommended broadening of the MPRS coverage in terms of transport infrastructure and services. As an overarching poverty reduction strategy, the MPRS should treat transport as a crosscutting issue and all transport requirements for all sectors and population groups should be well articulated. On the National Transport Policy, it was found not to directly address the issues in the MPRS. The NTP was developed earlier than the MPRS and its development could not take into account the strategy that was not there. Poverty reduction is treated from the trickle down perspective in the NTP. The NTP is also narrow in the way it treats transport problems because it does not recognize the provision of other infrastructure and services as a way of treating transport problems. Some of the recommendations on the NTP are specific transport demands for all priority population groups, and sectors should be addressed by the NTP, and improvements in the monitoring and evaluation of the implementation of the transport policy.

Transport needs of the priority population groups are not highlighted in the MPRS, however, the strategies on rural transport in the NTP address some of the transport needs of the priority population groups. Both NTP and MPRS provide overall social and economic needs of the priority population groups. However, specific transport needs (access to specific facilities) for the priority population groups are not covered. The workshop therefore recommended that special transport infrastructure for the priority population groups should be included in both the NTP and MPRS.

Transport and transport related aspects addressed in the poverty reduction strategy were addressed through the Infrastructure and Safety Nets thematic working groups. Institutions and population groups that were represented in these two thematic working groups are therefore assumed to have presented the transport requirements of their sectors. Large gaps have been observed for the representation from the priority population groups and the crossing cutting issue actors that could represent transport issues in the process. The private sector was also poorly represented from all the sector actors though by their definition they are rarely found in some sectors, especially those that are public in nature.

The MPRS process basically involved three stages and these are mobilization, preparation and validation. The process was aimed at building a broad Malawian ownership of the MPRS; building consensus on the MPRS in order to enhance likelihood to policy adoption, implementation and sustainability; and to ensure donor “buy-in” to MPRS and to meet donor requirements. The workshop felt that there is still need to broaden the list of stakeholders in the process and also to mainstream transport in all the thematic working groups.

NTP formulation process had poor representation from the private and civil society in comparison to the MPRS. The social sector actors, priority population groups actors and the actors representing the crosscutting issues also had poor representation. The Ministry of Transport with the guidance of a consultant and a steering group that comprised the Ministries of Transport and Works coordinated the process. Workshops and meetings were used to consult the stakeholders during the process. The stakeholders who were consulted in the process mainly comprised the transport service providers than the users. The process therefore needs some strengthening through the involvement of all stakeholders. It was also recommended that in any policy process the general public should be well informed about the process and be given adequate time to consult among themselves so as to make well informed decisions and contributions.

The review was concluded by the development of an Action Plan for the main recommendations for the three workshops and the action plan took note of the fact that Malawi already has the poverty reduction strategy and the national transport policy hence the proposed actions cannot feed into the policy formulation processes but the review and the redesigning of the policies.

ACKNOWLEDGEMENTS

This report is a result of inputs from a number of stakeholders with interest in the transport and poverty reduction issues. As facilitators of the review process, we would like to acknowledge the contribution of individuals from the organizations that participated in the workshops. Without their inputs, this report could not have been written. The long hours they graciously sacrificed are appreciated. We would also like to register our thanks to the organizations for releasing the officers for this very important task for putting issues of national importance ahead of their individual private interests.

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Any errors or misinterpretation of the findings are the responsibility of the authors.

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LIST OF ACRONYMS

ADMARC	Agriculture Development and Marketing Corporation
CAMA	Consumer Association of Malawi
CEAR	Central and East Africa Railways
CHAM	Christian Health Association of Malawi
CONGOMA	Council of Non-Governmental in Malawi
CSO	Civil Society Organization
DEVEPOL	Statement of Development Policy
DIPAM	Disabled People Association of Malawi
ECAMA	Economic Association of Malawi
EIA	Environmental Impact Assessment
EU	European Union
FEDOMA	Federation for the Disabled of Malawi
FUM	Farmers Union of Malawi
JICA	Japanese International Corporation
LA	Local Assemblies
LTAM	Local Transporters Association of Malawi
MACOHA	Malawi Council for the Handicapped
MALGA	Malawi Local Government Association
MANASO	Malawi Network of AIDS Service Organizations
MANET	Malawi AIDS Network
MASAF	Malawi Social Action Fund
MCCCI	Malawi Confederation of Chambers of Commerce and Industry
MEJN	Malawi Economic Justice Network
MEPD	Ministry of Economic Planning and Development
MIPA	Malawi Investment Promotion Agency
MIRTDC	Malawi Industrial Research and Technology Development Center
MITCO	Malawi International Transport Company
MITCO	Malawi International Transport Company
MLS	Malawi Lake Services
MoD	Ministry of Defense
MoE	Ministry of Education
MoH	Ministry of Health
MoTPW	Ministry of Transport and Public Works
MPRS	Malawi Poverty Reduction Strategy
MPS	Malawi Police Service
MRFC	Malawi Rural Finance Company
MRTTP	Malawi Rural Transport and Travel Programme
NAC	National AIDS Commission
NAPHAM	National Association of People Living with HIV/AIDS
NCIC	National Construction Industry Council
NRA	National Road Authority
NRSC	National Road Safety Council
NTP	National Transport Policy
PAMA	Paprika Association of Malawi

PAWA	Passenger Welfare Association
PRISAM	Private Schools Association of Malawi
PVHO	Private Vehicle Hire Organization
RTD	Road Transport Directorate
RTOA	Road Transport Operators Association
SSATP	Sub-Saharan African Transport Policy
TAMA	Tobacco Association of Malawi
TAMA	Tobacco Association of Malawi
TEVET	Technical Education, Vocational Entrepreneurial Training
TUM	Teachers Union of Malawi
TWG	Thematic Working Group
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WFP	World Food Programme

Part I: INTRODUCTION

1.1 BACKGROUND TO THE REVIEW

The sub-Saharan Africa Transport Policy Program (SSATP) was launched in 1987 to provide a collaborative framework for assisting African countries to formulate and implement improved transport policies and related capacity building. The program's long-term development plan is to anchor transport policies and strategies into the poverty reduction strategies. The overall aim is to ensure that transport sector contributes fully to pro-poor growth and poverty reduction in the SSATP countries.

In 2002, the program came up with guidelines for assessing how transport strategies and poverty reduction goals are aligned in the member states.

1.2 OBJECTIVES OF THE REVIEW

The overall goal of the review is to make sure that the national transport policy is fully anchored in the Malawi poverty reduction strategy.

Specifically, the review process had the following objectives;

- To evaluate the strengths and weaknesses of the national transport policy in relation to the Malawi poverty reduction strategy and agreement on the improvements to be made;
- To make an assessment on the processes of formulating the national transport policy and the Malawi poverty reduction strategy.
- Design a plan of action to modify the content and design of policies and strategies so that transport's contribution to poverty reduction is optimized and is visible; and
- Establish mechanisms to sustain cross-sector dialogue and to monitor the national transport policy during implementation.

1.3 PREPARATION OF THE REVIEW

The Malawi Rural Travel and Transport Programme (MRTTP) coordinated the review process and a Steering Group (SG) comprising officials from government, civil society and the private sector directed it. The documents (Malawi Poverty Reduction Strategy Paper and the National Transport Policy) were used for this analysis.

1.4 THE REVIEW PROCESS

As per the SSATP guidelines for reviewing the national transport policy and the poverty reduction strategy, workshops were the main methods that were used to solicit information from the stakeholders. Three workshops were arranged in Mangochi, Malawi for this purpose. The first workshop was conducted between 24th to 29th October and this workshop combined the activities of workshop 1 and 2 as outlined in the guidelines.

The discussions during the workshops were conducted in working groups and plenary sessions. The working groups were formed along the sectors, thus, social, economic, public, priority population groups and crosscutting issues. The working groups identified information related to transport and poverty reduction in the MPRS and NTP to extract information related to the following thematic areas:

1. Main goals, objectives and targets
2. Priority economic sector
3. Priority social sectors
4. Priority population groups
5. Key cross cutting issues

After extracting the information, the stakeholder group assessed MPRS, focusing on how it treats transport needs and the NTP focusing on the links between the transport policy and the poverty reduction strategy.

The third workshop was conducted from 7th to 11th November, 2004 to identify the current policy processes for linking transport policy and poverty reduction strategy. Two working groups were thus formed and each of the groups assessed the process for each of the policies/strategies.

The recommendations for improvements that had been made from the three workshops were divided into three groups in order to develop an action plan for the implementation of the proposed recommendations

Validation of the reports was obtained by two meetings that were arranged with the stakeholder group in Lilongwe to discuss the two reports for the three workshops.

PART II: OUTPUTS FROM THE REVIEW

2.1 ASSESSMENT OF THE MALAWI POVERTY REDUCTION STRATEGY

2.1.1 Observations and Conclusions on the MPRS

An analysis of the poverty reduction strategy made the following observations and conclusions:

1. The MPRS has highlighted transport issues mainly in pillars 1 and 3. In these pillars emphasis is on transport infrastructure and not services. Other modes of transport such as air, water and railway are not covered. However, road infrastructure is confined to rural feeder roads.
2. The MPRS has emphasized more on the rural poor than the urban poor in terms of both transport services and infrastructure yet the urban poor sometimes live in areas that are not accessible by road or they lack infrastructure such as bus stages, stations, and pedestrian pavements.
3. The MPRS is not clear whether government should provide transport services where the private sector does not find it economically viable. This is critical in less accessible areas such as Usisya, Likoma Island and Mlowe where water transport is the only means of accessing the areas. Similarly, some places in Thyolo such as Sankhulani are only accessible by train.
4. The MPRS has covered transport requirement for agriculture and trade sub-sectors but not other social and economic sectors such as tourism, health, and education. The strategy does not mention the sectoral problems in relation to mobility, accessibility and transport services.
5. The MPRS recognizes the regional distribution of poverty and targets the interventions in those areas.
6. Transport safety is not covered in the MPRS.

2.1.2 Recommendations on Poverty Reduction Strategy

1. Transport as a cross cutting issue should be covered in all sectors.
2. Appropriate modes of transport (rail, air and marine) and transport services and infrastructure that have a direct bearing on poverty reduction should be included in the MPRS.
3. Transport infrastructure requirements for non-motorized transport services both in the rural and urban areas should be well articulated. These include pedestrian walk and bicycle tracks.
4. A need for the provision of social and economic services such as essential healthcare, rural schools, water points, energy, closer to population centers to reduce transport demands should be indicated in the MPRS.
5. Transport requirements for access and mobility to social and economic services such as essential health package, rural schools and water points should be addressed in the MPRS.
6. A need for the physically challenged-friendly transport services should be pointed out.
7. A need for transport infrastructure and services for the urban poor areas should be spelt out in the MPRS.
8. The issue of enhancing women's participation in the planning, decision-making, and implementation of transport programs should be made obvious in the MPRS
9. A need for the provision and improvement of transport infrastructure and services in the tourism areas should be addressed in the MPRS.
10. Transport safety and security measures should be included in the MPRS
11. Provision of appropriate and affordable means of transport for sectors should be clearly.
12. MPRS should promote non-motorized means of transport
13. The MPRS process should broaden the list of stakeholders that are involved
14. The users and suppliers of transport services should be included in the MPRS process.

2.2 ASSESSMENT OF THE MALAWI NATIONAL TRANSPORT POLICY

2.2.1 Observations and Conclusions on the Malawi National Transport Policy

The analysis made the following observations and conclusions:

1. Although the transport policy was developed before MPRS, the policy addresses pillars 1 and 3 of the MPRS. In relation to pillar 1 of the MPRS, the policy promotes services, creates an enabling environment through meeting economic demand and socio-political needs while minimizing the cost to the economy, improving the availability and maximizing utilization of transport infrastructure and equipment in both urban and rural areas.
2. The national transport policy does not treat poverty directly but tackles it from a trickle down perspective.
3. Transport policy does not cover development of other rural infrastructure such as energy, telecommunication, water, and postal as a way of solving transport needs.
4. Strategies in the NTP do not address crosscutting issues such as HIV/AIDS and Science and Technology.

2.2.2 Recommendation on the Malawi National Transport Policy

1. When reviewing transport policy ensure adequate consultations to take care of the needs of all sectors and priority population groups (physically challenged, the elderly, the young, and the rural poor).
2. NTP should address specific transport demands for all social sectors for example rural infrastructure, health, and education.
3. NTP should promote and enforce effective traffic management system for accident-prone schools in the rural and urban areas.
4. NTP should promote appropriate means of transport to access health facilities, for example: bicycle ambulances.
5. NTP process should involve representatives of general users of transport infrastructure and services in the formulation and review of the policy.
6. NTP should involve civil society representatives who can address the advocacy needs of the formulation process involved

7. NTP should involve civil society and local assemblies to assist in sensitizing the general public on the issues that are found in the policy to improve on the mechanisms of implementation.
8. Ministry of Economic Planning and Development must undertake monitoring and evaluation of the implementation of sectoral policies such as the NTP.
9. Ministry of Transport and Public Works should continue undertaking monitoring and evaluation of policy implementation.

2.3 COMPARISON BETWEEN THE MALAWI POVERTY REDUCTION STRATEGY AND THE NATIONAL TRANSPORT POLICY

2.3.1 Output of a comparison between Malawi's Poverty Reduction Strategy and National Transport Policy

The resulting matrix from the comparison between the MPRS and the NTP is presented in Volume 2 report. The MPRS reports of a number of difficulties relating to the main objectives and targets in the MPRS that are to be overcome. These have been reported according to the pillars in which they appear.

- **Pillar I:** The MPRS reports of a number of difficulties relating to transport but it does not report any interventions relating to transport infrastructure and services.
- **Pillar II:** The MPRS also reports of a number of difficulties relating to access to facilities. It reports of shortages of teaching and learning materials and limited access to education as issues relating to transport infrastructure. On the other hand, low enrolment due to limited places in schools (higher education) and limited access and poor quality education are the issues relating to transport services that have been reported.
- **Pillar III:** The MPRS reports of nothing relating to transport infrastructure while inefficient and unsustainable market-based policies is the issue relating to transport services that have been reported.
- **Pillar IV:** Lack of political will, lack of patriotism and wrong mindset are the issues that have been reported in the MPRS that relate to transport infrastructure.

On the other hand, the national transport policy highlights a number of main difficulties and problems to be overcome by the transport policy, especially relating to poverty and growth under different transport sub sectors.

- Under the road transport sub-sector, there are a number of main difficulties and problems to be overcome. There are also some overall policy objectives and intentions relating to improved access and transport infrastructure that are aimed at contributing to poverty reduction. These include addressing provision of access through maintenance and construction of roads, first provision of accessibility for domestic and international traffic, and interactive participation of stakeholders in maintenance of roads.

- The NTP reports of safety measures, signs for safe operating environment for services as an overall objective and intention relating to improved mobility and transport services under road transport sub-sector.
- Under the rail transport sub-sector, the NTP identifies the creation of a conducive environment for private sector participation as a main difficulty and problem to be overcome by the transport policy while addressing accessibility and mobility in general but not specific for poverty reduction or pro poor growth is the policy objective relating to improved access and transport infrastructure.
- Nothing is reported on mobility and transport services. Maritime reports of promoting private sector participation as the main difficulty to be overcome while enticing private sector to invest in port facilities but not exclusive to it is the overall policy objective relating to improved access and transport infrastructure.
- The NTP also reports of the provision of services by private sector as an overall policy objective to be overcome relating to improved mobility and transport services under the maritime transport.
- The civil aviation transport sub-sector reports of provision infrastructure and operations of services as the main difficulty and problem to be overcome while nothing is reported on overall policy objectives relating to improved access and transport infrastructure and mobility and transport services.
- Under the rural transport sub-sector, provision of infrastructure and services to rural areas is the main difficult to be overcome by the NTP. Improvement of the rural road network and ensuring basic socioeconomic services are accessible are the overall policy objectives relating to access and transport infrastructure.
- Overall policy objectives relating to improved mobility and transport services under the rural transport sub sector is captured by fostering ownership of non-motorized means of transport, provision of services to ensure access to socioeconomic activities and involvement of stakeholders.

Issues relating to transport infrastructure and services relating to the tourism, natural resources, credit and micro finance, small scale mining and micro, small and medium enterprise sectors as some of the priority economic sectors have not been covered in the MPRS. Transport infrastructure and service issues of other priority economic sectors such as rural infrastructure, agriculture, and manufacturing and agro-processing are covered in the MPRS. On the other hand, the national transport policy identifies the key difficulties relating to access

and mobility in tourism, manufacturing and agriculture sectors. The NTP also reports of the strategies and main interventions relating to improved transport infrastructure and services. Other economic sectors are not targeted in the NTP.

In terms of the priority social sectors, the MPRS does not report anything on key difficulties relating to access and mobility and main interventions relating to transport infrastructure and services of the education sector. It however reports of providing the basic transport needs to district health systems while remaining silent on key difficulties relating to access and mobility and main interventions relating to transport services in the health and rural infrastructure sectors. Key difficulties relating to access and mobility of all the three priority social sectors have been reported in the NTP though not intensively. The NTP also highlights the strategies and main interventions relating to improved access and transport infrastructure of the priority social sectors and reports nothing on interventions relating to improved mobility and transport services.

For the priority population groups, the MPRS does not report anything on key difficulties relating to access and mobility and does not report of any intervention relating to transport infrastructure and services for the women, the elderly, and the landless. For the rural and urban poor, the young, and the physically challenged, the MPRS reports only on the main interventions relating to transport infrastructure for them. The NTP on the other hand identifies the key difficulties relating to access and mobility and strategies and main interventions relating to improved access to transport infrastructure and improved mobility and transport services of the urban poor and the rural poor. For the elderly, physically challenged, young and landless, the NTP only reports on the strategy and main interventions relating to improved access to transport infrastructure.

The MPRS do not identify any key difficulties to be overcome that concern the transport sector and do not report on the main actions to be taken that are relevant to transport infrastructure interventions and management of transport services for the crosscutting issues identified in the MPRS (HIV/AIDS, Gender, environment, science and technology, and good governance). On the other hand good governance is not covered in the NTP but it is covered in the Acts of each of the transport modes of transport. The NTP includes safety, gender and environments as crosscutting issues.

2.3.2 General Conclusions

1. Transport needs of the priority population groups are not covered in MPRS, however, the strategies on rural transport in the NTP address some of the transport needs of the priority population groups.
2. Both NTP and MPRS provide overall social and economic needs of the priority population groups. However, specific transport needs (access to specific facilities) for the priority population groups are not covered.
3. The NTP covers all modes of transport but the MPRS concentrates on rural feeder roads.

2.3.3 Recommendations

1. Special transport infrastructure such as road crossings, boarding buses, train, airports, and parking space for the physically challenged and the elderly should be included in both the NTP and MPRS.
2. Policy formulation and review processes should provide adequate information and allow for time to the general public so that they consult among themselves and make well-informed decisions and contributions when consulted.

2.4 ASSESSMENT OF THE MPRS FORMULATION PROCESS

2.4.1 Participation in the MPRS Process

In the poverty reduction strategy, transport related aspects were addressed through the Infrastructure and Safety Nets thematic working groups. Transport sector actors that represented the transport aspects of the MPRS that came from the following:

- Public sector include MRTTP, NRA, MASAF, Parliamentary Committee on Transport and the Ministry of Transport and Public Works.
- Private sector: The National Construction Industry Council (NCIC)
- Civil society: Care International
- Donor community: The EU delegation and JICA
- Economic sector actors that could represent transport aspects of the MPRS were few. For example:
 - The Ministry of Agriculture and MEPD were the only economic actors from the public sector that were involved.
 - The process did not involve any economic actor from the private and civil society that could represent transport related issues.
- Social sector actors that were involved were from
 - The government side include MEPD, MASAF, Ministry Local Government and Rural Development. Concern Universal
 - Care International are the civil society social actors that represented transport issues in the process
 - WFP was the donor that operates in the social sector and represented transport issues in the process.
 - No private sector social actor was involved in the process. However, these actors were involved through their participation in the TWGs that discussed transport issues. The workshop participants felt that the absence of these did not represent a gap in the consultation process since by definition the private sector are not social actors.
- The transport issues for the priority population groups were represented by
 - The Members of Parliament, Ward Councilors and District Commissioners from the public sector representatives
 - Traditional leaders are the civil society representatives of the priority population groups that were involved. These were involved through the district consultations.
- There was no actor that represented crosscutting issues from the public sector, private sector and civil society that has been reported. However, these may have been involved through the district consultations or the radio panel discussions.

2.4.2 The MPRS Formulation Process

The MPRS formulation process started with the mobilization exercise that involved the official launch of the preparation of the MPRS by the Vice President of the Republic of Malawi. The main aim was to mobilize all stakeholders outside and within government expected to participate in the MPRS process. It was envisaged that the mobilization process would stimulate discussions and come to an initial understanding of overall prioritization.

This was followed by the preparation stage that was aimed at obtaining input to overall prioritization process, to brainstorm and develop new strategies. At this stage, the thematic working groups were involved in initial information gathering and drafting of thematic contributions. The participation in the TWGs was diverse. Apart from government officials, other stakeholders in the consultation process included donors, non Governmental Organizations, and Civil Society. All the 27 districts were consulted and the consultations were carried out by members of the MPRS Technical Committee together with some members of the TWGs.

At district level, stakeholders consulted included Traditional Authorities, Sub Traditional Authorities, Group Village Headmen, Village Headmen, Members of Parliament, Ward Councilors, political leaders of various parties, District Commissioners and their staff members, local non-Governmental Organizations on some ordinary citizens representing the voices of the poor. The workshops were held to explain the MPRS process, discuss Government's proposed strategy and to discuss the prioritization of issues for poverty reduction in the districts.

A drafting team was then formulated from the technical committee, civil society and the private sector. In the course of the preparation process, the "Findings to Date" document was prepared. The document highlighted the key areas where consensus had been reached during the MPRS process. The document was based on the official launch, the deliberations of the Thematic Working Groups and the findings of the district consultations.

The drafting team then prepared the first draft of the MPRS. The resulting draft was then presented at two stakeholders' meetings held in Lilongwe. The draft was subsequently comprehensively revised to reflect the comments made at these meetings. The resulting second and third drafts were presented to stakeholders and revised through an iterative process focusing on the action plan and costings. The resulting draft was then presented at two stakeholders' meetings. This was followed by discussions of the draft by principal secretaries donors and cabinet ministers.

The third stage was the validation of the strategy through the National Launch. The main objectives of this stage were to ensure consistency of proposed strategy, ensure effectiveness of participation, obtain validation of the proposed strategy and define and explain way forward.

2.4.3 Observations and Conclusions on the MPRS Formulation Process

The consultations in the MPRS process were almost thorough but gaps were observed as far as transport issues are concerned. Transport issues were covered only in the infrastructure and safety net TWGs and this left transport issues from other sectors. Some stakeholders that were involved in the process did not necessarily represent transport aspects of the MPRS because they participated in TWGs that did not discuss transport.

It was observed that the use of umbrella organizations such as CONGOMA for all NGOs and the Malawi Confederation Chambers of Commerce and Industry (MCCCI) for the private sector might not adequately address the interests of some organizations. This could be the case because some organizations are either not part of the groupings or they are part of the groupings but their interests are not prioritized in the grouping.

2.4.4 Recommendations

The following are the proposed improvements to the poverty reduction strategy formulation process so that transport-related issues are fully taken into account:

- The list of stakeholders consulted has to be broadened to include more private sector and civil society organizations. Organizations like the Road Transport Operators Association (RTOA), Minibus Owners Association of Malawi, Malawi Lake Services (MLS), Central and East African Railways (CEAR), Air Malawi, and other farmer organizations such as Farmers Union of Malawi (FUM), Paprika Association of Malawi(PAMA), Tobacco Association of Malawi (TAMA), and Smallholder Tea Authority should be included in the list of stakeholders to be consulted in the MPRS process;
- In addition to road transport, the process should capture other modes of transport;
- The process should include both the users and suppliers of transport services unlike in the past where users were completely left out. This requires combining several methods in policy formulation to include interviews with priority population groups;
- Each of the social and economic sectors should have their transport needs spelt out clearly for them to be captured during the review process; and

- Transport issues should be covered in all the thematic groups in order to mainstream transport while the infrastructure thematic group should address core transport issues (ownership, management and funding).

2.5 ASSESSMENT OF THE NTP FORMULATION PROCESS

2.5.1 Participation in the NTP Process

The public sector actors representing national development planning that were involved in the process includes MEPD, Ministry of Transport and Ministry of Works. The process did not involve private sector actors and civil society that are involved in national development planning. The Ministry of Transport coordinated the whole process and was part of the steering group together with the Ministry of Works. MEPD participated through the workshops and meetings. However, the process involved development partners like USAID, EU, World Bank and UNDP that provided both technical and financial support.

Economic sector actors were well consulted both from the public and private, though there were still some gaps. The public economic sector actors who were involved in the process include the Ministry of Finance, NRA, Ministry of Agriculture, MIPA, Road Traffic Department, PVHO, Ministry of Commerce and Private Sector Development, and NCIC. On the other hand, MCCCCI, MITCO, RTOA, Air Malawi, Malawi Lakes Services, Shire Bus Lines, Minibus Owners Association and Malawi Cargo Center are the private economic sector actors that were involved.

The various actors were involved mainly through the workshops and meetings. Civil society economic actors were not adequately consulted in the process of formulating the NTP. There is need to include others like Local Transporters Association, Transporters Association of Malawi, Road Transport Operators Association and Road Transport Operators Association – North.

The social sector actors had a poor representation in the process. Social sector actors that are from the civil society are the ones that were involved and these included CONGOMA, CAMA, and PAWA. The process did not involve social sector actor representatives in the public sector, private sector. For the private sector representative, it was similarly noted that by definition, the private sector are not social actors and their absence in the process does not necessarily indicate a gap. However, the institutions in the public sector that are involved in social activities were not included in the policy formulation process.

Similarly, poor representation was observed from the priority population group actors. Civil society representatives of the priority population groups were the

only representative for the priority population groups and these were represented by PAWA. There was no representation for this population group from the private and public sectors.

The Department of Environmental Affairs and the Road Safety Council are the actors from the public that represented crossing cutting issues. There was no representation from the private sector and civil society on the cross cutting issues.

2.5.2 The NTP Formulation Process

The Ministry of Transport took a leading role in the development of the national transport policy. Meetings, workshops and review of other documents were the main mechanism for formulating the transport policy. A consultant was involved in the compilation of the document. Donors and development partners also played an important role in the policy formulation process by providing financial and technical support.

Before the Ministry of Transport and Public Works went out to consult with the stakeholders, internal consultations within the ministry were conducted and this process helped in the preparation of the policy framework. The planning unit within the Ministry of Transport and Public Works coordinated the whole exercise of developing the policy framework. The internal consultations involved the review of relevant documents. The main document that was reviewed is the Statement of Development Policy (DEVEPOL) 1986 – 1997. Transport sub-sectors included in the DEVEPOL included marine, road, rail and air.

A committee was then formed and it included the then Ministries of Transport and Works. The committee developed the policy to make sure that all transport aspects included in the DEVEPOL should be included. The policy was developed from the project cycle perspective. It also included issues from other sectors that demand transport. Each mode of transport developed its own policy drafts. When drafting their policies, each mode of transport consulted with its stakeholders through interviews and meetings. The different policy drafts were then compiled to form the transport policy document.

After the draft document was finalized stakeholders were consulted through workshops and meetings. Upon incorporation of the comments from the consultations in the policy document, the draft policy was submitted for cabinet.

2.5.3 Observations and Conclusions on the NTP Formulation Process

The following observations and conclusions about the NTP process are made:

- A good proportion of the stakeholders were consulted in the formulation of the NTP;
- It was observed that at the time the transport policy was formulated, most of the CSOs that are involved in economic activities were not yet

established. At the time the transport policy was being reviewed the CSOs that focus on economic activities like MEJN were being involved;

- Science and technology and HIV/AIDS as priority cross cutting issues that are outlined in the MPRS are not well represented in the NTP process. There were some representations on gender and environment. HIV/AIDS can be well taken care of by involving the institutions like National AIDS Commission (NAC), National Association of People Living with HIV/AIDS in Malawi (NAPHAM), Malawi Network of Aids Service Organizations (MANASO), Ministry of Health, Malawi AIDS Network (MANET), and Umoyo Network in the consultations process. On the other hand, issues about science and technology can be well represented by Malawi Industrial Research and Technology Development Center (MIRTDC), Ministry of Science, Industry and Technology, Department of Energy, and Ministry of Education and Human Resources.
- The stakeholders that were consulted in the process comprised mainly the transport service providers than the users especially the priority population groups. Transport service providers are more organized and it is easy to consult them while the users are not organized therefore difficult to consult them in policy formulation process;
- The NTP was developed before the MPRS and hence the NTP could not take into account the poverty reduction strategy. However, the NTP took into account the statement of development policy (DEVEPOL) that was the main development statement at the time when the NTP was being formulated; and
- The implementation of the transport policy is monitored through periodic reporting to the Ministry by its Departments (Marine, Civil Aviation, Railways) and its agencies (NCIC and NRA).

2.5.4 Recommendations

The formulation and review process of the transport policy at national level could be improved by;

- Involvement of all stakeholders including representatives of the general users in the formulation process,
- Arranging interviews with priority population groups in obtaining their views and recommendations
- Involvement of civil society representatives who can address the advocacy needs.

On the other hand, the implementation mechanisms of the transport policy can be improved in the following ways;

- Civil society and local assemblies should assist in the sensitization of the general public on the issues that are found in the Policy,
- The Ministry of Economic Planning and Development should be strengthened to adequately monitor and evaluate the implementation of sectoral policies including the NTP, and
- The Ministry of Transport and Public Works should be strengthened to adequately monitor and evaluate the implementation of the NTP.
- The general public should be well informed about the process and be allowed adequate time to consult among themselves so as to make well informed decisions and contributions.

2.6 ACTION PLANS FOR THE IMPROVEMENTS IN THE FORMULATION OF MALAWI POVERTY REDUCTION STRATEGY AND NATIONAL TRANSPORT POLICY PROCESSES

2.6.1 Observations

The action plans for the improvements in the policy processes for the MPRS and NTP were developed using the proposed format that is presented in figure 28 of the SSATP guidelines for the review of the national transport and poverty reduction strategies. The format was modified to include time frame and it was also rotated to have the columns as rows and vice versa. The action plans that were developed in the workshop are also presented in Volume 2 of the report.

The action plans took note of the fact the Malawi already has the poverty reduction strategy and the national transport policy hence the proposed actions cannot feed into the policy formulation processes but the review and the redesigning of the policies. Since the stakeholder group was aware of the schedules for the reviews for the MPRS and NTP, the time frames for the improvements reflect the timeframes. For example, some of the proposed improvements in the MPRS process will be initiated during the 2005 review and the activities are to be implemented by 2006. For the NTP, the review process was underway at the time this workshop was being held and some members of the stakeholder group that were part of the policy review team promised take on board activities that can be included in the present review.

2.6.2 Way Forward

Upon completion of the action plan, the stakeholder group agreed on the way forward as outlined below;

- Outputs from the review process to input into the on-going reviews of the NTP and MPRS
- Presentation of the recommendations to the review committees and management of relevant ministries and departments.
- Steering group to make sure that recommendations are addressed in NTP and MPRS
- Members of the stakeholder group to ensure that recommendations are included in the review of the policies. Some members that belong to the review teams are expected to take up this responsibility.
- Members of the stakeholder group to lobby authorities to take responsibility to implement recommendations from review process.

PART III: CONCLUSIONS OF THE REVIEW

The following conclusions about the SSATP review of the Malawi poverty reduction strategy and the national transport policy are drawn. To begin with, the review has been found to be a very important activity that can really result in the national transport policy anchoring the Malawi poverty reduction strategy. Through the review a number of gaps have been in the links between the MPRS and the NTP have been identified and recommendations have been made for the improvements.

The review exercise has shown that the national transport policy does not handle the issues that are highlighted in the MPRS directly because in terms of age, the NTP is older than the MPRS. On the other hand, the MPRS does not mainstream transport issues. The policy processes were however almost covering all stakeholders but they are still to be strengthened in other areas.

For Malawi, it was noted that the timing of review exercise was very appropriate since it was also during the same period when the two policy documents were being reviewed. This facilitated the assimilation of some of the findings of the review process into the policies. The review process in Malawi was also backed with a lot of political power.

References

Malawi Government (2002) Malawi Poverty Reduction Strategy Paper. Final Draft. April 2002. Main Report.

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Malawi Government (2004) Malawi National Transport Policy. Republic of Malawi.

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Annex 1: Action Plan for the Improvements in the Malawi Poverty Reduction Strategy

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
1. Transport as a cross cutting issue highlighted in all sectors.	<ul style="list-style-type: none"> Transport highlighted in the new development agenda 	<ul style="list-style-type: none"> Merging MEGS and MPRS documents 	MEPD, MoTPW, MoLGRD, and all sectors	Financial resources, human resources, Technical Assistance	March 2006
2. Appropriate modes of transport (rail, air and marine) and transport services and infrastructure that have a direct bearing on economic growth and poverty reduction included in the new development agenda.	<ul style="list-style-type: none"> Other modes of transport included in the new development agenda. 	<ul style="list-style-type: none"> Consultations with stakeholders during the merging of MEGS and MPRS Identification of transport modes appropriate for economic growth and poverty reduction during the merging of the two documents. 	MEPD, MoTPW, MoLG, MLS, CEAR, Air Travel service providers	Financial resources, human resources, Technical Assistance	March 2006
3. Transport infrastructure on non-motorized transport services both in the rural	<ul style="list-style-type: none"> Appropriate transport infrastructure identified and included in the new document Appropriate transport 	<ul style="list-style-type: none"> Identify appropriate transport infrastructure Identify appropriate transport services 	NRA, MIRTDC, MRTTP, MoTPW, MEPD, MoLG (LAs)	Financial resources, human resources, Technical	March 2006

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
and urban areas well articulated in the new development agenda.	services identified and included in the new development agenda			Assistance	
4. Provision of social and economic services such as water points, energy, nutritional diets to population centers addressed in the merged document	<ul style="list-style-type: none"> Non-transport interventions for transport needs should be clearly stipulated 	<ul style="list-style-type: none"> Development of guidelines for the distribution and location of non transport interventions Formulation of the development agenda 	MoH, MoE, Department of Energy, MEPD, MoWD, Las, MASAF, Concern Universal, Care International, ADMARC, Water Aid	Financial resources, human resources, Technical Assistance	March 2006
5. Access and mobility to social and economic services such as Essential Health Package, rural schools, and markets	<ul style="list-style-type: none"> Access and mobility needs to socio and economic services addressed in the new development agenda document. 	<ul style="list-style-type: none"> Identify access and mobility needs to social and economic services 	MRTTP, LA, MoTPW, MEPD, Lake Services, CEAR, NRA, MASAF	Financial resources, human resources, Technical Assistance	March 2006

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
addressed in the new development agenda					
6. Disability friendly transport services addressed in the new development agenda document	<ul style="list-style-type: none"> • Legal framework in place for the provision of friendly transport services 	<ul style="list-style-type: none"> ▪ Stipulate for the enactment of a legal framework for provision of disability friendly transport services 	MoD, MoTPW, Transport Service Providers, MEPD, DIPAM, MACOHA, FEDOMA	Financial resources, human resources, Technical Assistance	March 2006
7. Road transport infrastructure for the urban poor areas addressed in the new development agenda document.	<ul style="list-style-type: none"> • Urban poor areas identified and targeted in the new development document 	<ul style="list-style-type: none"> ▪ Identify urban poor areas to be targeted with transport infrastructure 	Town Planners, Local Authorities, MLG, MASAF, Ministry of Lands and Physical Planning	Financial resources, human resources, Technical Assistance	March 2006
8. Women's participation in planning and decision-making in the planning process in transport enhanced in the new development agenda document	<ul style="list-style-type: none"> • Number of training sessions conducted • Number of women and girls trained • Number of capable and qualified women trained 	<ul style="list-style-type: none"> ▪ Conduct training for women and girls in leadership and assertiveness in relation to transport ▪ Appointment of capable and qualified women in transport sector 	Ministry of Gender, MoE, MEPD, MoTPW, MRTTP	Financial resources, human resources, Technical Assistance	March 2006

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
9. Transport infrastructure like road network, lay bye and footpaths to the tourism areas provided for in the new development agenda document.	<ul style="list-style-type: none"> Transport infrastructure requirements for specific tourist areas included in the new merged document Number of tourist areas provided with new and specific transport infrastructure 	<ul style="list-style-type: none"> Identification of specific tourism areas Identification of specific infrastructure requirements Provide infrastructure 	Min of Information and Tourism, MoTPW, NRA, Ministry of Local Government, and Private Sector	Financial resources for design and construction Human resources	Inclusion End 2006 Provision 2007
10. Transport safety and security included in the new development agenda document.	<ul style="list-style-type: none"> All modes of transport having safety and security measures built in their strategies Reduction in number of accidents Number of communities informed of safety and security measures 	<ul style="list-style-type: none"> Identify transport safety and security needs Build in safety and security requirement in transport services and infrastructure Sensitize communities on safety and security requirements 	CEAR, Air Malawi, Department of Civil Aviation, RTD, MPS, MoTPW, All providers of Transport Services and Infrastructure, RTOA, Minibus Association of Malawi, Community Police, LA, CSO	Financial resources for meetings. Human resource.	By end of 2006(inclusion of MPRS). From 2006 continuous (sensitization of communities).
11. Provision of appropriate and affordable means of transport for	<ul style="list-style-type: none"> Appropriate and affordable means of transport included in the new development 	<ul style="list-style-type: none"> Identify sectoral transport needs Lobby for provision of appropriate means of 	All sectors, Min of Local Government, MoTPW, MRTTP, CSO, TEVET,	Financial Resources. Human Resources	End 2006 inclusion 2006 onwards

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
sectors facilitated in the new development agenda document.	<ul style="list-style-type: none"> • agenda document. • Increase in number of people owning and using appropriate and affordable means of transport • Number of people accessing credit from private firms 	<ul style="list-style-type: none"> ▪ transport for sectors ▪ Provide appropriate and affordable means of transport for sectors ▪ Provide supportive mechanisms for provision of affordable and appropriate means of transport 	MRFC.		monitoring
12. Non-motorized means of transport promoted	<ul style="list-style-type: none"> • Number of non motorized means of transport identified and recommended • Number of people trained in the use of new non motorized means of transport • Number of people owning and using introduced non motorized means of transport 	<ul style="list-style-type: none"> ▪ Involve private sector in the provision of transport services to rural areas ▪ Sensitize communities on the use of recommended transport services to rural areas ▪ Provide supportive mechanisms for accessing recommended 	TEVET, Financial institutions, Minibus Association, LTAM, MRTTP, MoTPW	Human Resources Technical Assistance Financial Resources	By end 2006(inclusion MPRS) From 2006 & continuous
13. List of	<ul style="list-style-type: none"> • Number of stakeholders 	<ul style="list-style-type: none"> ▪ Conduct transport 	MoTPW, MRTTP,	Human	March 2006

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
stakeholders consulted broadened to include more private sector and civil society in the formulation of the development strategy	included in the merging/formulation of the new development agenda document.	stakeholder analysis	MEPD	Resources & Financial Resources for consultation	
14. Users and suppliers of transport services included in process of merging the two strategies into the new development agenda.	<ul style="list-style-type: none"> • Number of bodies representing users and suppliers of transport services increased in the merging of the two strategies (MEGS-MPRS) process into the new development strategy. 	<ul style="list-style-type: none"> ▪ Involve users and suppliers of transport in redesigning process 	MEPD, MoTPW, RTOA, PAWA, LTAM, CAMA	Human Resources	March 2006

Annex 2: Action Plan for the Improvements in the National Transport Policy

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
<p>1. Adequate consultations undertaken to take care of the needs of all sectors and population groups when reviewing the transport policy</p>	<ul style="list-style-type: none"> • Number of interviews conducted with PPGs • PPG transport sector needs reflected in the revised policy document • Number of sectors and priority population groups in attendance at meetings and workshops • The revised policy document that includes the needs of all sectors and priority population groups 	<ul style="list-style-type: none"> ▪ Conduct interviews with priority population groups to get their views when formulating and reviewing the policies ▪ Come up with a consolidated list of all sectors and priority population groups ▪ Choose representatives for each of the sector and priority population groups identified in the list above to form the stakeholder group ▪ Arrange for interviews, meetings, and workshops involving the whole stakeholder group 	<p>Ministry of Transport, NRA, Ministry of Water Development, Ministry of Information, MRTTP, Local Assemblies, Road Traffic, Road Safety Council, MASAF, Farmers Associations, Tourism operators Association, Association of small scale mining, MEJN, ECAMA, CAMA, Min of Gender, Min responsible for People with Disabilities, MoTPW, MACOHA, Albino Association of Malawi,</p>	<p>Financial Human Material Transport</p>	<p>End 2005</p>

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
			FEDOMA		
2. Specific transport demands for social sectors addressed in NTP	<ul style="list-style-type: none"> • Number of social sectors involved in the review process • The revised policy document that includes the transport needs of the social groups 	<ul style="list-style-type: none"> ▪ Provide a consolidated list of all social sectors ▪ Choose representatives for each social sector ▪ Involve the representatives in meetings, workshops, and interviews 	MoH, Min of Gender, MoE, Local Assemblies, and MASAF, CHAM, PRISMA, and CAMA	Financial Human Material Transport	End 2005
3. Effective transport management system for accident prone schools in the rural and urban areas promoted and enforced	<ul style="list-style-type: none"> • Number of accident prone schools covered • Number of sensitization workshops conducted at each accident prone school • Number of accident prone schools with a desk officer 	<ul style="list-style-type: none"> ▪ Identify accident prone schools ▪ Conduct sensitization workshops and/or teaching lessons in the accident prone schools ▪ Choose a desk officer from among the teachers to provide information on implementation progress 	MoTPW, Road Traffic, MoE, Petroleum companies, PRISMA, NRSC, and TUM	Financial Human Material Transport	By mid 2007

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
4. Appropriate means of transport to access health facilities, for example bicycle ambulances promoted	<ul style="list-style-type: none"> • Number of bicycle ambulances at each health facility in need • Number of Health facilities requiring specific/appropriate means of transport. • Number of officer appropriate means of transport identified/developed 	<ul style="list-style-type: none"> ▪ Identify health facilities requiring appropriate/specific transport means ▪ Facilitate development of appropriate means of transport 	MoTPW, MoH, LAs, MRTTP, MIRTDC, and CHAM	Financial Human Material Transport	By mid 2007
5. Representatives of general users in formulation or review of the policy involved	<ul style="list-style-type: none"> • Number of representative fully involved in the review process 	<ul style="list-style-type: none"> ▪ Identify representatives for the general users ▪ Involve the identified representatives in redesign and review meetings and/or workshops 	MoTPW, Traffic Police, Prominent citizens, PAWA	Financial Human Material Transport	Dec 2005
6. Civil society representatives who can address the	<ul style="list-style-type: none"> • Number of CSOs involved • Number of advocacy 	<ul style="list-style-type: none"> ▪ Identify the concerned civil society organizations 	MoTPW, MEJN, CAMA, PAWA	Financial Human Material	By Dec 2005

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
advocacy needs of the formulation process involved	campaigns carried out	representatives <ul style="list-style-type: none"> Identify advocacy needs 		Transport	
7. Civil society and local assemblies involved in sensitizing the general public on the issues that are found in the policy to improve the mechanisms for implementation	<ul style="list-style-type: none"> Number of CSOs & LAs involved Number of sensitization meetings workshop conducted Report on the baseline survey indicating the impact of the sensitization endeavors 	<ul style="list-style-type: none"> Identify desk officer to direct CSOs on the themes for sensitization to the general public Involve CSOs in meetings and workshops 	MoTPW, Min of Local Government, Malawi Police Service, MEJN, CAMA, PAWA	Financial Human Material Transport	By mid 2007
8. Monitoring and evaluation of the implementation of the sectoral policies such as NTP undertaken by the Ministry of Economic Planning and Development	<ul style="list-style-type: none"> Desk officer identified/put in place Number of quarterly reports on M&E produced by sectors 	<ul style="list-style-type: none"> The M&E Division of MEPD should designate a desk officer for transport issues to be following up on the MNTP implementation progress The M&E Division of MEPD should be able to produce quarterly reports on the NTP implementation progress 	MEPD, MoTPW, NRA, LAs, PAWA, CAMA, MEJN	Financial Human Material Transport	By mid 2007

Outcomes	Indicators of outcomes	Activities to achieve outcomes	Actors responsible or others who should be involved	Inputs	Time frame
9. Ministry of Transport and Public Works should continue undertaking monitoring and evaluation of policy implementation	<ul style="list-style-type: none"> • Desk officers identified at the ministry headquarters, department & agencies 	<ul style="list-style-type: none"> ▪ MoTPW and its various departments and agencies should designate desk officers for the NTP and its implementation 	MoTPW, and other agencies	Financial Human Material Transport	By mid 2007