



ZIMBABWE FORUM FOR RURAL TRANSPORT AND DEVELOPMENT

Volume 1

TRANSPOLICY

PRO-POOR TRANSPORT POLICY
Meeting the Challenge in Zimbabwe

Feb 2005

Kenneth Kodero

SUMMARY

Historically, development policies and programmes have provided for road works while neglecting construction and maintenance of local, and in most part rural, travel and transport infrastructure such as tracks, paths and trails. As a result, most households who rely on local level infrastructure for travel within and around the village suffer from poor access and mobility. Yet, 'access' and 'mobility' conditions have a strong influence on the effectiveness of services delivery to the poor. Lack of access and constrained mobility leads to 'isolation' of poor households and cuts their opportunities to better education, better health facilities, better job opportunities, better markets and better income. Because of the transport burden borne by poor people at the local level, not enough time is devoted to income generating activities thereby aggravating the poverty situation.¹ In the context of the Millennium Development Goals (MDGs), the transport burden undermines efforts to eradicate extreme poverty and hunger; achieve universal primary education; promote gender equality and empower women; reduce child mortality; improve maternal health; combat HIV/AIDS, malaria and other diseases; and ensure environmental sustainability. In other words, it constrains social and economic development, and worsen poverty since transport forms a vital link to markets and services.²

Since independence in 1980, Zimbabwe has had no less than ten pro-poor growth and poverty reduction related policies. They include: Growth with Equity (1981), Economic Structural Adjustment Programme (1991), Poverty Alleviation Action Programme (1994), Zimbabwe Programme for Economic and Social Transformation 1996-2000, Zimbabwe Millennium Economic Recovery Programme (2001), the Ten Points Plan (2002), National Economic Revival Programme: Measure to Address the Current Challenges (2003); and Zimbabwe: Towards Sustained Economic Growth – Macro-Economic Policy Framework for 2005-2006. In addition to state-owned poverty reduction programmes, the United Nations Development Programme has supported the Poverty Reduction Forum, Community Support Projects, Social Dimensions Fund Capacity Building and Institutional Strengthening Programme, and the Micro Start Project.³ These 'poverty reduction strategies' together with related National Development Plans are reviewed in terms of their alignment with pro-poor transport issues.

The overarching challenge of reviving Zimbabwe's economy and reducing poverty demands that mobility and accessibility needs of the poor is explicitly addressed through deliberate policy interventions. During the last 25 years of independence, the country has made major strides in developing and improving transport infrastructure and services. These accomplishments need to be consolidated in line with the new realities expounded in key policy documents. Transport policy interventions should address the issue of access to facilities and services in order to meet sectoral, national and MDGs targets. Without well-defined and effective transport policies and strategies, poor people will not be able to accumulate enough human, physical, financial, natural, social and information assets to get ahead. The challenge, therefore, is to integrate pro-poor transport policies into Zimbabwe's economic revival and poverty reduction agenda.

CONTENTS

SUMMARY	1
CONTENTS	2
BACKGROUND TO THE TRANSPORT AND POVERTY COUNTRY STUDY	3
1.1 INTRODUCTION	3
1.2 THE LINK BETWEEN TRANSPORT POLICIES AND POVERTY REDUCTION STRATEGIES	5
1.3 IDENTIFYING AND MEASURING PRO-POOR TRANSPORT POLICIES	6
2 AN OVERVIEW OF THE TRANSPORT SECTOR IN ZIMBABWE	7
2.1 SIZE AND CONTRIBUTION OF THE TRANSPORT SECTOR IN ZIMBABWE'S ECONOMY	7
2.2 TRANSPORT SECTOR ENVIRONMENT IN ZIMBABWE	8
2.3 ZIMBABWE'S NATIONAL TRANSPORT POLICY	10
2.4 SUPPLEMENTARY DOCUMENTS RELEVANT TO TRANSPORT POLICY	11
3 TRANSPORT SECTOR INITIATIVES IN ZIMBABWE	12
3.1 THE ROAD SECTOR REFORM AND DEVELOPMENT PROGRAMME	13
3.2 THE ROAD FUND	13
3.3 INSTITUTIONAL DEVELOPMENT	14
3.4 URBAN MASS TRANSPORT SYSTEM	14
3.5 LEGISLATION	15
3.6 CAPACITY BUILDING	15
4 THE TRANSPORT SECTOR AND POVERTY REDUCTION	16
4.1 THE LINK BETWEEN MACRO-AND MICRO-LEVEL TRANSPORT PLANNING	16
4.2 LINKING THE PRESENT WITH THE PAST AND THE FUTURE	16
5 MEETING THE CHALLENGES OF PRO-POOR TRANSPORT	19
6 CONCLUSIONS	20
NOTES	21
REFERENCES	22

1 BACKGROUND TO THE TRANSPORT AND POVERTY COUNTRY STUDY

The aim of the study, which this policy brief draws from, was to build national capacity for policy dialogue and engagement in influencing transport policies and programmes in the context of poverty reduction. Between November 2003 and April 2004, the Zimbabwe Forum for Rural Transport and Development (ZFRTD) reviewed the pro-poor agenda of Zimbabwe transport sector policies and ongoing transport investment programmes. It also examined the inclusion of mobility and access issues within key national development policies. The report's main conclusion points to the need to create strong dynamic links between transport policies and poverty reduction strategies. The full country report is accessible from the International Forum for Rural Transport and Development (IFRTD) website: www.ifrtd.gn.apc.org/new/index.htm.

Both the study report and this brief come at a time when there is lively debate about how to integrate and sustain transport sector policies and programmes in country's poverty reduction strategies. The fundamental question being discussed is the extent to which the transport sector explicitly and comprehensively addresses pro-poor growth and poverty reduction. Carrying out such a review in Zimbabwe helps to identify the poverty reduction issues that should be addressed in the context of the country's transport sector policy and strategy. It also increases knowledge and understanding of how to align transport sector interventions with poverty reduction goals. At the practical level, this brief will contribute to the process of mainstreaming pro-poor policies in the transport sector. It also contributes to the process of building a critical mass of interested stakeholders as a preliminary step towards the development of an informed civil society platform, capable of debating issues and identifying key priorities for a transport and poverty agenda in Zimbabwe.

1.1 Introduction

Within one year of independence, the Government of the Republic of Zimbabwe (GoZ) issued an Economic Policy Statement labeled *Growth with Equity*, which provided the framework for overall sectoral policies that it intended to pursue in the short, medium and long terms. Two development plans—the Transitional National Development Plan (1982/83–1984/85) and the First Five-Year National Development Plan (1986-90)—were formulated in line with the broad policy objective of 'Growth with Equity' firmly rooted in socialist and egalitarian principles. A decade later, the GoZ unveiled its second major economic policy framework, *Zimbabwe: A Framework for Economic Reform (1991-95)*. Dubbed Economic Structural Adjustment Programme (ESAP), it provided the basis on which the Second Five-Year National Development Plan (1991-1995), and its sequel, the Zimbabwe Programme for Economic and Social Transformation--ZIMPREST--(1996-2000), were conceived.

Although fundamentally different in terms of approach, the two policy frameworks, 'Growth with Equity' and 'Zimbabwe: A Framework for Economic Reform' represented a deep desire to restructure the economy in a manner that would improve the standard of living of the majority of Zimbabweans. Hence, redistributive policies and strategies were the predominant approach

in the 1980s. In contrast, the adoption of ESAP in the 1990s represented a shift towards a more liberal, market-driven approach to development planning. Nonetheless, reducing poverty was, and remains one of the main development goals. Poverty reduction is a priority under the Land Reform Programme, the Zimbabwe Millennium Economic Recovery Programme (2001), the Ten-Point Plan (2002), the National Economic Revival Programme: Measures to Address the Current Challenges (2003) and Zimbabwe: Towards Sustained Economic Growth – Macro-Economic Policy Framework for 2005-2006, among others.

In the context of transport, the immediate post-independence policy framework acknowledged that a comprehensive and efficient transport network was a vital basis for development. As a consequence, the GoZ set out to restore, improve and extend basic economic infrastructure and services pertaining to transit and feeder roads, rail and air throughout the country and especially in rural areas. A review of the transport initiatives taken by the GoZ since independence, at times in partnership with local and international agencies, indicates that most of the attention has focused on the roads sub-sector. But while roads are important, if not necessary, they are not enough to address the transport needs of the poor.

Transport needs are perhaps best understood in terms of the twin concept of “mobility” and “accessibility”. Mobility has been defined as a “measure of agency with which people choose to move themselves or their goods around”.⁵ Thus, mobility involves two components. Firstly, mobility depends on the performance of the transport system. Secondly, it is concerned with the characteristics of the individual in terms of whether s/he has a means of transport or s/he is liquid enough to afford public/private transport, or s/he is capable of transporting him/herself that is able to walk. Clearly, the first component is concerned with the effectiveness of the transport system while the second is concerned with the extent to which an individual is capable of making use of the transport system.

Accessibility incorporates mobility as well as physical proximity. Accessibility depends on spatial distribution of services/facilities and availability and affordability of means of transport. Hence, a review of transport policies in the context of poverty reduction would not be complete without an assessment of transport-related constraints and opportunities in other sectors. Greater mobility and/or improved proximity can enhance accessibility to a range of services. Conversely, travel is minimised by appropriate location of facilities. By interrogating whether mobility and access issues for the poor are recognised (implicitly or explicitly) in the country's overall development policies, we can identify key national policies with the potential for incorporating transport concerns of the poor. Pathways for participatory and inclusive approaches to policy making can also be fathomed.

1.2 The link between transport policies and poverty reduction strategies

In the economy, transport is like the hub at the centre of a wheel. It is linked to all sectors. It is conceivable to think of transport as a service to other sectors. It facilitates the operations of all other sectors. In the analogy of a wheel, a bicycle cannot function unless the hub is firmly attached to the rim. Similarly, poverty cannot be addressed wholesomely, and development cannot be effective without an efficient and dependable transport system. Transport facilitates the movement of people and resources/goods/cargo or inputs within and across sectors of the economy. Transport is a derived demand in that it is demanded to satisfy or facilitate other activities such as production. Having good access, connectivity and appropriate transport mode are important considerations. Transport should be affordable to avoid eroding people's incomes. A good transport system can thus help reduce poverty.

But, poverty has different meanings and dimensions. It can be encountered in different forms depending on local conditions prevailing in a specific rural or urban setting. This is clear, for instance, from the various ways in which poverty is characterised in Zimbabwe (Box 1). While the incidence of poverty is likely to change with changing economic fortunes of the country, its nature and character tends to be relatively stable. Hence it is important to appreciate the multi-dimensional nature of poverty.

Box 1: Poverty in Zimbabwe

- Twenty five percent of the people in Zimbabwe were poor in 1990/91 (i.e. had insufficient purchasing power to buy a basic consumption basket of food, clothing, shelter, education, health services and transport), while 7% were very poor (i.e. had insufficient power to buy an adequate basic food basket).
- Poverty is more common in rural areas (31%) than in urban areas (10%) and the overwhelming majority of Zimbabwe's poor (88%) live in rural areas. Communal farming areas have 76% of the poor and 82% of the very poor in Zimbabwe.
- Poverty is most common and deepest in the low rainfall areas of Matebeleland South, Masvingo, and Matebeleland North Provinces. Current farming practices in these areas are environmentally unsustainable. Moreover, drought and low asset holdings by the poor in these regions make them particularly susceptible to food insecurity.
- The poor typically have limited access to good land, are heavily dependent on farming for their income (as they receive little off-farm income and small remittances), are less educated, live in larger households and if they are in urban areas are unemployed.

Whatever the location, the poor are confronted with poor access to secure income sources, health facilities, educational institutions, safe accommodation, and poor access to social policy and other socio-cultural institutions enabling them to actively participate in public affairs. As a derived demand, transport infrastructure and services enabling cost effective access and mobility can make a crucial contribution to economic revival and poverty reduction.⁶

Given the above characterisation of poverty in terms of lack or constrained access, one of the main priorities of the transport sector must be to increase access to those services and facilities that poor people need to construct their livelihoods. By addressing the needs of different actors, especially the poor, in terms of improved access to health care, education, etc., transport policies can make not only significant contribution to poverty reduction, but indeed become fully embedded in the poverty reduction strategies of Zimbabwe. It is therefore prudent to pay attention to policies and strategies in other sectors in line with the linkages discussed here and in later sections (see Section 2).

In general, the important role transport plays in development has been acknowledged in various policy documents over the past quarter-century. One of the more comprehensive treatments of the transport sector was contained in the Second Five-Year National Development Plan (1991-1995) where coverage of the transport sector⁷ included its various sub-sectors—rail, road, air, and inland water transport. To a lesser extent, the National Economic Recovery Programme (NERP) unveiled in 2003 had sections dealing with issues and measures to address concerns in public transport and transport infrastructure. Perhaps with the exception of the Rural Transport Study in Three Districts of Zimbabwe⁸ and the Draft National Transport Policy (2005 Edition), the link between transport and poverty has largely gone unspecified in official policy documents.⁹

1.3 Identifying and measuring pro-poor transport policies

Pro-poor transport policies are policies, initiatives, programs and directives aimed at addressing transport issues confronting rural and urban poor. A number of tests or indicators can be used to determine the extent to which transport policies are pro-poor: a) economic/financial affordability of transport fares and tariffs; b) ease or accessibility of transport modes or transport services/facilities; c) affordable cost of purchasing transport mode e.g. Intermediate Transport Modes (IMTs); d) availability and connectivity of pro-poor settlements with greater economic/production hinterland; d) environmental sensitivity and sustainability of transport modes; and e) utilisation rate of mobility facilities by the poor. While it might not be necessary to do all the above tests in a single assessment or review, available evidence from most studies indicates a weak link between transport and poverty.¹⁰

The rest of this brief is structured as follows. Section two provides an overview of the transport sector in Zimbabwe. The size and contribution of the transport sector to the economy is discussed in terms of its proportionate share of budgetary allocation as well as its contribution to the Gross Domestic Product (GDP). This is followed by a conceptual framework of transport in the broader context of the economy. The discussion then turns to an overview of transport policies and programmes implemented in Zimbabwe beginning with the process of formulating a National Transport Policy. Other relevant policy documents are also discussed in the last part of section two.

In section three, key Zimbabwe's transport sector initiatives such as policy reform, transport programmes and projects, etc., are reviewed. The relationships between actors in transport planning, designing, implementation and management are also reviewed. Section four analyses the link between transport and poverty. The broad question addressed in this section concerns if and how poverty is integrated into the transport policy framework. This is in line with the current practice requiring that the transport sector demonstrates its contribution to poverty reduction. The section also analyses issues of horizontal and vertical integration of poverty and transport based on evidence from past and present policy frameworks and strategies.

Issues around meeting the challenges of poverty reduction in the context of the transport sector are discussed in section five. Practical considerations and possible 'next steps' in addressing the transport needs of the poor are explored after sifting through several options. The final section draws some tentative conclusions.

2 AN OVERVIEW OF THE TRANSPORT SECTOR IN ZIMBABWE

2.1 Size and contribution of the transport sector to Zimbabwe's economy

There is no single way to measure the size and contributions of a sector like transport in the economy of Zimbabwe. In terms of the overall budget envelop, for example, the estimated expenditure for the Ministry of Transport and Communication for the year ending December 31, 2005 is 22.6 per cent of the Constitutional and Statutory Appropriations. Currently, there are 23 Government Ministries. In terms of the GDP by industry, Transport and Communication accounted for \$11.3 million in 1999,¹¹ the sixth largest in the economy. There are many other ways to measure the size and contribution of the transport sector, such as the jobs it creates (Table 1) or investment it sustains, value-added, export earnings, poverty reduction, etc. On the basis of older data, Table 2 shows the trend rate of growth for the sector and the total economy. The transport and communication sector registered positive growth in the 1980s and the first half of the 1990s. The sectoral GDP growth rate was higher in the 1991-95 period relative to the growth rate of the total economy.

Table 1: Employment in Transport and Communication Sector (in thousands, annual average)

Year				Average Annual Growth (%)		
1980	1985	1990	1995	1981-85	1986-90	1991-95
45.6	50.0	52.3	60.7	1.8	0.9	3.0

Source : 2nd FYNDP, 1991

Table 2: Growth of Gross Domestic Product (at factor cost, at constant 1980 prices)

	1981-85	1986-90	1991-95
Transport & Communication	2.3	2.0	5.1
Total Economy	3.4	3.0	4.6

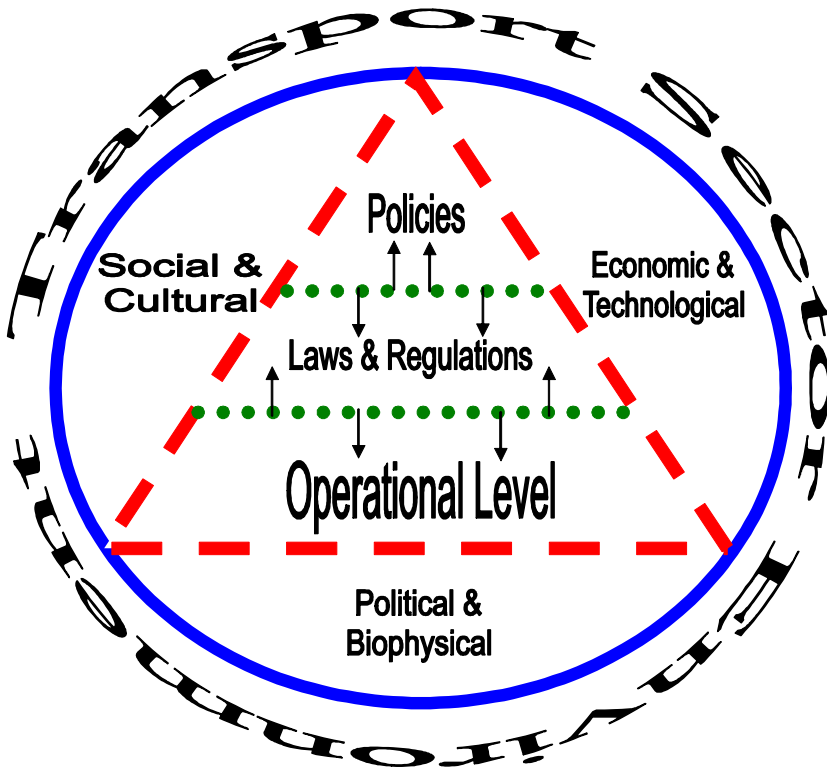
Source: 2nd FYNDP, 1991

The emphasis in this policy brief is on enhancing transport sectors' contribution to poverty reduction. In general, it is conceivable that as a service to, or facilitator of, other sectors, the most important contribution transport makes to the Zimbabwe economy is through its multiple impacts on the performance of other industries as a facilitator of their growth. Transport infrastructure, for example, provides links to expansive markets allowing the fixed costs of investments to be spread over larger sales. Some of the most obvious benefits of transport such as stimulating agricultural production, increasing household productivity, increasing access to markets, and so on, are often missed because in general transport policies have not been deliberately made pro-poor. Building a constituency for pro-poor transport policies therefore is necessary to provide a voice for inclusion of such policies in transport planning and management at the local, regional and national level.

2.2 Transport sector environment in Zimbabwe

Individuals and organisations, both state and non-state, are directly and indirectly involved in transport sector activities. The most prominent ones are the Ministry of Transport and Communication (MOTC), Ministry of Local Government, Public Works and National Housing, Ministry of Finance and Economic Development, Ministry of Environment and Tourism, National Economic Planning Commission (NEPC), Ministry of Rural Resources and Water Development, Zimbabwe National Roads Administration, Zimbabwe Traffic Safety Council, Civil Aviation Authority of Zimbabwe, District Development Fund, National Railway of Zimbabwe, International Labour Organisation (ILO), Zimbabwe United Passenger Organisation (ZUPCO), Women's groups, Youth groups, Urban Public Transport Authority (UPTA), Zimbabwe Forum for Rural Transport and Development, the World Bank and United Nations Economic Commission of Africa (UNECA), Bulawayo Public Transport Association, Confederation of Zimbabwe Commuter Omnibus Services (COZCOS), State Highway Authority (SHA), etc. The activities of the different actors within the transport sector and beyond are constrained by policies, rules and regulations (institutions), which define the *modus operandi* (i.e. the methods and procedures for handling and managing transport challenges and opportunities). Individuals, organisations and institutions interact within a complex and dynamic political, economic, social, cultural, technological, and biophysical environment. Figure 1 is a graphic model of the transport sector environment in Zimbabwe.

Figure 1: The Transport Sector Environment in Zimbabwe



Policies (i.e. pro-poor transport policies) must be supported by institutions (laws and regulations) if they are to be effective. Such rules and regulations can be formal and/or informal. They are constituted through formal structures (e.g. Parliament) and less formal channels (e.g. civil society structures). Such institutions, however constructed, specify actions and rewards to give effect or operationalise values and principles (e.g. poverty reduction) encapsulated in policies. They constrain actions at the operational level, which represents the arena of implementation in terms of transport infrastructure and service provision, maintenance and sustenance. Laws and regulations provide the reference that individuals and organisations use to implement, monitor and review transport policy and strategies within a specific local, regional or national spatial context. Due to constant changes in the social, cultural, economic, technological, political and biophysical environment, the transport sector is also by definition dynamic. It is therefore imperative that monitoring and review of transport initiatives be done on an on-going basis.

This design-implementation-monitoring-review-implementation cycle should be as inclusive as possible to give credence to the joint ownership paradigm which has seen the Government transform from being the sole provider of transport facilities and services to become a joint-partner and facilitator. This organic approach to policy development would resonate with the interests of layers of stakeholders in the transport industry, both from public and private sectors, as well as from civil society. In the context of poverty reduction, broad-based participation by all stakeholders in the policy process is critical not only to ensure that transport policies are pro-poor, but also that they are well integrated with other sectors, and that ultimately, they contribute significantly to sustainable development. This became evident during the process of drawing the National Transport Policy, which climaxed at the National Stakeholders Workshop held on 25-29 October, 2004 in Nyanga.

2.3 Zimbabwe's National Transport Policy

The crafting of a national transport policy is an opportunity to set up a functional framework for decision-making, public administrations and coordination of the myriad of intra- and inter-sector functions and activities. It is for this reason that the Draft National Transport Policy seeks to provide a comprehensive framework within which the country can provide efficient and cost effective transport systems. Drawn in 2003 and revised in 2005, the main objective of the (Draft) National Transport Policy is to ensure the availability of an efficient transport system of adequate standard to service all parts of the country as well as important regional and international destinations at the lowest cost to the economy using all modes of transport. Complementary objectives include *inter alia* reduction in transport costs; promote economic empowerment of the historically disadvantaged groups, environmental protection and employment creation; ensure service provision to the disadvantaged groups (children, elderly and the disabled people); and provision of adequate and well-maintained transport infrastructure (e.g. roads, track, footpaths, ports and rail).

Implementing this broad agenda requires participation of all stakeholders. One of the many stakeholders in Zimbabwe's transport sector is the Zimbabwe Forum for Rural Transport and Development. ZFRTD is a national network of individuals and organisations interested in issues of rural transport. It is a voluntary not-for-profit organisation established in 1997. Its objectives are to: generate and engage in debate about rural travel and transport issues; contribute toward the development of effective transport policies in general and rural travel and transport policy and strategies in particular; research and disseminate knowledge on relevant rural travel and transport issues; lobby for investments in appropriate rural transport infrastructure and services; etc. Through research and workshop, for example, the membership of ZFRTD has contributed to the crafting of the emerging National Transport Policy document. Cooperation among diversity of actors will be critical to realising the proposed policy objectives of the National Transport Policy.

2.4 Supplementary documents relevant to transport policy

National transport policy is more than a single document. In any event, the national transport policy would most often include official statements and documents (e.g. Annual Budgets, Quarterly Monetary Policy Statements, etc.), legal provisions (e.g. Roads Act 2001, Road Traffic Amendment Act 2000, etc.), decision of statutory authorities (e.g. Rural District Councils, Civil Aviation Authority of Zimbabwe, State Highways Authority, etc), and so on. In the context of poverty reduction, it is essential that all relevant policy documents be sensitive to the pro-poor agenda. In other words, they should include mobility and access issues affecting the poor. Results of a recent review of key policy documents show that:

- (a) Economic policy documents, from the Transitional National Development Plan 1982/83 – 1984/85 to Zimbabwe: Towards Sustained Economic Growth – Macro-Economic Policy Framework for 2005 – 2006, have in varying degrees sought to stimulate economic growth and reduce poverty. However, and perhaps understandably so, explicit focus on pro-poor transport issues has been minimal. If the poor are to benefit from policies that directly address their travel and transport needs, this gap needs to be quickly filled by according pro-poor transport issues recognition at the national as well as the local level
- (b) In terms of Agriculture and Rural Policy Documents (e.g. The Resettlement Programme, Growth Point Policy, Land Reform Programme, etc), the poverty reduction thrust of the current land reforms can be buttressed by taking into account activity and travel patterns, which a programme of such magnitude is likely to generate from the local to the national level.
- (c) In social policy documents such as the Poverty Alleviation Action Programme (PAAP), rural transport needs were addressed with poverty reduction as the major aim. As a consequence, labour based technology in road rehabilitation, new road construction, bridge repairs et cetera, were preferred.
- (d) Government policy directives – Directives such as price controls, capitalisation of ZUPCO and the urban commuter train service have impacted significantly on transport and poverty. Among the poor, urban mobility has become relatively affordable. Impact is however geographically restricted to principle urban centres where such modes operate.
- (e) Development management policy documents such as statutory (land use) plans identify and seek to address transport problems in urban areas. However, they do not explicitly integrate pro-poor transportation policies.
- (f) Legal documents. The transport sector is supported by a number of legislation. Legislation enables the discharge of functions and delivery of transport infrastructure and services. Legislation sets the rules of operations, procedures to be met, standards and conditions to prevail in the transport sector. If fused with pro-poor policies, legislation can be a powerful vehicle for poverty reduction.

In general, the transport demands and needs of the poor are little understood and not yet fully entrenched in key transport policies and strategies. Urban and rural transport issues are yet to be mainstreamed into the agenda of NGOs and other civil society groups. Raising the profile of the ZFRTD and building capacity for pro-poor policy dialogue are some of the approaches currently being tried to deal with this situation.

3 TRANSPORT SECTOR INITIATIVES IN ZIMBABWE

There have been several important transport policy initiatives undertaken by the GoZ since independence in line with the overall economic policy frameworks outlined in 1.1 above. In the broad context of the Transitional National Development Plan (TNDP) and the First Five-Year National Development Plan (FFYNDP), which gave effect to the reconstruction and redistributive policy agenda captured in the economic policy statement on Growth with Equity (1981), the priority was to fix infrastructure that had been damaged during the war of liberation as well as transform and control of the expanding economy; carry out land reform¹² and efficient utilisation of land; raise the standards of living of the entire population and, in particular, the peasant population; enlarge employment opportunities and manpower development; and maintain correct balance between the environment and development (GoZ, 1981 and 1986).

In line with these objectives, steady but slower-than-anticipated progress was made in terms of restoring, improving and extending economic and social infrastructure and services throughout the country and especially in the rural areas. Some of the achievements during the TNDP period included major advances in the development of social infrastructure (schools, health facilities, housing), reconstruction of economic infrastructure (notably road construction and water development), legal reforms (e.g., in laws affecting the status of women and condition of workers), growth in income levels, transformation of the communal areas, manpower development,¹³ and popular participation in the development process. Transport and communication sector's contribution to GDP grew at an average annual rate of 1.1 per cent in the first five years of independence (1980-85). According to official estimates, performance during the FFYNDP improved as reflected in GDP figures for the first development decade of the 1980s. Transport and communication sector's contribution to GDP grew at an average annual rate of 3.7 per cent (at constant 1990 prices). This trend rate growth compares favourably with that of the productive sectors combined (i.e. agriculture, mining and manufacturing), which recorded 2.5 per cent per year. The overall economy recorded an average annual rate of 3.2 per cent over the same period (GoZ, 1991).

Shortage of skilled and experienced personnel and inadequacy of statistical information were some of the challenges encountered during planning and implementation of the TNDP.¹⁴ A key task during the FFYDP, therefore, was to build capacity for national planning and management. In line with The President Directive on Decentralisation, a National Planning Machinery comprising the Cabinet and its Committee on Development, Planning Commission,

-Planning Committees, Provincial Councils and Provincial Planning Committees, District Councils and District Planning Committees, Ward Development Committees and Village Development Committees were constituted. These structures, at least those that had been formed and operational, contributed to the process of formulating the FYNDP.

The adoption of the Economic Structural Adjustment Programme in 1991 marked a turning point from government-led provision of services toward a more open liberal economy. The aim of this largely pro-reform agenda was macro-economic stability coupled with sustained higher medium and long-term growth and reducing poverty. Given its broad mandate covering fiscal and monetary policy, public enterprise and civil service reforms; domestic deregulation and investment promotion; and the implementation of a social dimensions of adjustment programme to protect the poor and vulnerable groups from the negative transitional effects of economic reforms (GoZ, 1998), a number of policy changes were made during the 1990s and beyond. Some notable ones include the Road Sector Reform and Development Programme (RSRDP), including the setting up of the Road Fund and rewriting the Roads Act, establishment of the Zimbabwe National Roads Authority (ZiNaRa), liberalisation of the transport sector, etc.¹⁵ Most transport sector initiatives have focused on the roads sub-sector. To underscore, *while roads are important, if not necessary, they are not enough to address the transport needs of the poor.*

3.1 The Road Sector Reform and Development Programme¹⁶

The Road Sector Reform and Development Programme (RSRDP) started in the mid-1990s when reforming institutions became fashionable in development circles. Its main objective is to facilitate provision of effective, efficient, and affordable transport services, and therefore actively contribute to economic and social development. Through a broad-based consultative process with stakeholders in the transport sector, the GoZ developed the Road Sub-Sector Policy Green Paper as one of the outputs under RSRDP. Other initiatives under the RSRDP were improved road sector management through commercialisation and restructuring of the institutional framework, decentralised management of local roads and local road authorities, adequate and sustainable funding of road infrastructure maintenance and operations through dedicated road user fees (see related discussion on the Road Fund), employment generation through establishment of stable markets for small/medium scale contractors, practical training to help develop private contractors, and emphasis on use labour-based technology for road maintenance and rehabilitation.

3.2 The Road Fund

Financing of road rehabilitation and maintenance is one of the key transport issues in Zimbabwe. The Road Fund is a statutory fund, financed through fuel levy, dedicated for road works especially maintenance and rehabilitation works of formal roads.¹⁷ It has no provision for financing that part of the transport network below tertiary roads. Yet, studies¹⁸ indicate that most local rural travel and transport is off roads, and thus require innovative solutions such as

judicial location of facilities proximal to villages. If the Road Fund is to be used to improve lower level infrastructure, such as trucks, paths and footbridges, the legal and institutional basis under which it operates must be reviewed to identify ways and means of extending its scope and reach. Thus, developing pro-poor transport policies and strategies must therefore aim at integrating and co-ordinating different and sometimes parallel programmes (involving a multiplicity of rural or urban development planning actors) to work towards realising comprehensive transportation planning and management.

3.3 Institutional Development

Establishment of an authority—the Zimbabwe National Roads Administration (ZiNaRa)—to administer the Roads Fund has been one of the most visible institutional development reforms. ZiNaRa embodies the principles of co-management given its membership is drawn from both the public and private sectors. Also established are four Road Authorities (RAs) namely, the State Highways Authority (SHA), Rural District Councils (RDCs), Urban Councils (UCs) and the District Development Fund. These structures are meant to improve road sector management through promoting ‘commercial practices e.g. through transparent and accountable tendering and disbursement’ policies and practices. This presupposes *inter alia* technical and managerial capabilities within and across the RAs. The reality though is different especially with regard to RDCs where, brain drain has haemorrhaged human resource capacity. This is true of the public sector in general.

Thus, in addition to instituting competition-friendly culture in the public sector that can draw from experience and expertise in the private sector in line with the competing public enterprise reform agenda started under ESAP,¹⁹ a cocktail of incentives and training packages is also necessary to build capacity of RAs. The issue of capacity building is discussed in 3.7 below.

3.4 Urban mass transport system

The development of urban mass transport systems has been on the drawing board for quite some time. Both the Draft National Transport Policy and the Draft Urban Transport Policy point to the fact that an urban mass transport system should be developed at some point in time when justified by demand. Urban mass transport is the subject of local, regional and national policies in different policy fields, such as transportation planning, environmental planning and economic planning.²⁰ The implication is that coordination across sectors and agencies is necessary in designing a mass transit system proposed in existing (draft) policies. Such an integrated framework offers the best option for building liveable cities. High-quality liveable cities must be the basis for sustainable urban development and policies should be implemented to achieve that objective. Operations of “commuters” (Kombis and Minibuses) are Government regulated to make transport service affordable to low income groups. In the short-run, the urban commuter rail service provided by the National Railways of Zimbabwe (NRZ) aims to provide a competitive and affordable urban transport mode in Harare and Bula-

-way cities. Compatibility problems between the available network and the kind of service 'demanded' by the swelling population of urban poor require financial and technical ingenuity. The potential benefits of developing a multi-modal and integrated urban mass transport system, which is compliant with the 21st Century needs and trends are enormous and should be built into current measures to revive the economy.

3.5 Legislation

Legislation is integral to policy and can be relevant for poverty reduction if integrated with (pro-poor) social and economic policy frameworks. Legislative reforms are, therefore, part and parcel of the macro-economic reform agenda. This position was clearly articulated in the Framework for Economic Reform (1991-95) thus: "the legal framework, which at present allows excessive government intervention in public enterprise operations, will be overhauled..." (GoZ, 1991: 7). With specific reference to transport regulations, for example, the policy document recognised that "the requirement of permits for the operation of road transport has discouraged single owner-operated trucking, which can be an effective means of improving rural transport" (ibid: 15). Such reforms have been part of the reform agenda not only in the road sub-sector, but in almost all other transport sub-sectors including railways (Railways Act 1997), civil aviation (Civil Aviation Act 1997), Road Transport (Road Traffic Act 2000) and so on. However, recent studies show that currently, rural travel and transport patterns, for example, reflect discrete journey trips. These are sub-optimal due to high travel time, energy and financial costs. Existing physical transport planning legislation is ineffective to address local transport demand and burdens of rural areas inhabitants. Instead it imposes a heavy burden on the poor in terms of more trips, longer journeys, more cost, more time spent on transport activities, et cetera.

3.6 Capacity building

Both in general as well as in the context of pro-poor transport policies, capacity remains a critical issue. Building the necessary capacity to facilitate the sustainable management of transport assets is an important component of transport management. A lot has been accomplished, for example, in terms of developing capacity for managing road transport infrastructure. One such notable effort was the National Capacity Building Programme implemented in the period 1995 – 2000 by the then Ministry of Local Government Public Works and National Housing. The aim was to improve the capacity of local authorities' staff, communities and leadership to engage in planning, managing, monitoring and review and sustenance of development programmes and projects in the areas.

To keep to the cutting-edge of the evolving transport and communication technologies, high personnel turnover, professional dynamics and changing transport needs, capacity building needs to be a continuous process. This among other things means building a strong constituency for policy dialogue, and integrating capacity building as a central plank of transport policy, especially transport policy and strategies that address the needs of poor people in rural

and urban areas. Reviving stalled training programmes (e.g. The Young Engineers Programme targeting RDCs) and the regional training programme for local contractors jointly organised by Department of Roads, MOTC and Intech Associates, among others, is good for poverty reduction because it enhances the capacity to deliver services to the poor.

4 THE TRANSPORT SECTOR AND POVERTY REDUCTION

In the rural sector, use of labour-based technology in the construction and maintenance of low volume roads is a good poverty reduction strategy. Its capacity to create employment and transfer skills is huge. But, its anchorage in policy is crucial and must be supported with proper legislation, resource allocation, institutional and implementation capacity.²¹ This has been amply demonstrated through experience and lessons emerging from the Labour-Based Rural Roads Rehabilitation Project, the Contractor as well as the Consultant Development Programmes, and the Labour-Based Advisory Unit. Translating these lessons into practice in the context of economic revival, poverty reduction and sustainable development are currently the key challenges for transport and other sectors.

But roads are not enough. In rural areas travel takes place in and around the village away from the road network. And most people live in isolation and poverty. Therefore, policies focusing narrowly on roads tend to have a limited impact on rural access and mobility. All available indications seem to suggest that there are more innovative strategies for targeting the poor with greater impact on reducing their transport burden. In Zimbabwe and other developing countries, it has been shown that improving rural infrastructure through the development of footpaths and tracks, and construction of footbridges, facilitating the availability of intermediate means of transport and transport services, and non-transport interventions aimed at reducing the need to travel long distances by appropriately locating services and facilities are good pro-poor transport strategies. Besides, there are potentially infinite possibilities for contribution by civil society actors and communities at large to these initiatives. The experience from pilots carried out in two districts—Chipinge and Zaka—indicate this to be the case.²² Therefore, projects to up scale these experiences present the best opportunity to demonstrate good practices while at the same time experimenting further with new strategies.

4.1 The link between macro-and micro-level transport planning

In a decentralised context, the linkage in policy processes across levels of government takes a more significant importance. In Zimbabwe's case, participation by people in making decisions about development is strongly entrenched in public policy, old and new. In general, decentralisation offers potential to improved governance and service delivery at the location where it is most effective and in a manner that advances development as well as the needs of dependent populations. However, these outcomes are not assured. To be effective, decentralised systems must coordinate and channel input and facilitate the appropriate participation

of each filament. Decentralisation's most defining features are likely the added complexity of the resulting relationships, and the need for cooperation, coordination and flexibility for successful outcomes.

These needs compel the development of new levels of intergovernmental and public competency, and require institutions to evolve beyond the rule-based, definitively structured and hierarchical operating parameters of the centralised system. National (macro) level planning processes, frameworks and standards need to be regularly reviewed to weed out inflexible procedures and structures that frustrate local (micro) level planning. Such review should be done in light of new realities, contexts and circumstances using such tools as the Integrated Rural Accessibility Planning (IRAP). International and Zimbabwean experience suggest that project initiatives must encompass participatory methods to clearly establish the benefits, costs, usage patterns, gender issues and technical, social and economic constraints to transport technologies. Bottom-up (as opposed to top-down) and participatory approaches are appropriate in the development of pro-poor and sustainable rural transport. The need for proper planning in districts to address access problems of the rural population, especially the poor, is well recognised. But, the challenge of translating the opportunities embedded in a people-centred approach to transport planning remains.

4.2 Linking the present with the past and the future

Scoping both national and international experience reveals a range of good practices that could be adopted and improved if the transport sector is to play a meaningful role in poverty reduction. The growth centre policy and strategy, the rehabilitation of feeder roads, and the resettlement of landless people, etc., have all had a measure of positive effect on mobility and accessibility as well as poverty reduction. While rural service centres were centres for localised services, growth points were centres with an identifiable resource base capable of stimulating production and marketing activities. Therefore both rural service centres and growth centres were meant to bring goods and services nearer the people. This greatly reduced travelling distance by bringing goods and services nearer the people.

The improvement of feeder roads increased access to places that previously were inaccessible. As a result, marketing of post-harvest grain increased significantly in the 1980s into the 1990s. With the adoption of economic liberalisation in the 1990s, the transport sector was deregulated leading to a short-run expansion of services in both rural and urban areas. This increase in choice of service benefited users. With specific reference to urban transport, the policy document *A Framework for Economic Reform* stated thus: "...In the absence of competition, there is no assurance of quality service at reasonable prices...." The assumption was that competition would bring down fares. However, in the long-run, increase in competition coupled with macro-economic fundamentals of high inflation and interest rates, public transport fares in both rural and urban areas have increased at an unprecedented rate and the fleet has also declined. Addressing the plight faced by the poor was part of the reason the GoZ

resuscitated conventional public transport by augmenting ZUPCO fleet and introducing the urban mass commuter trains in Harare and Bulawayo (see earlier discussion on urban mass transport).

The introduction of the Poverty Alleviation Action Plan (PAAP) in 1995 was also meant to counteract the effects of the high cost of living on the poor members of the community. PAAP was aimed at reducing poverty and unemployment through social mobilisation, investment in social and economic infrastructure and the creation of opportunities for income generation. It was made clear that these measures were aimed at the poor and vulnerable members of the population, who were being adversely affected by the effects of ESAP. The implementation of PAAP was coordinated through the Social Dimension Fund, a constitutional fund set up under the Ministry of Public Service, Labour and Social Welfare.

There were four components under PAAP and the pertinent one to this discourse is the Community Action Project (CAP) that focused on community development, which included community infrastructure and sustainable livelihoods. This category of community development projects included *inter alia* physical, social and economic infrastructure projects such as the improvement of roads, schools and clinics. These interventions contributed immensely in poverty reduction efforts in the sense that enhancing accessibility of the poor contributes to poverty alleviation. However, CAP was short-lived due to the withdrawal of funds by aid agencies.

ZIMPREST, the successor to ESAP, was geared towards “an adequate sustainable rate of economic growth and social development to reduce poverty”. ZIMPREST set out to “pursue economic empowerment and poverty alleviation by generating opportunities for employment and encouraging entrepreneurial initiatives”. Although the document recognised labour intensive technologies as a way of employment creation, it was less emphatic on the importance of enhancing peoples’ access to social and economic services as one of the fundamental requirements to poverty alleviation. However, at the time that ZIMPREST was published, GoZ also commissioned the Rural Transport Study in Three Districts, which sought to establish rural travel patterns at a local level. The findings of this study brought out the reality of rural travel and transport in a powerful way and have been pivotal in the process of mainstreaming pro-poor transport policies in Zimbabwe.

More needs to be done, however, in terms of scaling up rural travel and transport interventions. Many of the initiatives taken so far, including policy development, training, project design and implementation, etc., show a desire by different stakeholders to address the (rural) travel and transport situation in Zimbabwe. Better coordination of efforts is critical to address the many challenges relating to patterns of adoption of local transport solutions, negative attitudes, affordability, access to transport by women and children, understanding the many uses of transport devices, recognising the complementarities of transport solutions, creating a critical mass of users, learning how markets stimulate transport and development, redressing inadequate investments in local transport solutions, and incorporating non-transport solutions.²³

5 MEETING THE CHALLENGES OF PRO-POOR TRANSPORT

Under the ongoing National Economic Revival Programme, there is unquestionable commitment to deliver services efficiently and effectively. Difficulty in access adversely affects the effectiveness of service delivery. It adds to 'isolation' of the poor household and cuts its opportunities to better education, better health facilities, better job opportunities, better markets and better income. Because of the transport burden borne by poor people, not enough time is devoted to income generating activities thereby aggravating the poverty situation.²⁴ In the context of the Millennium Development Goals (MDGs), the transport burden undermines efforts to: 1) eradicate extreme poverty and hunger; 2) achieve universal primary education; 3) promote gender equality and empower women; 4) reduce child mortality; 5) improve maternal health; 6) combat HIV and AIDS, malaria and other diseases; and 7) ensure environmental sustainability.

Some ways in which the above outlined agenda can be accomplished are the following:

- ✧ Increasing dialogue and inclusion by using more inclusive and participative techniques in developing plans, actions and strategies. The National Stakeholder Workshop on Transport Policy organised by the Ministry of Transport and Communication in 2004 in Nyanga, and the Consultative Workshop on Enhancing Civil Society Participation in Pro-Poor Transport Policy convened by the ZFRTD in 2003 in Harare are steps in the right direction. This process should be taken forward through forums and networks such as the Parliamentary Portfolio Committee on Transport and Communication, the Zimbabwe Institute of Urban and Regional Planners (ZIRUP), among other professional bodies.
- ✧ Adopting a more holistic approach to transport planning by taking a cross-sectoral approach involving a cross-section of stakeholders. To deliver significant economic and social benefits, investment in transport must take an integrated approach. Rather than focus solely on expanding road networks, it should also pay attention to smaller roads, paths, and tracks; the use of private and commercial means of transport (motorised and non-motorised); and the importance of transport hubs and markets. Transport planners need to take a holistic approach that involves all stakeholders in a participatory process of assessing needs within a clear policy framework based on the interdependence and complementarities of different means of transport. In addition, favorable policies and operating environments can enable the private sector and the civil society to play important roles in new initiatives. The paradigm shift to greater public-private partnerships has enhanced scope for these and other progressive approaches.
- ✧ Planning transport interventions within the wider context of livelihoods, resources, knowledge and rights is crucial. This could include *inter alia*, considering special transport needs and concerns of women and planning for such felt needs accordingly. Of particular significance include access, design, security, transport routes and schedules. Also, defining the transport needs of poor people by using participatory techniques, focus groups, workshops and interactive surveys to define the different transport needs of men, women

and children; paying attention to the special requirements of children by planning for the transport needs of school children and students; and thinking about disadvantaged groups by planning for the transport requirements of the elderly and disabled.

- ✧ Addressing gender imbalances and creating greater gender awareness by incorporating gender analysis in transport planning as well as in all interventions.
- ✧ Improving small-scale infrastructure in villages (e.g. paths, tracks, footbridges, etc.) by initiating village infrastructure programmes and adding upgrading of paths and tracks components to conventional infrastructure programmes. Where appropriate, legal and policy reforms should be instituted to attract private sector participation in infrastructure development and management.
- ✧ Increasing overall access by adopting more appropriate standards. The use of IRAP and other beneficial planning tools should be promoted particularly to guide transport planning at a local level.
- ✧ Undertaking more systematic, rigorous and participatory monitoring and evaluation. Monitoring and evaluation of transport strategies to ensure that they are fully compliant with poverty reduction goals and targets is particularly important for practical reasons of taking corrective measures. Establishing a coherent mechanism for regular monitoring and evaluation of activities and programmes is crucial to the successful implementation of a pro-poor transport strategy.

6 CONCLUSIONS

A review of transport-related policies and programmes in Zimbabwe reveal the absence of a clear demonstration of their contribution to poverty reduction. This finding points to the need not only for better integration of pro-poor concerns into the general transport policy framework, but also to ensure that transport sector policies are firmly anchored in poverty reduction strategies. Also, while broader stakeholder involvement in transport planning and management is currently taking place, there is scope for enhancing inclusive and participatory approaches.

Transportation processes, approaches and institutions should facilitate the inclusion of stakeholders within the framework of developing and managing pro-poor transport policies and strategies. Improving consultation and participation in transportation planning and management is not an act of benevolence, but a conscientious process of building institutions, structures and practices for engagement informed by the need to re-engineer transport to be more responsive and relevant to the needs and expectations of all, especially the less privileged in society.

Expanding economic opportunities for the poor people by stimulating overall growth and by building up their assets (such as land and education) entails a reduction in the transport burden poor people face. In the context of the National Economic Revival Programme, reducing poor people vulnerability to ill-health, economic shocks, crop failure, dislocations, and natural

natural disasters, is likely to go a long way to alleviate poverty. Tackling this challenge entails delivering efficient and effective transport and a host of other social and economic infrastructure and services.

Notes

- 1 Ministry of Transport and Communication, *Draft National Transport Policy*, October 2003.
- 2 For the most part this debate has been dominated by a 'rural bias'. This is due to historical reasons that initial studies focused on the rural sector. The demographic structure in much of Eastern and Southern Africa, which shows a populous rural sector that also tends to be predominantly poor, is another factor.
- 3 See Brian Raptopoulos (1997) in South African Institute of International Affairs (2001).
- 4 Peter Njenga (2002)
- 5 Bryceson, et al (2003)
- 6 Ralf M. Kalthaefer (2002)
- 7 The transport sector in Zimbabwe is commonly lumped together with the communication sector under one Ministry of Transport and Communication. Since this policy brief focus is on the transport sector, throughout the report reference will be made to the transport sector *per se*.
- 8 GoZ/ILLO/SIDA, 1997-98
- 9 Excluded from this category are several University of Zimbabwe (Department of Rural and Urban Planning) students' dissertations that have investigated rural travel and transport issues in different contexts.
- 10 Refer, for example, to a report on "Zimbabwe: Issues and Options in Rural Travel and Transport" prepared in November 2004 by a team of Consultants for the Ministry of Local Government, Public Works and National Housing, which points out that existing transport policy in Zimbabwe emphasizes the provision and improvement of infrastructure for motorized transport and does not adequately cater for the local travel needs of the people living in rural communities.
- 11 Based on the most recent statistics available from CSO (see *Compendium of Statistics 2000*, CSO, October 2001).
- 12 The Land Acquisition Act of 1985 was to be the instrument to facilitate equitable redistribution of land.
- 13 Hundreds of students and civil servants completed study programmes ranging from short courses to degree programmes covering several disciplines.
- 14 Other challenges encountered during implementation included slow pace in land reform and resettlement programme, unsustainable budget deficit and balance of payment disequilibria, slow-to-declining economic growth rate ($\approx -2.0, -3.0$ and $+1.1$ per cent in 1982, 1983 and 1984 respectively) mainly due to draught and general world recession, and high population growth rate and rising unemployment. In other words, 'growth' and 'equity' objectives were not being fully realised.
- 15 Other than a couple of milestones in the context of transport sector and poverty reduction, the full breadth and depth of these policy reforms are beyond the scope of this brief.
- 16 RSRDP was supported by the World Bank and was implemented by the Department of Roads under the then Ministry of Transport and Energy.
- 17 The "second generation" road fund is becoming a significant feature of sector reform programs and strategies for improving road maintenance in at least 50% of the countries of sub-Saharan Africa
- 18 For example, the Rural Transport Study in Three Districts of Zimbabwe (1997-8) study.
- 19 The reform agenda under the leadership of the Reserve Bank of Zimbabwe (RBZ) is in many ways the continuation of earlier public enterprise reforms. Thus, the Inter-Ministerial Committee on the Commercialisation of Public Enterprise, the Privatisation Unit, among other state and non-state actors working in the area of local government reforms, for example, need to collaborate and share ideas on how to resolve the many challenges that lie ahead.
- 20 Visser, Binsbergen and Nemoto (1999) make a similar argument in relation to urban freight transport.
- 21 Tessem, T. (2004), "From policy to resource allocation", in 'Editorial' *ILLO-ASIST Bulletin* No. 18 (September): p. 2.
- 22 See Tatenda C. Mbara (2003). Rushinga district, which was one of the three districts in the *Rural Transport Study in Three Districts of Zimbabwe*, was excluded from this evaluation because no intervention was implemented due to "lack of both administrative and technical capacity at the RDC level" (p. 9).
- 23 See Paul Starkey, 2002.
- 24 Ministry of Transport and Communication, *Draft National Transport Policy*, October 2003.

References

1. Braithwaite, M. (2003) "SSATP Review of National Transport and Poverty Reduction Strategies: Guidelines", *SSATP Working Paper No. 77*: The World Bank (Africa Region), December.
2. Bryceson, D.F., T. C. Mbara and D. Maunder (2003), *Sustainable Livelihoods, Mobility and Access Needs*, DFID/TRL
3. Central Statistics Office (2001) *Compendium of Statistics 2000 – October 2001*, Harare: Government Printers.
4. Dawson J., Barwell, I. (1993), *Roads are not Enough: New Perspectives on Rural Transport Planning in Developing Countries*, Intermediate Technology Publications
5. Edmonds, G. (1997), *Wasted Time: The Price of Poor access*, Geneva: ILO.
6. Government of Zimbabwe (1982), *Transitional National Development Plan (1982/3 – 1984/5)*, Harare: Government Printers.
7. Government of Zimbabwe (1991), *Second Five Year National Development Plan (1991-1995)*, Harare: Government Printers.
8. Government of Zimbabwe (1998) *1995 Poverty Assessment Study Survey Main Report*, 1998, Ministry of Public Service Labour and Social Welfare, Harare: Government Printers.
9. Government of Zimbabwe (1998) *ZIMPREST – Zimbabwe Programme for Economic and Social Transformation 1996-2000*, Harare: Government Printers.
10. Government of Zimbabwe (2001), "Zimbabwe Millennium Economic Recovery Programme" (unpublished).
11. Government of Zimbabwe (2002) *Draft Transport Policy*, Ministry of Transport and Communications, Harare: Government Printers.
12. Government of Zimbabwe (2003), *National Economic Revival Programme: Measures to Address the Current Challenges*, Harare: Government Printers.
13. Government of Zimbabwe (2003), *Report of the Presidential Land Review Committee*, Vol. I, Harare: Government Printers.
14. Government of Zimbabwe (2004), *Zimbabwe: Towards Sustained Economic Growth – Macro-Economic Policy Framework for 2005-2006*, Harare: Government Printers.
15. Government of Zimbabwe (2005), "Draft National Transport Policy", Ministry of Transport and Communication.
16. Government of Zimbabwe. (1991), *Zimbabwe: A Framework for Economic Reform 1991-95*, Harare: Government Printers.
17. Government of Zimbabwe/ILO/SIDA, (1997-8), *Rural Transport Study in Three Districts of Zimbabwe*, Volume 1-4.
18. ITDG (2004), "Rural Travel and Transport Strategy and Implementation Plan", Report prepared by a team of Consultants for the Ministry of Local Government, Public Works and National Housing, November.
19. Kailtheier, R.M. (2002) "Urban Transport and Poverty in Developing Countries: Analysis and Options for Transport Policy and Planning". Division 44, Environment Management, Water, Energy and Transport: GTZ.
20. Mbara, T.C. (2003), "Socio-economic impact assessment of selected access interventions implemented in Chipinge and Zaka districts of rural Zimbabwe". An evaluation report, May, Harare: ILO/ASIST-Africa.
21. Mukarati M (1980), "Land Reform and Agricultural Transformation in Zimbabwe", in *Zimbabwe, Towards a New Order, An Economic and Social Survey*, UN, Volume 1
22. Njenga, Peter, 'Making Transport Work for the Poor', *IFRTD Forum News*, 10 (3): 2002.
23. Raftopoulos, B. (1997), *The State and Poverty Reduction Policies in Zimbabwe 1980 -1997*. Harare: University of Zimbabwe.

- 24 South African Institute of International Affairs (2001), "Poverty Policy in the SADC Region: An Overview of Trends". Accessed from the Southern Africa Regional Poverty Network (SAPRN) Website: <http://www.sarprn.org.za/> on 31 February 2005.
- 25 Special Institutional Study (1994), "Road sector – Volume B Existing Conditions – Final Report", Government of Zimbabwe, Ministry of Transport and Energy.
- 26 Tessem, T. (2004), "From policy to resource allocation", in 'Editorial' *ILO-ASIST Bulletin* No. 18 (September).
- 27 Visser, J., A. van Binsbergen and T. Nemoto (1999), "Urban freight transport policy and planning", paper prepared for the First International Symposium on City Logistics, July, Cairns, Australia.
- 28 ZFRTD, (2003), "Enhancing the capacity of civil society to support pro-poor transport policies and programmes in developing countries". Case study report prepared for IFRTD Poverty Watch Project. Accessible at: www.ifrtd.gn.apc.org/new/index.htm.

PRO-POOR TRANSPORT POLICY

Meeting the Challenge in Zimbabwe

Kenneth Kodero



ZFRD
c/o Department of Rural and Urban Planning
University of Zimbabwe
P O Box MP 167, Mt Pleasant
Harare, Zimbabwe
Tel: 263 4 - 303211
Fax: 263 4- 333407