



ENHANCING THE CAPACITY OF CIVIL SOCIETY TO SUPPORT PRO-POOR TRANSPORT POLICIES AND PROGRAMMES IN DEVELOPING COUNTRIES

ZIMBABWE CASE STUDY

January 2005



Zimbabwe Forum for rural Transport and Development



Observatoire sur la Pauvreté
Poverty Watch
Vigilar la Agenda de Pobreza

A Poverty Watch Publication

ACKNOWLEDGEMENTS

The Zimbabwe Forum for Rural Transport and Development (ZFRTD) would like to thank the UK Department for International Development (DFID) through the International Forum for Rural Transport and Development (IFRTD) for the generous funding to conduct the Transport and Poverty Country Study in Zimbabwe. The study is a collaborative effort of members of ZFRTD, namely James Chakwizira, Tatenda Mbara, Robert Ziracha, Mthokozisi Sidambe and Reason Machigere. Many other people contributed in this team effort for whom we are most grateful. Most of all, Kenneth Odera, through whose inspiration and guidance we were able to complete this project.

Harare
January 2005

ACROYNOMS

| | |
|----------|---|
| ZUPCO | Zimbabwe United Passenger Company |
| CBO | Community Based Organisations |
| NGO | Non- Governmental Organisation |
| NRZ | National Railways of Zimbabwe |
| RSC | Rural Service Centre |
| GP | Growth Point |
| PAAP | Poverty Action Alleviation Plan |
| VIDCO | Village Development Committee |
| WARDCO | Ward Development Committee |
| IMT | Intermediate modes of Transport |
| IFRTD | International Forum for Rural Transport and Development |
| ESAP | Economic Structural Adjustment Programme |
| CBD | Central Business District |
| GNP | Gross National Product |
| GDP | Gross Domestic Product |
| NFGs | National Forum Groups |
| ToR | Terms of Reference |
| SIRDC | Scientific and Industrial Research and Development Centre |
| ZIMPREST | Zimbabwe Programme for Economic and Social Transformation |
| RDcs | Rural District councils |
| UCs | Urban Councils |
| CBP | Capacity Building Programme |
| SIDA | Swedish International Development Agency |
| NOCZIM | National oil Company of Zimbabwe |
| SDF | Social Dimensions fund |
| CSO | Central Statistical Office |
| PSIP | Public Sector Investment Programme |
| SADC | Southern Africa Development Countries |
| COMESA | Common Market for Eastern and Southern Africa |
| DoR | Department of Roads |
| ZRP | Zimbabwe republic Police |
| ILO | International Labour Organisation |
| IRDP | Integrated Rural Development Programme |
| Zinara | Zimbabwe National Roads Authority Administration |

TABLE OF CONTENTS

| | |
|--|-----------|
| EXECUTIVE SUMMARY | 6 |
| STRUCTURE OF THE PAPER | 8 |
| 1.0 BACKGROUND TO TRANSPORT AND POVERTY COUNTRY STUDY..... | 10 |
| 1.1 Introduction | 10 |
| 1.2 Rationale Linking Transport And Poverty Reduction Efforts..... | 12 |
| 1.3 Defining Pro-Poor Transport Policies..... | 12 |
| 1.4 Methodology to the Study | 14 |
| 2.0 AN OVERVIEW OF TRANSPORT SECTOR POLICIES IN ZIMBABWE | 16 |
| 2.1 Transport Sector Environment In Zimbabwe | 16 |
| 2.2 Draft National Transport Policy Document | 17 |
| 2.3 Substitute Documents/Frameworks For Transport Policy Generation And Prioritisation | 17 |
| 2.4 The Institutional Set Up for Transport Management and Planning in Zimbabwe | 18 |
| 3.0 KEY Transport Thrust/Priorities/Issues Championed In Zimbabwe | 20 |
| 3.1 Urban Commuter Transport | 20 |
| 3.2 Road Sector Review Programme..... | 20 |
| 3.3 Legislation..... | 20 |
| 3.4 The Relationship between Macro-Level Transport Planning and Micro-Level Transport Planning | 21 |
| 3.5 The Road Fund | 21 |
| 3.6 Capacity Building | 21 |
| 4.0 RECOGNITION OF SOCIAL DEVELOPMENT AND POVERTY REDUCTION IN THE TRANSPORT SECTOR | 23 |
| 5.0 SIZE OF TRANSPORT SECTOR IN ZIMBABWE | 25 |
| 5.1 Transport GDP Contribution to Economy | 25 |
| 5.2 Public Resources Consumed by the Transport Sector | 26 |
| 5.3 Traffic Accidents 1990 – 1999..... | 27 |
| 6.0 MAIN TRANSPORT PROGRAMS/INITIATIVES/REFORMS BEING UNDERTAKEN IN ZIMBABWE | 28 |
| 6.1 Main Transport Activities in Zimbabwe | 28 |
| 6.2 Objectives of Transport Programs/initiatives/reforms being undertaken in Zimbabwe | 28 |

| | | |
|-------------|---|-----------|
| 6.3 | Strengths and weaknesses in regard to how transport programs/initiatives and reforms tackle poverty | 29 |
| 7.0 | A REVIEW OF KEY NATIONAL DEVELOPMENT POLICIES IN RESPECT TO THE ROLE OF MOBILITY AND ACCESS | 30 |
| 7.1 | Defining Mobility And Accessibility | 30 |
| 7.2 | The Colonial Era | 30 |
| 7.3 | Concretising the Post Independence Reconstruction | 31 |
| 7.4 | Move towards the Market Economy and Implications for Travel | 32 |
| 7.5 | Alleviating the Burden | 33 |
| 7.6 | Rural Travel and the Poor | 33 |
| 7.7 | National Economic Recovery Programme | 34 |
| 8.0 | MATRICES OF MAIN RESEARCH FINDINGS | 35 |
| 9.0 | LOOKING AHEAD, TRANSPORT AND THE POVERTY AGENDA IN ZIMBABWE. | 38 |
| 9.1 | Cross-Cutting Poverty and Transport Issues: The Discourse | 38 |
| 9.2 | Transport and Poverty Model in Zimbabwe | 39 |
| 9.3 | Recommendations | 39 |
| 9.4 | Civil Society Consultation and Participation in Traffic and Transportation Planning | 39 |
| 9.5 | Promoting Opportunity | 40 |
| 9.6 | Facilitating Empowerment | 40 |
| 9.7 | Enhancing Security | 40 |
| 9.8 | Transport and Poverty Funding | 40 |
| 9.9 | Influencing Transport Policy | 41 |
| 10.0 | EPILOGUE | 42 |
| | References | 44 |
| | APPENDIX 1 List of Workshop Participants | 46 |
| | APPENDIX 2. NFG TERMS OF REFERENCE | 47 |
| | APPENDIX 3 Matrix of Project Research Team | 49 |
| | APPENDIX 4. Matrix Of Organisations Visited And Consulted | 50 |
| | APPENDIX 5. Checklist of Poverty and Transport Study | 51 |
| | APPENDIX 6. Power and Transportation | 52 |
| | APPENDIX 7. Energy Use in Zimbabwe 1990-1997 | 52 |
| | APPENDIX 8. Motor Vehicles Registered During Period 1990-2001 | 53 |
| | APPENDIX 9. Traffic Accidents in Zimbabwe 1990-2001 | 53 |

EXECUTIVE SUMMARY

Poverty levels have risen from 25% in the early 1990s to between 60-80% in the millennium. One outstanding feature about poverty is its dynamism in terms of impact and spread. Consequently the poverty agenda has climbed the ladder of priority issues requiring government intervention among other matters.

Indeed transport plays an instrumental, catalytic and lubrication role in development/society. Provided transport is good, areas become easily accessible and people mobile. In Zimbabwe, transport has been the third main contributor to GDP on average contributing 15% to the total economy since 1990.

The draft transport and rural transport policy under preparation in Zimbabwe are expected to anchor transport and poverty in the mainstream development agenda. Although Zimbabwe does not have a Poverty Reduction Strategy Paper (PRSP), which provide anchorage to poverty reduction strategies transport included, this does not necessarily entail that poverty reduction strategies are absent in development projects/programmes and approaches being implemented in Zimbabwe.

In Zimbabwe, studies reconciling transport and poverty *per se* represent new ground. Such approaches have addressed poverty and transport considerations as incidental and inimical in achieving targeted objectives. Public and private interventions in transport emphasize addressing the transportation hardware requirements at the expense of the software requirements. Traffic and transport civil consultation and participation methodologies have remained inappropriate in resolving and managing the twin transportation challenge of mobility and accessibility.

Tackling transport issues through poverty dress facilitates development of pro-poor transport indicators, approaches and strategies for use in resolving development challenges. Policy document reviews project the absence of pro-poor transport impact studies to audit and evaluate the effectiveness and efficiency of policy implementation given various policy pronouncements. Transport sector policies in Zimbabwe are being implemented in the absence of an overall transport sector policy.

This study is a tip of the iceberg in terms of the numerous research areas and projects on transport and poverty that need consideration. In this study quantitative and qualitative methodologies were

utilised in the desk exercise. Study findings indicate that a number of transport programmes initiatives and reforms have been undertaken with various levels of success in regard to tackling poverty.

The review of key development policies in respect to mobility and access underscores the impact of colonial policies in regard to the skewed transport infrastructure and facilities. The Post Independence reform Era (1990-date) indicates effort by government to tackle poverty and transport issues using the market economy instrument. Deregulation of the transport sector scored mixed fortunes in terms of poverty. Poverty transport coping strategies are counted. The impact of programmes meant to alleviate the transport burden such as PAAP (Poverty Alleviation Action Plan) in terms of the physical, social and economic projects for the poor being funded are assessed. This also includes a detailed overview of rural travel and the poor.

Recommendations of the study point to the need to develop mechanisms, strategies and a framework for entrenching civil society consultation and participation in poverty, traffic and transportation planning projects/programmes. Mainstreaming the integration of land-use and transport planning in development planning activities/plans remains a perennial challenge. Building supporting systems for pro-poor transport coping strategies is also essential. Approaches and implementing modes of pro-poor transport & non-transport policies and strategies also need re-thinking. Science and technology transport and poverty research and policy should be clearly calibrated and funding provided for activity. Developing a model to resolving the transport and poverty challenge including parameters & possibility of a transport and poverty model is exciting ground. Ultimately drawing up a transport and poverty action plan/roadmap in Zimbabwe is important in a transport and poverty friendly environment is to exist and prosper. Promotion and publicity work on transport and poverty country study findings to increase awareness and for advocacy purposes is fundamental.

STRUCTURE OF THE PAPER

The paper comprises three main broad subdivisions, which are section 1 and 2.

Section 1 provides the background information to the case study. It highlights the location of Zimbabwe in Africa as well as general transport and poverty information regarding Zimbabwe. Questions of definitions, as well as the conceptual framework are addressed in this section.

Section 2 covers aspects on the general overview of transport policies and programmes implemented to date in Zimbabwe. Section 2 highlights the general transport framework utilised in managing transport issues in Zimbabwe with special reference to whether poverty is addressed as a special issue or not. This section counts the actors in transport planning, designing, implementation and management. Their roles and relations including power and legal foundations are also enumerated. The main transport policies and programmes implemented including strengths and weaknesses in Zimbabwe to date are calibrated. Section 2 has the sum effect of providing readers with anchorage to understanding and appreciating section 3-9 that follow, which provides a vigorous treatment of transport policies and programs in Zimbabwe.

Section 3 addresses the key transport thrust of issues that are addressed in Zimbabwe. The transport themes that have been addressed are listed down while comments regarding them are catalogued. The degree to which such themes have addressed or failed to address poverty in Zimbabwe is also projected.

Section 4 places the transport sector within the social development and poverty reduction agenda. The fundamental consideration being the level and extent to which transport addresses social development and poverty reduction issues in its activities. Such assessment provides scope for understanding whether such themes are mainstreamed in transport interventions in Zimbabwe or not.

Section 5 illustrates the role of transport in the economy. The size of the Zimbabwean economy is measured so too is the transport sector contribution trend over the years. The amount of resources committed and utilised by the transport sector is also accounted. The sum effect is to weight the importance of the transport sector to the Zimbabwean economy.

Section 6 reviews the main transport programs initiatives and reforms embarked on in Zimbabwe since independence. A synopsis of the factors behind such initiatives as well as the implementation snags and success scoreboard is provided. Critical precepts on such experiences are also shed.

Section 7 reflects on how mobility and accessibility are addressed by transport policies and programs in place in Zimbabwe. Section 7 narrows down on the manifestations of various development approaches, initiatives, projects and programmes in addressing the twin transportation challenge of accessibility and mobility. Such assessment is done in the context of poverty reduction as a goal. Measurement scales such as observations and deductive techniques, statistical and inductive analysis is effected utilising poverty sensitivity as a mirror of the performance of such reviewed transport policies and programs in Zimbabwe.

Section 8 is aptly summarised, looking ahead, transport and the poverty agenda in Zimbabwe. This section distills the main arguments and findings of section 2 and 3. The end product of the synthesis is that a transport and poverty model is advanced. Practical considerations and ways of addressing the transport and poverty agenda in Zimbabwe are also spelled out. The research and development component of the transport and poverty agenda in Zimbabwe is also advanced.

Section 9 is the epilogue to this publication. This closes the curtain on the transport and poverty country study in Zimbabwe. It offers some thought provoking and refreshing thoughts on the transport and poverty agenda in Zimbabwe. This provides a springboard and reference point for future transport and poverty agenda's in Zimbabwe.

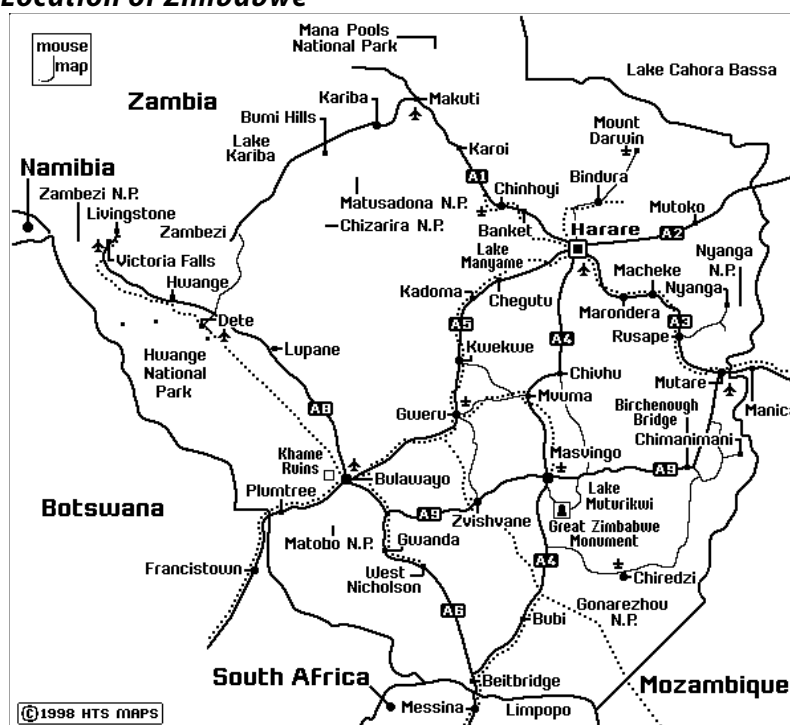
1.0 BACKGROUND TO TRANSPORT AND POVERTY COUNTRY STUDY

This study is the culmination of the IFRTD network of a three-year programme of work targeted at systematically developing the capacity of National Forum Groups (NFGs) and other civil society actors to become more effective in influencing transport policies and programmes in their countries, from the point of view of poverty reduction. The programme is initially being implemented in 12 countries. The detailed consideration to Terms of Reference (TOR) which explain the objectives of the study are provided in the annexe 2.

1.1 Introduction

The Figure 1 below shows the geographical outlook of Zimbabwe, the case study country.

Map 1: Location of Zimbabwe



In conducting a study on enhancing the capacity of civil society to support pro-poor transport policies and programmes in developing countries, firstly, there is a need to define crucial terms/concepts. Secondly a conceptual framework to tackling transport and poverty was developed.

Central to this study is the definition and identification of the poor. Poverty assumes different meanings and dimensions. A geographical definition of poor and poverty yields urban poor and urban poverty on one hand, rural poor and rural poverty on the other side. This avoids a strenuous approach in favour of a practical and workable arrangement.

Poverty is viewed as not only low income and consumption, but also low achievement in education, health, nutrition and other areas of human development. Based on what people say poverty means to them, the definition includes powerlessness and voicelessness, vulnerability and fear (World Development Report 2001:v)1.

The history of the Zimbabwean transport challenge resolution depicts the utilisation of one or more definitions of poverty. These have either been used in isolation, parallel, in competition or complimentary to each other under the tutelage of either the government at central or local level, or by international organisations, NGOs, CBOs et cetera.

The Figure 1 below highlights the poverty context in Zimbabwe.

Figure 1: Poverty Context in Zimbabwe

- Twenty Five percent of the people in Zimbabwe were poor in 1990/91 (in other words had insufficient purchasing power to buy a basic consumption basket of food, clothing, shelter, education, health services and transport), while 7% were very poor (in other words 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 severe drought of 1992, cyclone eline 2001-2002 greatly increased the vulnerability of the poor in communal areas by depriving them of the majority of their cattle
- 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.
- Poverty has increased principally because of lack of economic growth

Source: <http://worldbank.org/gd/poverty.nsf> (7 March 2003)

¹ Poverty is pronounced deprivation in well-being. To be poor is to be hungry, to lack shelter and clothing, to be sick and not cared for, to be illiterate and not schooled. Poor people are particularly vulnerable to adverse events outside their control.

1.2 Rationale Linking Transport And Poverty Reduction Efforts

Transport is at the centre of development. It facilitates the movement of people and resources/goods/cargo or inputs from point A to point B. Transport is a derived demand in that it is demanded to satisfy or facilitate another activity such as production. Having good access, connectivity and appropriate transport mode are important consideration. Transport should be affordable to avoid eroding people's incomes. Having a good transport network and systems can alleviate poverty.

1.3 Defining Pro-Poor Transport Policies

Pro-poor transport policies are defined as a specific or a transport per se or related policies, initiatives, programs and directives pursued and preferred by either the public, private, NGOs and international organizations aimed at addressing transport issues of the ultra low income earners. Figure 2 below indicates a number of pro-poor transport policy indicators. The list is not exhaustive or exclusive of indicators not captured.

Figure 2: Pro-Poor Transport Indicators

| |
|--|
| <ul style="list-style-type: none"> • Economic/Financial Affordability of transport fares and tariffs • Ease Accessibility of transport mode or transport service/facility • Affordable cost of purchasing transport mode e.g. Intermediate Transport Modes • Availability and connectivity of pro-poor settlements with greater economic/production hinterland • Environmental sensitivity/friendliness and sustainability of transport modes • Utilisation of mobility facilities by the poor |
|--|

Civil society is defined as an array of social groups with defined common purposes that can act as pressure groups or have a defined goal. In Zimbabwe such groups include all private, NGOs, CBOs and international organizations with interest or impacting on the transport sector. However the primary players of the transport civil society in Zimbabwe are listed in Figure 3.

Figure 3: Stakeholders in the Transport Industry

| Private Sector | Civil Society Groups | Professional Bodies | NGOs/Research Groups/Academia | Government/Parastatals |
|---|--|--|---|--|
| <ul style="list-style-type: none"> • Zimbabwe Rural Passengers Transport Operators • Transport Operators Association • Transport Motor Association • Automobile Association of Zimbabwe • Tshova Mubaiwa Transport Cooperative • Zimbabwe Taxi Operators Association • Various Commuter Omnibus Operators in each urban area et cetera | <ul style="list-style-type: none"> • NFG • Consumer Council • Residents & Ratepayers Associations | <ul style="list-style-type: none"> • Chartered Institute of Logistics and Transport • Zimbabwe (CITL&T) • Institute of Regional and Urban Planners (ZIRUP) • Zimbabwe Institute of Engineers (ZIE) | <ul style="list-style-type: none"> • ITDG • UZ • NUST • SIRDC • ILO • MDP • World Bank • DFID | <ul style="list-style-type: none"> • ZUPCO • NRZ |

The civil society is made up of an array of organisations that have current role not directly linked to transport concerns. Figure 4 below gives a snapshot of the current mixture and composition of civil society in both urban and rural areas that has potential to play influential and leading roles in transport poverty reduction strategy formulation, implementation and review.

Figure 4: A Sample of Civil Society Groups in Zimbabwe

- | |
|---|
| <ul style="list-style-type: none"> • National Transport Forum Group of Zimbabwe • Consumer Council of Zimbabwe • Residents & Ratepayers Associations in all Urban and Rural Councils in Zimbabwe • Burial Societies • Tuck shop Owners Associations • Informal Sector Associations • Housing Cooperatives • Church Group Associations • Poverty Reduction Forum • Theatre/Cultural Groups • Rural Project Cooperatives |
|---|

The informal transport sector exists. Despite phenomenal growth over last years, statistics on sector is still scanty. This involves the sector outside the formalized transport sector. This encompasses all forms of illegal or unregistered and unlicensed hauliers and commuter vehicles such as pirate taxis *et cetera*. It also includes non-motorised informal transport sector. This includes the pushcarts, wheelbarrows and head loading (*vananhova*) and shoulder loading (*Jaguars*) personnel. The units of carriage differ in design and shape. Figure 5 shows the various forms of informal transport modes in Zimbabwe

Figure 5: Informal Transport Modes in Zimbabwe

| Motorised | Non-Motorised |
|-------------------|-------------------------------------|
| Trucks for hire | Head-loaders (<i>Vananhova</i>) |
| Vehicles for hire | Shoulder Loaders (<i>Jaguars</i>) |
| Pirate taxis | Wheelbarrows |
| | Pushcarts |

Prices and or tariffs are not regulated. No roadways have been designed and reserved for informal transport. They compete for road space, loading and unloading bays with pedestrians and the motorised group. An important irony is the strong understanding and relationship between the formal and informal transport sectors. They are all parked together and share and irrigate customers and business amongst themselves. However, a pushcart or non-motorised transport policy is missing especially capable of addressing the pro-poor needs. Possibilities of co-operative ownership of pushcarts and bicycles given their importance in rural and urban local trip purposes and needs should be explored. Even scope for renting out of such could prove worthwhile.

Once issues of definition of key concepts had been addressed the next port of call was the development of a conceptual framework to be utilized in executing the work at hand. Figure 6 indicates the adopted conceptual framework for studying the transport sector policies in Zimbabwe. In developing and adopting the conceptual framework cognisance to satisfying the specifications detailed in the terms of reference was emphasised. The conceptual framework indicates that substantive issues encompass the whole transportation environment. It also envisages clearly how procedural or methodological issues nest themselves in the substantive issues.

Figure 6 shows the numerous dimensions of a national transport policy. It also shows how crucial and important a national transport policy is managing the various sub-sectors in the transport field. The National Transport Policy is the centre and core to directing and mapping strategies and visions for the other transport sub-sectors. At the same time the sum effect of a well conceived and conceptualised national transport policy is to facilitate the realization of national goals such as economic growth, economic development, poverty reduction, poverty alleviation, environmental sustainability, energy conservation, social development and regional integration to name but a few.

The realisation of highlighted indicators to development is not only an area subject to transport influence and impact. Other factors outside transport play equally critical roles.

1.4 Methodology to the Study

A repertoire of methodologies and research instruments utilised to maximise on data returns. The paragraph, which follows, provides more insight into the methods.

Secondary Data & Information

Descriptive Quantitative and Qualitative Statistics & Information – this was obtained from official statistical sources such as the CSO, Government Organisations and departments, International Organisations (documents, publications and reports). This had the impact of providing the longitudinal view to the transport and poverty spectrum in Zimbabwe so as to complement the cross-sectional view from the primary data methodology..

Primary Data Sources

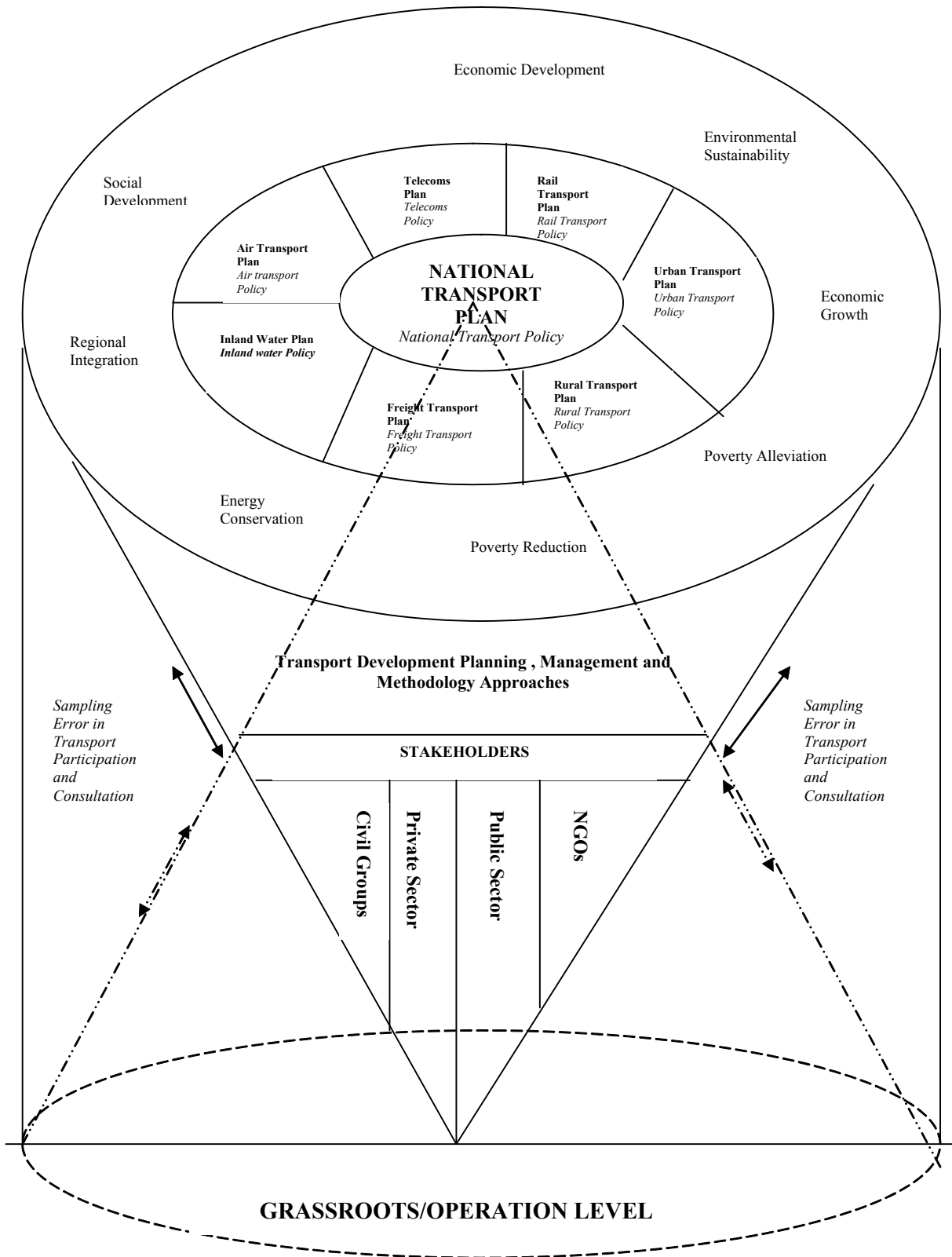
Key informants were interviewed and checklist questionnaire utilised in sourcing relevant information. Participatory Appraisal Techniques were used for focused groups discussions during the national workshop on the country findings. See Annexure 2 and 3.

The matrix of skills team members that tackled the project covered the following expertise areas

- Rural & Urban Development Planning and Management
- Urban Transport Economics
- Rural Transport Planning and Management
- Rural Transport Economics
- Local Level Travel and Transport
- Labour Based Technologies in Transport
- Intermediate Transport Modes
- Capacity Building and Training
- Project Planning and Management
- Roads & Traffic Engineering
- Roads Engineering
- Transport Management
- Sustainable Human Settlement
- Poverty and Sustainable Livelihoods
- Development Management Institutions, Processes and Structures

Consequent to the distillation of the data and information, the following observations and descriptions are presented. The National Forum Group meeting deliberated on the output and gaps were identified and further verification studies conducted and areas requiring updating accordingly considered. The following is the outcome of the exercise.

Figure 6: Conceptual Framework for Transport and Poverty Project (Depicting Transport Cones of Stakeholders Consultation & Participation)



TRANSPORT MODEL CONES OF CONSULTATION AND

2.0 AN OVERVIEW OF TRANSPORT SECTOR POLICIES IN ZIMBABWE

2.1 Transport Sector Environment In Zimbabwe

The transport sector environment is made up of public and private institutions and organisations. These are supported by legislation, which is implemented and policed by various institutions and individual operators of motor and non-motor transport. Legislation provides the methodology and procedure to handling and managing transport challenges and opportunities. The Institutions and organisations indicate and chart the substantive agenda for resolution in terms of transport subject areas of concern to the society at large. Figure 7 depicts the transport sector environment found in Zimbabwe.

Figure 7: The Transport Sector Environment in Zimbabwe



The operational level represents the implementation node and interface with people and this covers the area of local government, infrastructure provision, maintenance and sustenance. Laws and regulations provide the vehicle and conduit through which the institutions are able to implement, translate, execute, monitor and review transport policy, priorities, thrust and activities in the operational fields such as a local authority ward or within a specified spatial environment. Diagram 5 depicts a broad based pyramid indicative of the importance of the grassroots local authority operational level in the transport sector. This also depicts that the traffic and transport activity is institutionally bottom heavy and top light. The transport sector environment in addition to being dynamic is cyclical and the need to review and monitor transport initiatives and programs fundamental. The transportation mosaic is a reflection of formal and informal rules and regulations, relationships and linkages that exhibit a highly complex and organized transport sector.

2.2 Draft National Transport Policy Document

The Draft National Transport policy was completed in 2002. Once finalized, a framework for managing, regulating, directing and facilitating the transport and communications sectors in Zimbabwe will exist. It enunciates priorities and strategies for traffic and transport in various sub-sectors such as road, freight, rail, inland water and air transport. The policy recognizes the importance of rural and urban transport and the need for developing and implementing rural transport strategies and policies that enhance poverty reduction and improve the livelihoods of the rural majority in Zimbabwe. It indicates also the need for urban transport policies and programmes that reduce urban poverty and promote non-motorised transport modes. It, however, is silent on the civil participation and consultation in traffic and transportation planning.

2.3 Substitute Documents/Frameworks For Transport Policy Generation And Prioritisation

In the absence of a national transport policy a number of institutional arrangements and policy documents are in place to manage the transport sector challenges. Among documents utilized in providing for transport policy generation and prioritisation are those listed hereunder.

- Economic Policy Documents such as first and second Year Development Plans, ESAP, ZIMPREST and MERP et cetera. The aim is to stimulate growth and reduce poverty. These do not explicitly address poverty reduction and alleviation as major themes. Pro-poor transport focus is weak. Impact studies on transport and mobility challenge are absent. Consequent to this the science and technology policy paper was launched in 2002 and the SIRDC as well as NUST established.
- Agriculture and Rural Policy Documents e.g. The Resettlement Programme, Growth Point Policy, Land Reform Programme et cetera. Land redistribution is envisaged to tackle poverty reduction and alleviation. The Agriculture Land reform programme is being implemented in the absence of a comprehensive plan compromising its ability to realise much gains. Although studies in rural travel and patterns have been done, no study on activity patterns and resettlement travel demands and needs has been done to date.

- Social Policy documents such as PAAP (Poverty Alleviation Action Programme). Rural transport needs were addressed with poverty alleviation and reduction as the major aim. Consequently labour based technology in road rehabilitation, new road construction, bridge repairs et cetera were preferred.
- Academic Policy Documents. Academic research focus on traditional traffic engineering and , transport development planning and management. Studies that link transport with poverty treat this as a minor theme. Academic studies majoring and advancing the transport and poverty agenda is a novel field where focus is just starting to filter.
- Government Policy Directives. Directives such as price controls, capitalization of ZUPCO and the urban commuter train service have impacted on transport and poverty in a very big way. Pro-poor terms, urban mobility (travel) has become affordable and sustainable. Impact is however geographically restricted to urban areas where such modes operate.
- Development Management Policy Documents. A chief tool in Zimbabwe is statutory (land use) master and local plans. Transportation problems of the urban areas are identified by master plans however pro-poor transportation policies are absent.
- Legal Policy Documents. The Transport sector is supported by a number of legislation². Legislation enables the discharge of functions and delivery of transport infrastructure and goods/services. Legislation sets the rules of operations, procedures to be met, standards and conditions to prevail in the transport sector. **Legislation is in itself policy.** It at least provides the ways and mechanism in which policy is implemented or crafted.

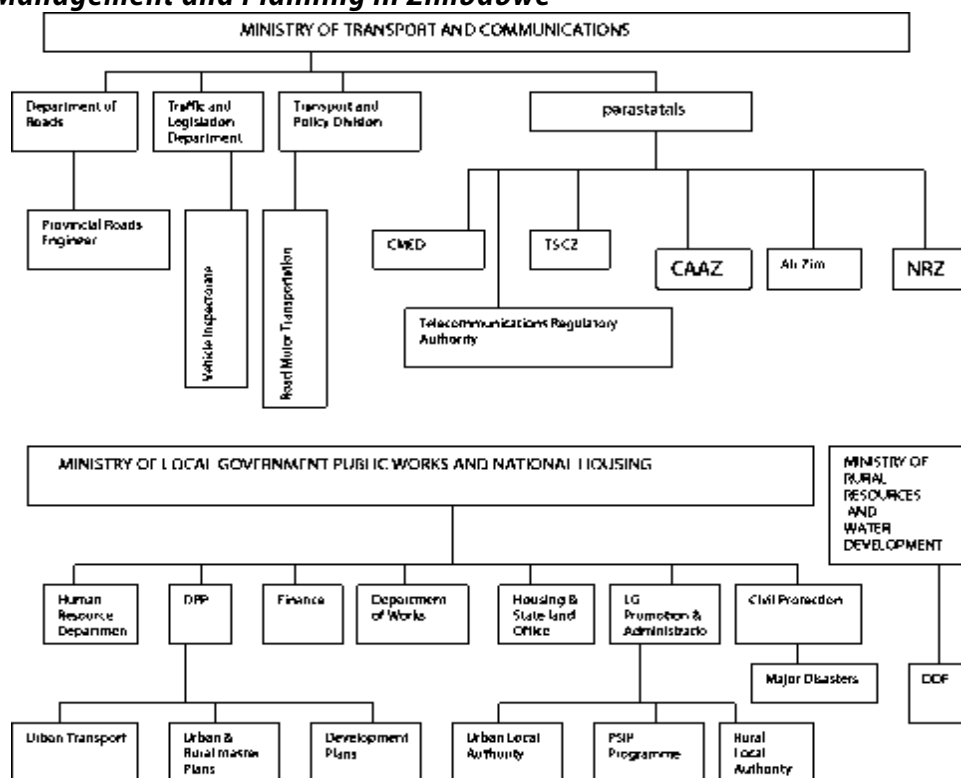
To reduce poverty government was to facilitate people's participation in development activities including decision-making processes. In reality participation and consultation has been institutionalised and developed on an inappropriate base. Pro-poor transport demands and needs is either little understood, documented and not yet fully studied and comprehended to be entrenched in the main orthodox traffic and transportation approaches be it in rural or urban areas. The urban and rural transport problem currently is of low interest to NGOs and other funded civic forum. There is currently no known forum for the basic pro-poor transport needs. No NGO or CBO is championing transport. In addition funding especially for research work in traffic and transport and precisely pro-poor traffic and transport studies is still a grey field.

2.4 The Institutional Set Up for Transport Management and Planning in Zimbabwe

Implementation of policy documents is done via the institutional set-up of transport management and planning in Zimbabwe. As depicted by Figure 10, a tripartite Approach under the Ministry of Transport and Communications and Ministry of Local Government, Rural and Urban Development and Ministry of Rural Resources and Water Development that handle the transport challenge in Zimbabwe exists.

² Roads and Traffic Act, Roads Fund Act, Regional, Town and Country Planning Act (Chapter 29:12), Urban Councils Act (Chapter 29:15), Rural District Councils Act (Chapter 29:13), Civil Aviation Act, Railways Act, Inland Waterways Act, Pipelines Act, Posts and Telecommunications Act including statues and other acts with a bearing on the transport sector

Figure 8: Institutional Set-up of Traffic and Transportation Management and Planning in Zimbabwe



The arrangement separates transport plan policy-making and formulation from the traffic and transport plans preparation and implementation as well as traffic and transport housemanship or stewardship functions. Whereas government does the former the latter is a preserve of local authority. At the same time functions such as monitoring and review are common to both sections although the mandate for amending, changing and developing new policies is a preserve of elected government representatives in parliament. Evidence abounds about how other disadvantaged groups in the society have had legislation developed to protect and facilitate their integration and participation in the economy. Legislation for the disabled and the AIDS/HIV being cases in point.

3.0 KEY Transport Thrust/Priorities/Issues Championed In Zimbabwe

3.1 Urban Commuter Transport

One area of priority is urban commuter transport, which is controlled on the basis of making transport service affordable to low income group. Policy directives assist in the exercise. The urban commuter rail service aims to provide a competitive and affordable urban transport mode in Harare and Bulawayo cities.

3.2 Road Sector Review Programme

The World Bank sponsored road sector review programme was started in the mid-1990s. The thrust has been to support activities and programmes with an interface and relationship with the poor such as the IRAP (Integrated Rural Accessibility Planning), ILO (International Labour Organisation) efforts and activities, IRDP (Integrated Rural Development Programme). This has set the tone for the development programmes that are pro-poor sensitive inclusive of the transport component. Successive programs have build on previous efforts shortcomings from environment, capacity building and training, sustainability, and governance to currently poverty amelioration.

3.3 Legislation

In addressing transport issues in Zimbabwe the issue of legislation is an area of concern. World bank studies done have indicated that on the local level – people walk to fetch water, go to the grinding mill *et cetera*. The location of rural homes in relation to farm fields, shops, woodlands and water points for example needs a revisit. An audit of trip generation and modalities in a rural community will demonstrate that a child who may go to a dip tank may as well not combine that trip with a shopping trip. The current arrangement encourages discrete journey trips and increases travel times and wastes energy and is expensive in financial terms. Existing physical transport planning legislation is not therefore appropriate and relevant to reducing the transport demand and burdens of rural areas inhabitants. Instead it imposes a heavy cost on transport in terms of

more trips, longer journeys, more cost, more time spend on transport activities et cetera.

3.4 The Relationship between Macro-Level Transport Planning and Micro-Level Transport Planning

The treatment of the relationship and linkages between macro level transport planning and micro level transport local planning is a subject of interest in Zimbabwe. Streamlining and addressing individual transport specifications in consultation and in tandem with group or larger scale transport needs remains a key challenge for transport planners and managers. Observers have noted a discourse in terms of the provided rural gravel roads that are expected to meet the transport aspirations of rural dwellers. Transport Planners need a rethink on how road capital should be utilized in rural road programmes. Better mileage could be covered if money is used in improving existing track profiles or transport desires lines than in opening up new roads where technically and professionally roads should be sited and developed. One commentator has observed that transport interventions in rural area *“seem targeted towards sustaining the life of poor people and not improving them”*.

Another closely related challenge to the transport problem in rural areas is deforestation. How do we handle deforestation? The more trees are removed the greater the need to travel to far off woodlands and the more the transport burden on women and children. Alternatively a need for subsidies to facilitate the buying of IMT by rural dwellers is born. This may also entail the need to build a local capacity to repair and even manufacture such IMTs in the rural neighbourhoods. This would entail the creation of locally sustainable appropriate transport technologies for rural villagers.

3.5 The Road Fund

Financing of road rehabilitation and maintenance is one of the key transport issues addressed in Zimbabwe. The road fund is a statutory fund dedicated for road works especially maintenance and rehabilitation works of formal roads. It has no provision for dealing, handling and accommodating transport needs of roads below the tertiary roads. Studies indicate that local transport travel needs require non-road solutions e.g. a water point to reduce travel et cetera. This therefore entails that non-road solutions have to be resolved by separate funds and development efforts outside the road fund. The challenge then becomes the integration and co-ordination of different and sometimes parallels programmes (involving a multiplicity of rural or urban development planning actors) to work towards realizing comprehensive transportation planning and management. A Board called ZiNaRa manages the Road Fund.

3.6 Capacity Building

An underlining transport theme throughout transport environment review is the building of transport capacity in rural and urban areas. This could be in terms of utilizing labour based cheap and locally available resources and methodologies in road rehabilitation or opening. This could also be in technology transfer for RDCs and UCs plus government officials on how best to use labour based technologies as compared to high-technology.

The Young Engineers Programme in Rural District Councils or even the funding of Executive Officer Roads, Projects and Planning Officers are examples of programmes aimed at building RDCs capacity as well as equipping them with the requisite staff to engage in transport planning and management projects/programmes to the benefit of such poor rural Councils.

A National CBP was run from the year 1995 – 2000 by the Ministry of Local Government Public Works and National Housing 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. This would ultimately enable LA to participate fully in various national development planning agendas. However capacity building is not a once off event and should be a continuous programme in both rural and urban areas. Staff turnover and changes in technology and the dynamism of all professions require an in-house capacity building programme to avoid the unfortunate risk of employees becoming museums.

4.0 RECOGNITION OF SOCIAL DEVELOPMENT AND POVERTY REDUCTION IN THE TRANSPORT SECTOR

Government's decision to involve itself in activities in the transport sector reflects some recognition of the pivotal role played by public transport in the socio-economic development and growth of the country, in the urbanization process and in improving the well being of the nation. (The Herald Supplement Wednesday 15 January 2003:12)

Government's major interventions into the sector aimed at improving the social and poverty alleviation have focused on the following areas:

- Formulation of urban public transport policy. This is however still in draft form and at consultation stage.
- Facilitating the funding for the recapitalisation of ZUPCO and NRZ Commuter train
- Protecting the urban commuters from effects of unnecessary profiteering by setting, from time to time, negotiated maximum urban fares that try to balance viability with affordability;
- Continuous monitoring of events within the sector through surveys to ascertain changes in the quality, demand and supply situations

As far back as the 1970s, the strategic urban development plans pointed to the need for urban mass transport systems for cities to address poverty and sustainability of transport for the majority urban poor. Both the Draft National Transport Policy and the Draft Urban Transport Policy have singled out the development of urban rail at some point in time when justified by demand. It emphasizes on the integration of transport and land use although scope for tackling poverty exists through developing proposals on the informal sector and the need for sustainability.

The policy on low volume roads focuses on application of labour-based technology. This is important in terms of employment creation, transfer of skills for creating and maintaining roads to communities. It empowers communities and has chain effects in terms of social upliftment and poverty reduction. Remuneration levels are however viewed as low and the capacity to improve livelihoods questionable.

The Rural Transport Study in Three Districts of Zimbabwe carried out by SIDA, ILO and Ministry of Transport and Energy 1997 report

indicate the direction of transport and social policy thrust in Zimbabwe. It highlights that transport policy in Zimbabwe emphasizes provision and improvement of infrastructure for motorized transport. In rural areas most people live in isolation and poverty. Travel takes place in and around the community, and away from the road network. Therefore policies aimed at the provision of roads only, will have a limited impact on solving rural access problems.

Although social development and poverty alleviation can be traced in various transportation activities, documents and programs, there has not been an explicit and conscious effort to use poverty and social development as the lead indicators in transportation planning and management. It is usually the economic factors and principles that take precedence and dominance in the debate.

5.0 SIZE OF TRANSPORT SECTOR IN ZIMBABWE

This section highlights the importance and role that the transport sector plays in the economy. This ultimately underscores the need to strengthen or increase support to the sector if greater gains are to be drawn from the sector.

Figure 9: Size of the Economy

| Economy | Population (Millions) 1999 | Surface Area (Thousand of square km) 1999 | Population Density per sq km 1999 |
|--------------|----------------------------|---|-----------------------------------|
| Zimbabwe | 12 11.6 (2002) | 391 | 31 |
| Zambia | 10 | 753 | 13 |
| South Africa | 42 | 1,221 | 34 |
| Germany | 82 | 357 | 235 |
| Malaysia | 23 | 330 | 69 |

| Economy | Gross National Product (GNP) | | | GNP Per Capita | | | GNP Measured at PPP Per capita | | |
|--------------|------------------------------|-----------|----------------------------------|----------------|-----------|------------------------|--------------------------------|--------------|-----------|
| | Billions of Dollars 1999 | Rank 1999 | Av. Annual Growth Rate % 1998/99 | Dollars 1999 | Rank 1999 | Av Growth Rate % 89-99 | Billions of Dollars 1999 | Dollars 1999 | Rank 1999 |
| Zimbabwe | 6.1 | 102 | 0.0 | 520 | 154 | -1.8 | 29.4 | 2,470 | 142 |
| Zambia | 3.2 | 131 | 2.6 | 320 | 176 | 0.4 | 6.8 | 686 | 198 |
| South Africa | 133.2 | 28 | 0.8 | 3,160 | 86 | -0.9 | 350.2 | 8,318 | 69 |
| Germany | 2,079.2 | 3 | 1.2 | 25,350 | 13 | 1.2 | 1,837.8 | 22,404 | 21 |
| Malaysia | 77.3 | 41 | 4.3 | 3,400 | 82 | 1.9 | 180.8 | 7,963 | 72 |

Source: World Bank Development Report, 2001:274

5.1 Transport GDP Contribution to Economy

Figure 12 indicates the GDP contribution of transport to the economy in Zimbabwe over the last 10 years.

Figure 10: Gross Domestic Product by Industry at Current Prices \$Z Million, 1990-2000

| Industry | 1990 | 1991 | 1992 | 1993 | 1994 |
|---------------------------------------|------------|------------|------------|------------|------------|
| Agriculture, Housing and Fishing | 14.8 | 14.0 | 11.7 | 14.6 | 14.8 |
| Mining and Quarrying | 3.9 | 3.7 | 4.0 | 3.8 | 4.1 |
| Manufacturing | 20.5 | 21.1 | 21.7 | 20.9 | 20.3 |
| Electricity & water | 2.5 | 2.2 | 2.4 | 2.1 | 2.1 |
| Construction | 2.9 | 2.7 | 3.1 | 2.9 | 2.8 |
| Finance and Insurance | 6.2 | 6.0 | 6.5 | 7.3 | 7.3 |
| Real Estate | 2.2 | 2.1 | 2.5 | 2.5 | 2.5 |
| Distribution, Hotels and restaurants | 15.2 | 15.2 | 15.5 | 15.2 | 15.4 |
| Transport and Communications | 5.5 | 5.3 | 6.3 | 5.9 | 6.1 |
| Public Administration | 5.7 | 5.4 | 5.7 | 5.4 | 4.4 |
| Education | 5.9 | 5.6 | 6.1 | 6.1 | 5.8 |
| Health | 1.5 | 1.5 | 1.6 | 1.8 | 2.0 |
| Domestic Services | 1.6 | 1.5 | 1.6 | 1.5 | 1.5 |
| Other services n.e.s | 3.6 | 3.9 | 4.4 | 4.3 | 4.2 |
| Less Imputed Banking Services Charges | -2.0 | -2.0 | -1.5 | -2.0 | -2.3 |
| Gross Domestic Product at factor cost | 90 | 88 | 92 | 92 | 91 |

| Industry | 1995 | 1996 | 1997 | 1998 | 1999 | 2000 |
|---------------------------------------|------------|------------|------------|------------|------------|------------|
| Agriculture, Housing and Fishing | 13.7 | 14.9 | 15.2 | 15.4 | 16.5 | 18.4 |
| Mining and Quarrying | 4.3 | 3.8 | 3.7 | 4.0 | 3.9 | 3.9 |
| Manufacturing | 18.8 | 19.7 | 19.2 | 18.4 | 18.4 | 17.4 |
| Electricity & water | 2.1 | 1.9 | 1.8 | 1.7 | 2.0 | 2.1 |
| Construction | 2.1 | 2.2 | 2.5 | 2.6 | 2.4 | 2.2 |
| Finance and Insurance | 7.6 | 7.1 | 6.7 | 7.1 | 7.1 | 7.7 |
| Real Estate | 2.6 | 2.5 | 2.6 | 2.7 | 2.9 | 3.3 |
| Distribution, Hotels and restaurants | 16.2 | 15.8 | 15.9 | 15.9 | 16.3 | 16.9 |
| Transport and Communications | 7.5 | 8.2 | 8.1 | 7.6 | 7.8 | 8.3 |
| Public Administration | 4.4 | 3.7 | 3.5 | 3.3 | 3.3 | 3.3 |
| Education | 5.9 | 6.0 | 6.4 | 6.7 | 6.5 | 7.2 |
| Health | 1.9 | 1.7 | 1.2 | 1.2 | 1.3 | 1.0 |
| Domestic Services | 1.4 | 1.4 | 1.4 | 1.4 | 1.3 | 1.4 |
| Other services n.e.s | 3.9 | 3.9 | 4.2 | 4.3 | 4.8 | 5.1 |
| Less Imputed Banking Services Charges | -1.8 | -1.8 | -2.9 | -4.0 | -4.8 | -6.7 |
| Gross Domestic Product at factor cost | 91 | 91 | 90 | 88 | 90 | 92 |

Source: National Accounts, 1985-2000, CSO, March 2002:8

The informal sector is a significant contributor to GDP and in 1990 it was estimated at about \$650 million (Second Five Year National Development Plan, 1991:8). The informal transport sector contribution is estimated at 5-10% conservatively although it is likely to be higher. The GDP for transport and Communications if one factors the informal sector ranges between ± 13.3 - ± 18.3 percent of the Economy. Transport and communications play a central role in the economy and is the fourth largest contributor to GDP at 15-20%.

5.2 Public Resources Consumed by the Transport Sector

The transport sector consumes public resources. Annexure 6 & 7 indicate energy use and power and transportation expenditure in Zimbabwe.

Industry as well as transport carriers and service providers in Zimbabwe use substantial amount of energy as indicated by figure 13 and more explicitly by Figure 14. Motor vehicles utilize oil, petrol – be it unleaded or leaded, diesel, jet fuel et cetera and grease which

all fall under the family of oil. Officially, Zimbabwe requires a 3 Million diesel/day and 2.5 Million petrol/day or alternatively US \$10 Million per month. The diagram that follows indicates fuel consumption trends in Zimbabwe.

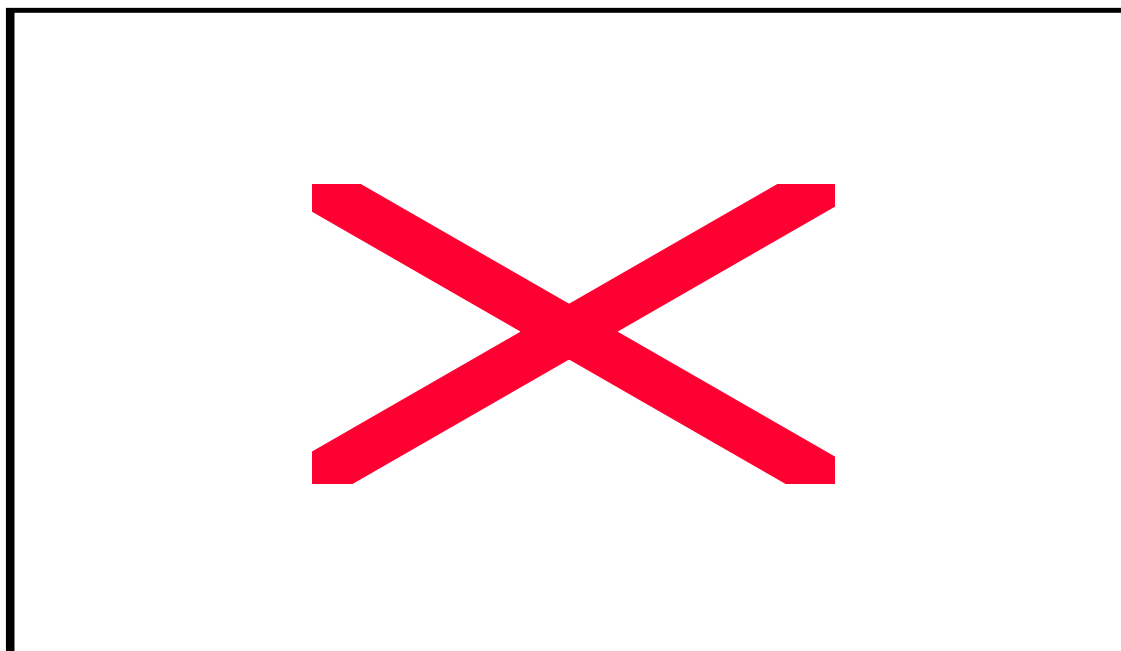


Figure 11: Liquid Fuel Consumption Trends (no data between 1992 to 1994).

There has been a general increase in liquid fuel consumption from 1990 to 1995 followed by a decrease in 1999. This can be attributed to the increase in vehicle population (K. Mashange, 2002 in L Mika, 2003).

5.3 Traffic Accidents 1990 – 1999

The number of accidents recorded over the years gives an indication of the total resources consumed due to medical bills, deaths and loss of potential and future income to families and contribution to the GDP by such individuals. Annexure 7 indicates traffic accidents in Zimbabwe between 1990-2001. *The statistics only relate to road transport and exclude rail and inland water transport.* Growth in vehicle population is indicative of increase in demanding resources consumed by transport sector in terms of fuel, import of cars, spares and various accessories. Tariffs/fares charged to rural and urban commuters are high forcing the poor to postpone/restrict/combine trips, affecting mobility and access to facilities. The critical policy question becomes do we focus on improving transport to facilitate the poor people access to work places or we focus on improving mobility for the poor in transport.

The majority of traffic accidents involve pedestrians and cyclists the majority who are poor. Amenable legislation sensitive to transport needs of the poor (pedestrians and cyclists) is a challenge. Annexure 6 shows the growth in the vehicle population in Zimbabwe from 1990-2001.

6.0 MAIN TRANSPORT PROGRAMS/INITIATIVES/REFORMS BEING UNDERTAKEN IN ZIMBABWE

6.1 Main Transport Activities in Zimbabwe

Figure 12 indicates in tabular format a summary of the main transport programs, initiatives and reforms undertaken since independence. The ordering does not imply priority; neither does it advance emphasis and importance over the other. The pairing does not imply relationships neither does it exclude relationships and linkages.

Figure 12: Main Transport Programs, Initiatives and Reforms

| Transport Programs | Transport Initiatives | Transport Reforms |
|--|---|---|
| <ul style="list-style-type: none"> • Labour Based Technology • SDI (Spatial Development Initiative) • Road maintenance and rehabilitation • Road and Traffic Surveillance Police watch radio program • IRAP (Integrated Rural Accessibility Planning) • Transport and Land use Planning • NGOs and International Organisations Transport Programs | <ul style="list-style-type: none"> • Urban Commuter Rail • Rebuilding ZUPCO • Private Companies bicycle purchase assisted schemes • Public-Private Partnerships • National Transport Forum Group • International, NGOs driven transport agendas | <ul style="list-style-type: none"> • Roads Fund • SHA Bill • Traffic Bureau • Legislation amendme nt e.g. Cell phone use • Pushcarts Municipal by-laws |

6.2 Objectives of Transport Programs/initiatives/reforms being undertaken in Zimbabwe

These are multivariate some of which are:

- Improved mobility and accessibility in transport (see Section 8 for a review of key national development policies in respect of mobility and access)
- Improved productivity and economic growth
- Seamless regional transportation and harmonized trade
- Affordable and competitive tariff and prices/fares of transport service
- Innovative, responsive and participatory transport processes and deliverables

- Poverty alleviation and reduction
- Jobs and employment creation
- Environmental sustainability and conservation
- Integrated traffic and transport planning and management

6.3 Strengths and weaknesses in regard to how transport programs/initiatives and reforms tackle poverty

Figure 13 indicates strengths and weaknesses in transport programs, initiatives and reforms in Zimbabwe. It does not necessarily imply that because such weaknesses exist the authorities are completely unaware of them. It does not imply that authorities are not working towards minimization or reduction of such shortcomings.

Figure 13: Transport Programs, Initiatives and Reforms Strengths and Weaknesses

| Action | Strength | Weakness |
|---|---|---|
| Transport Programs & Initiatives | <ul style="list-style-type: none"> • Urban Commuter rail • Stabilize urban commuting fares • Multi-modal transportation in two major cities • Reduce congestion and pollution • Meet peak commuter demand • Contribute to economic growth and performance of industry and commerce sectors | <ul style="list-style-type: none"> • Based on rail grid developed for rail freighting and not urban commuting • Railway Corridor geography tends to limit access and beneficiaries to those abutting the line • Service only during the morning and evening peaks and not throughout or afternoon peak service • Expensive activity that requires a lot of capital injection • Optimal service and infrastructure for train rail still missing |
| Labour Based Technology | <ul style="list-style-type: none"> • Job creation & employment generation • Foreign currency savings • Cheap and cost-effective • Sustainability and local ownership of solutions/activities • Community empowerment & Social upliftment | <ul style="list-style-type: none"> • Meagre salaries • Substandard works |
| Road and Traffic Surveillance Police Watch Radio Program | <ul style="list-style-type: none"> • Traffic bottlenecks information dissemination • Peak hour traffic management and monitoring • Improved traffic flow and movement | <ul style="list-style-type: none"> • Manual field observations • Available to cars with radios and tuned on the station |
| IRAP (Integrated Rural Accessibility Planning) | <ul style="list-style-type: none"> • Novel approaches to rural development planning • Reduce transport burden on women and girl child • Increase time for production activities • Socio-economic development | <ul style="list-style-type: none"> • Existing legislation • Conservationism • Capacity at the local level |
| SDI (Spatial Development Initiative) | <ul style="list-style-type: none"> • Stimulate corridor development • Integrated transport planning and management • Increase trade inflows and outflows • Regional socio-economic growth and development | <ul style="list-style-type: none"> • Government driven and policy • No timetable and strict deadlines |
| NGOs and International Organisations Transport Programs | <ul style="list-style-type: none"> • Capacity building • Address transport development planning challenges • Transport Policy dialogue and influence and advocacy platform | <ul style="list-style-type: none"> • Politics • Sustainability |
| Transport Reforms | Road Fund <ul style="list-style-type: none"> • Performance management fund allocation to road authorities • Based on the national Road Classification Exercise • Improve road rehabilitation and maintenance especially in urban areas that has deteriorated as well as in poor resource RDCs • Improve value for money for road user • Road pricing policy and direct user principle cost in the road sector | <ul style="list-style-type: none"> • Road fund is a dedicated fund to road rehabilitation and maintenance and cannot be used for developing IMTs or opening a new roads or improving a pathway for local transportation in a rural area • Road Classification exercise need regular reviews so that new roads added after the exercise are also catered for • Excluded from the Fund are NRZ, CAAZ, Inland Waterways and Air Zimbabwe |
| | SHA <ul style="list-style-type: none"> • 3 Main Road Authorities provided for UC, RC and DoR (DDF also included as a road authority) • Streamline the road sector • Improved performance, management and governance of the road sector | <ul style="list-style-type: none"> • Assumes capacity given |

7.0 A REVIEW OF KEY NATIONAL DEVELOPMENT POLICIES IN RESPECT TO THE ROLE OF MOBILITY AND ACCESS

7.1 Defining Mobility And Accessibility

It is imperative at the outset to clarify terms of “mobility” and “accessibility”. Bryceson et al (2003) succinctly defined mobility as a “measure of agency with which people choose to move themselves or their goods around”. 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 available and affordable means of transport. Greater mobility and/or improved proximity can enhance accessibility. Travel is minimised by appropriate distribution of facilities that is enhancing access.

This section ascertains whether mobility and access issues for the poor are recognised (implicitly or explicitly) in the country’s overall development policies and identifies key national policies with the potential for incorporating transport concerns for the poor.

7.2 The Colonial Era

It has been a widely acknowledged factor that agriculture is (or was) the cornerstone of economic development in Zimbabwe. In 1978 over 80% of the population lived in the communal areas and, their lives revolved around agriculture. The (African) urban proletariat were not completely divorced from the (rural) agricultural sector: in one way or another, they relied on the sector for their livelihood. The sector contributed significantly in terms of the country’s Gross National Product (GNP) which earned a significant portion of the foreign currency exchange for the settlers. The armed struggle, especially in the 1970s, had a devastating impact on the sector. Rural

infrastructure and thus services - that is roads and transport, respectively - suffered the heavy brunt.

The colonial structure of organisation of land, supported by the Land Apportionment Act of 1930 not only institutionalised the racial distribution of land, but led to racial differentiation of infrastructure provision. The neo-colonial land reforms bolstered by the Land Tenure Act of 1969, only heightened the problem of infrastructure provision and, thus, led to worsening socio-economic status of the (African) rural communities (Mukarati M. *in UNCTAD report, 1979*). The policy inclination during the era was tilted towards 'heavy' concentration to military expenditure. Consequently the liberation forces took a tirade of their war strategy towards destruction of infrastructure to paralyse the conventional army. The protected villages in the 1970s only served war-related political interests and did little thrust (if any) towards generating employment opportunities of the rural poor communities.

7.3 Concretising the Post Independence Reconstruction

In an effort to chart the post-independence road, the new "socialist" orientated government formulated an economic policy statement - Growth with Equity - summarising the new dispensation towards a socially just state. The policy noted "... *the grossly uneven infrastructural and productive development of the rural and urban economy ... and the consequent grossly inequitable pattern of income distribution benefits ...*". To bolster a springboard for the envisaged egalitarian society, the policy identified one of the urgent tasks as the reconstruction and rehabilitation of social infrastructure that had been severely destroyed or paralysed by the war. The rehabilitation of rural infrastructure was viewed as a three-pronged policy strategy towards stemming rural out-migration, utilising surplus rural human resources in spearheading rural urbanisation and reducing absolute poverty in the communal areas improving the economic role of rural areas through extension services and promoting accessibility to (urban) markets. Thus, with the attainment of independence in 1981, the new Government placed greater emphasis in redressing the socio-economic imbalances, which had existed prior to independence. The development of rural areas (with nearly three quarters of the national population) was made a priority. Some projects and programmes that were implemented and reflected in the First National Development Plan were meant to enhance development in rural areas. Such programmes included:

- Rural Service and Growth Centre Policy
- Rehabilitation of feeder roads and
- Resettlement of landless people.

All the above three programmes have direct and positive implications on mobility and accessibility as well as poverty eradication. 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 augurs well with the definition of accessibility which strives to minimise travelling distances by bringing goods and services nearer the people.

The improvement of feeder roads greatly assisted rural folks by ensuring access to places that previously were inaccessible. Of importance, was the access to post harvest grain markets. It is a known fact that some people in rural areas fail to market their agricultural produce to reputable and established buyers because of

poor roads. They end up selling to “unscrupulous buyers” at give prices adversely affecting their income generation.

The resettlement of the landless availed the rural poor with the necessary capital asset for crop production. Provision of land to people who previously had no land meant that they could grow crops to feed themselves as well as marketing the surplus leading to significant changes to peoples’ livelihoods.

7.4 Move towards the Market Economy and Implications for Travel

By the early nineties and notwithstanding the considerable social progress that had been made by Government, there was however limited per capita income growth and thus Government embarked on a an Economic Structural Adjacent Programme (ESAP) aimed at stimulating investment. The thrust of ESAP was geared towards the liberalization of the economy by removing controls and regulations inhibiting competition. In respect of transport, it was deregulated leading to a short run expansion of services in both rural and urban areas. This increase in service choice benefited the users. With specific reference to urban transport, “A Framework for Economic Reform” the document that introduced ESAP stated *“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.

Both rural and urban people have devised coping strategies to cushion themselves against high transport increases and these have included:

A drastic reduction in the number of trips made (particularly discretionary trips) and concentrating only on the essential ones. This can be summarised by what was said by a secondary school teacher in Bindura (Bryceson et al 2003):

“In 1985, the bus cost was \$2 single fare from Bindura to Harare. Now it costs \$145 for the same journey. Therefore, people cannot visit their families every weekend as they once did”.

A reduction in number of people travelling as evidenced by a male Mbare resident:

“Back then money had value and people could travel en masse. You could travel as a family. Formerly, the whole family would travel, but now only one or two would go”.

Making use of non-motorised means of transport such as walking and cycling. In as much as many people would want to cycle to work, the current cost of a bicycle is increasingly becoming prohibitive. The reduction in duty on bicycles from 40% to 20% made in November 2001 by the then Minister of Finance and Economic Planning was a move in the right direction. However, more is required and there is need to remove the whole duty on imported bicycles.

Relocating residence (in the case of urban areas) to enable one to cut transport costs by being nearer the place of work. A study by Bryceson et al (2003), found out that many industrial, commercial and informal sector workers were moving from other high density residential areas into Mbare to be nearer their places of employment.

Resigning from employment altogether. A former security guard in Harare had this say:

“I had to resign from working as a security guard as transport cost to travel to and from work were taking my entire income”

The intended pro-poor benefits from ESAP had not been sustained in the long term. A clear lesson to be learnt is that public transport deregulation is not the panacea. It is pleasing to note that there is concerted effort being made to resuscitate conventional public transport by augmenting ZUPCO's fleet. In addition, there are concerted efforts to increase rail urban mass commuter trains which are cheaper and capable of carrying passengers en masse.

7.5 Alleviating the Burden

To counteract the effects of the high cost of living on the poor members of the community, Government introduced the Poverty Alleviation Action Plan (PAAP) in 1995. This plan was aimed at reducing poverty and unemployment through social mobilization, 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 the structural adjustment programme. 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 discussion is the Community Action Project that focused on community development, which included community infrastructure and sustainable livelihoods. It is important to note that this category of community development projects included physical, social and economic infrastructure projects such as the improvements of roads, schools and clinics inter alia. This contributed immensely to poverty alleviation as access to these services contributes significantly to poverty alleviation. Poverty is not synonymous with income but empirical evidence (Dawson and Barwell 1993, Edmonds 1997) has also shown that it is related to the level of access. Thus, enhancing accessibility of the poor contributes to poverty alleviation.

The noble Community Action Project was short-lived due to the withdrawal of funds by aid agencies.

The Zimbabwe Programme for Economic and Social Transformation (ZIMPREST 1996-2000), successor to the Economic Structural Adjustment Programme, was geared towards “an adequate sustainable rate of economic growth and social development to reduce poverty”. In respect of the objectives of ZIMPREST the document states “pursuing 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 failed to recognize the importance of enhancing peoples' access to social and economic services as one of the fundamental requirements to poverty alleviation.

7.6 Rural Travel and the Poor

It is instructive to mention that at the time that ZIMPREST was published, Government also commissioned a Rural Transport Study in three districts. The study was funded by SIDA with technical assistance from ILO. The study sought to establish rural travel

patterns at a local level. The findings of this study changed peoples' perceptions on rural travel and transport. Some of the findings of the study included inter alia:

Most trips undertaken, (approximately 86%) were short and within the vicinity of the village. Women carried a considerable high proportion of the burden (approximately 80%) and predominantly of foot. Majority of trips made were to fulfill basic needs. Travel time was excessively long despite the short distance traveled. The use of intermediate modes of transport was generally found to be lower than the level of ownership indicative of a higher breakdown frequency. Public transport was mainly used on long distance travel for trips to hospital, commercial centres, sourcing farm inputs and crop marketing. In general, the availability of conventional transport e.g. road infrastructure and services appeared not to be an important explanatory variable to determine travel and transport patterns. Instead access to services was found to be a better explanatory variable.

Notwithstanding the fact that the Rural Transport Study was not a Government development policy document per se, the findings, which spell out in great deal how rural accessibility can be improved are pertinent. The Rural Transport Study findings were accepted by Government and efforts are needed to address recommendations as well as to scale up the project in other districts as this was one of the objectives of the study. The study provides a clear picture in terms of the access situation in Zimbabwe and clearly, a commitment is required to address the problems identified in the study.

7.7 National Economic Recovery Programme

This is the latest development policy document, which recognizes the importance of larger modes of transport. To this end, Government has taken efforts to recapitalise the National Railways of Zimbabwe ((NRZ) and the Zimbabwe United Passenger company (ZUPCO) with particular emphasis on developing urban commuter transport capacity. Both NRZ and ZUPCO provide a comparatively cheaper means of transport in comparison with the commuter omnibuses.

In order to alleviate the severe urban transport problems, rural transport operators and non-commercial transport owners are now allowed to commuters to and from work.

Other measures taken to improve public transport and as enunciated in the 2003 budget, include the suspension of customs duty on buses and imported spare parts. On infrastructure development, the projects identified include upgrading of airports and other projects for motorized transport.

8.0 MATRICES OF MAIN RESEARCH FINDINGS

| Matrix Problem | Matrix Finding | Matrix Conclusion |
|--|---|--|
| Existence of an overall transport sector policy in the country | Absence of a national transportation plan | Initiate dialogue and take a lead to lobby for the preparation of a national transportation plan Use Transport and Poverty Country report to feed/input in the Rural Transport and travel Policy Document under preparation |
| In the absence of a TP in which document(s)/frameworks are transport policies and priorities articulated? | Spatial Urban and Rural Physical Plans Provincial & District Plans Sector Plans PSIP Donor projects | Transport and Poverty orientation weakly intergraded and projected Re-engineer rural and urban planning and management development approaches Develop and design rural transport and development planning activities in consultation and with the participation of grassroots and civil society Streamline & synchronize rural development planning and management structures and systems |
| In whatever form the transport policies are presented, what are the key thrusts/issues/priorities presented of the policy? | Urban transport Economic development & growth Rural development Poverty alleviation & reduction Environmental degradation Mobility and accessibility Land use planning and development management | Streamline vertical and horizontal transport planning and management institutions, organizations, systems, processes and plans Review Public Works programme allowances in line with inflation Source and channel finance to transport designing, planning and management R & D work/institutions such as SIRDC, UZ, NUST, ITDG etc Commission study on poverty, traffic and transport in the land reform programme Physical planning maps to incorporate non-motorised transportation infrastructure and demands requirements |
| Is social development and poverty reduction explicitly recognized as a policy goal in the sector | No rather implied | Mindset shift important Capacity building and training of both the center and local crucial Campaigns and awareness programmes for policy makers, civil society and practitioners equally important Need to develop a PRSP (poverty Reduction Strategy Policy/Programme) in Zimbabwe |

| Matrix Problem | Matrix Finding | Matrix Conclusion |
|--|---|---|
| What is the size of the Transport Sector in your country (eg, how much does it contribute to the National GDP? How much public resources are consumed by the sector (as a proportion of the GDP)? | ±13.3 -±18.3 % of GNP 3 Million diesel/day and 2.5 Million petrol/day | Transport and Communications a key sector of the economy Sector requires priority attention because of its multiplier impacts upstream and downstream Public resources are used in traffic policing and enforcement of the roads and traffic Act, road accidents, in vehicle licensing and inspection, in fuel procurement, in road rehabilitation, maintenance and construction, as well as in the import and export duties of units and consumables pertaining to traffic. |
| What are the main transport programs/initiatives/reforms being undertaken in the country? What are their objectives? What are their strengths and weaknesses in regard to how they tackle the issues of poverty? | Road Fund - Road maintenance and rehabilitation Road Sector Review Programme Urban Transport - Urban Commuter Rail; Rebuilding ZUPCO Legislation Capacity Building & Training Labour Based Technology SDI (Spatial Development Initiative) Road and Traffic Surveillance Police watch radio program IRAP (Integrated Rural Accessibility Planning) Transport and Land use Planning Urban mass transportation environment Teething implementation challenges Lack of an implementation roadmap Sustainability & questionable assumption | Develop mechanism for Road Fund to cater for roads below the tertiary level Access roads fund for local level transport and travel demands Development aid sustainability challenge Urban commuter rail transport evolving and fraught with challenges requiring resolution Upgrade urban mass transportation systems Utilise PRA in rural transport/non transport projects/programmes Mainstream Civil Consultation and participation in traffic and transport engineering and development management Programme for continuous capacity building and training Review Physical planning standards in rural facility provision with a view to making it pro-poor sensitive |
| Are mobility and access issues for the poor recognized (implicitly or explicitly) in the country's overall development policies (e.g., National Development Plans, Poverty Reduction Strategy Papers etc?) | Implicitly recognized in such documents as; (a) MERP, ESAP, ZIMPREST, Rural Growth Point Strategy (b) Rehabilitation of Feeder Roads in Rural areas (c) Land Resettlement Programmes (d) Provincial Strategy and Plans | Urban Transport Coping strategies such as walking and cycling to work Relocating residence to suburbs closer to workplace Trip cutting and reduction Use Rail Commuter mass transport Implement Rural Transport Study findings |
| What are the key policies within the country that have good potential for incorporating transport concerns for the poor? | MERP Urban Mass Transportation Policy Directives Agricultural Land Reform Programme Labor Based Technology IRAP Tool (Integrated Rural Accessibility Planning) | Incentives for mass and haulage transportation sector Recapitalisation of ZUPCO and NRZ R & D funding for models and prototypes settlements |

| Matrix Problem | Matrix Finding | Matrix Conclusion |
|---|---|--|
| Practical, priority intervention (s) in your country that should be addressed (in policy and or in targeted programmes) in order to enhance the contribution of transport to poverty reduction. | Information & Knowledge gap Study Findings dissemination Build NFG Profile Involve policy makers and stakeholders in the poverty watch programme Pilot project on transport and poverty | Produce and Publish country study in final form (full text and summary) Produce a brochure (key issues) Construct NFG website Hold regional workshop (targeting satte and non-state actors) to raise awareness on rural transport issues and options and use outputs to feed into RTTP policy being developed Partner with ILO ASSIT in “scaling up” activities and IRAP training Proposal for African Development Foundation (ADF) |
| Identify key stakeholders that can move forward the identified issues. | NFG ILO ASSIST DPP ITDG, UZ, SIRDC | NFG Executive Committee to engage stakeholders in dialogue and action planning |
| Develop a plan of action based on above. | Publish Case study Findings A summary paper produced A brochure and website developed Strengthen capacity of civil society and state actors to plan, reach out and include groups representing the poor in the development and implementation of innovative RTT strategies Leverage resources in on-going programmes and projects | Produce country study in final form Construct NFG website Use Country Study as input to RTT policy in Zimbabwe Hold Regional Workshop to raise awareness on rural transport issues and options Use the programme’s output, IRAP Tool, the Three District Study Report etc to feed into the RTTP policy being developed Use the parliamentary Portfolio on Transport and Communications for advocacy |

9.0 LOOKING AHEAD, TRANSPORT AND THE POVERTY AGENDA IN ZIMBABWE.

This section considers the common set between transport and poverty. It projects the critical areas requiring intervention, the likely intervention modalities as well as key challenges. It highlights that lack of research and development work in the transport field is a major cause of concern. Budget and research funding for poverty, transport and traffic studies is crucial. So too is creating an environment for development dialogue in the poverty, transport and traffic field. Starting promotion programmes and awareness programmes with policy makers and decision makers is also an important activity. Developing small-scale transport and poverty projects for implementation in both the urban and rural areas is also an area requiring top priority.

9.1 Cross-Cutting Poverty and Transport Issues: The Discourse

The sum effect of the review is to indicate gaps in the transport interventions in Zimbabwe. It stands out that civil participation and consultation in transport planning and management programmes/projects is limited and at times non-existing. There is also need to address the gap between policy formulation and enactment and policy implementation and review. Normally noble policies are perceived but the results on the grounds are at variance with desired outcomes. A mechanism of ensuring that policy is implemented to its logical conclusion is important.

Although a number of poverty models abound such as a nutritional poverty model line, an income poverty model line et cetera a transport poverty model line does not exist. There is need to look at developing a transport and poverty model, in this case two, i/e. a rural transport and poverty model and an urban transport and poverty model. A need to develop a transport-based poverty line becomes important. This model can be further subdivided into a road based poverty line, air based poverty line, rail based poverty line, water based poverty line and infrastructure based poverty lines et cetera.

Low priority is afforded to pro-poor non-motorised transport modes and needs. The right of cyclist for example is limited so too is pedestrian's. The issue of poverty, transport and aids is not tackled especially in terms of the impact of various transport needs to differential households affected by AIDS/HIV be they single-parent,

female, or child headed households. Policies of the informal transport modes such as pushcarts are still being experimented with and no national policy guideline is yet legislated in Zimbabwe. Another interesting issue is the failure by existing transport modes and services to provide for the needs of the poor, old and physically handicapped in the transport sector per se.

9.2 Transport and Poverty Model in Zimbabwe

Figure 20 indicates a transport and poverty policy model consequent to the article. If adopted and utilized it is submitted that positive transport intervention and implementation will be realized. The ultimate outcome would be sensitive, acceptable and facilitative transport modes and facilities for the Zimbabwean economy. The goals of development as espoused by the UN Human Development Index, Economic Development Index, Resource Development Index et cetera would be better approached.

The model underscores the importance of collaboration and partnership; symbiotic as well synergies being weaved for the pro-poor transport challenge in Zimbabwe. Relationships between sectors crosscut while the sector ordering and patterning is not indicative of the flow, linkages and relationships of policies in tackling pro-poor transport challenges. Processes are dynamic and complex. Sectors are cyclical or wedge formed. Divisions between wedges or sectors are arbitrary. Dynamic equilibrium obtains. The multiplicity of sector reorientation required as a precondition for the transport environment to address pro-poor transport needs emphasizes the complexity and vibrancy of the transportation field. Indicated compartments are artificial and are not boundaries to communication. Informed dialogue feeds a friendly transportation environment.

Transportation processes, approaches and institutions should facilitate the inclusion of as great as possible pro-poor stakeholders in the activity. If greater decision making action space is empowered to the pro-poor, pro-poor transportation programs, projects, initiatives and solutions will be advanced.

9.3 Recommendations

Based on the review of existing transport situation this report recommends the following itemized emphasis in transport policy intervention. These are advanced on the basis that for transport for the poor and poverty are closely correlated and poverty itself is caused by lack of the following assets such as:

- Human assets such as the capacity for basic labour, skills and good health
- Natural assets such as land
- Physical assets such as access to infrastructure
- Financial assets such as savings and access to credit
- Social assets such as networks of contacts and reciprocal obligations that can be called on in time of need, and political influence over resources.

9.4 Civil Society Consultation and Participation in Traffic and Transportation Planning

The summation of the proceeding discussion is the need to entrench and recognize the central role that civil society consultation and

participation in transportation planning and management can play. This will be instrumental in re-engineering transportation planning to be more responsive, relevant, accountable, sensitive and friendly to the needs and expectations of the pro-poor in the society. Civil society capacity building and empowerment in transportation issues will be better realized. Even if the civil society transportation consultation and participation structures and systems may be faulty but a starting point for tweaking and strengthening them will be laid down. Ultimately with such an approach that emphasizes civil consultation and participation ownership, sustainability as well poverty reduction and alleviation goals will be better approached.

9.5 Promoting Opportunity

Expanding economic opportunity for the poor people by stimulating overall growth and by building up their assets (such as land and education) and increasing the returns on these assets, through a combination of market and non-market actions is important. This promotion can also be effected through responsive road development programmes which can act as stimuli to economic development. This also entails that physical and land use plans should promote and reduce the transport burden of the pro-poor.

9.6 Facilitating Empowerment

Making State institutions more accountable and responsive to pro-poor transport needs is important. This could take the format of strengthening the participation of poor people in transport decision-making processes.

9.7 Enhancing Security

Reducing poor people vulnerability to ill-health, economic shocks, crop failure, policy induced dislocations, natural disasters, and violence as well as helping them cope with adverse shocks when they occur will go a long way in alleviating and reducing poverty. Tackling this again needs public support and a range of novel transport institutional and participatory approaches. It requires providing social and economic infrastructure in poor, remote areas, including transport, telecommunications, schools, health services, and electricity to name but a few.

9.8 Transport and Poverty Funding

There is need for transport and poverty research funding budgets to address various transport and poverty challenges in Zimbabwe. The Zimbabwe National Forum For Rural Transport and Development is one step in the right direction. However more can be done in this regard. The fact that there is no specific NGO in Zimbabwe championing specifically transport and poverty points to the low priority being regarded the issue although evidence from the ground suggests that the reverse is true. A transport and poverty pregnant research agenda exist. Budgeting and funding for R & D leads to the development of pro-poor transport programmes, projects, systems, institutions and processes in Zimbabwe. Research Institutions such as SIRDC, NUST, UZ, ITDG could champion research themes in light of funding availability.

9.9 Influencing Transport Policy

It is critical that decision makers and policy makers are sensitised on the link between transport and poverty. The Transport and Communications parliamentary committee may be the first step in addressing and tackling the issue. At the same time opportunities of dissemination the research findings through the internet newspapers television and journals should also be vigorously pursued.

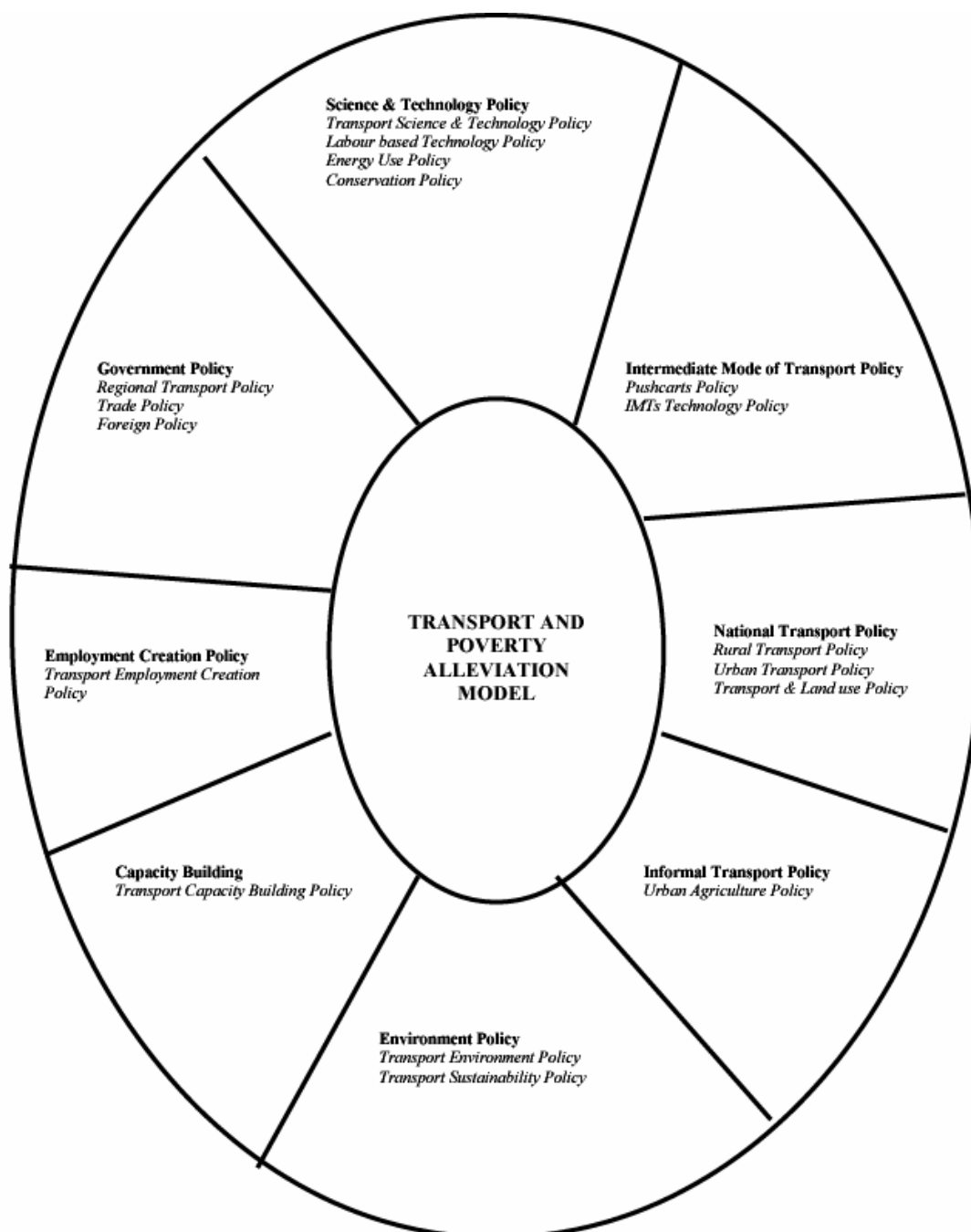


Figure 11: Traffic and Transport and Poverty Model

10.0 EPILOGUE

This section gives concluding remarks on the case study as well as offer thoughts for the future regarding marrying transport and poverty in addressing development-planning challenges in Zimbabwe.

Tackling poverty is a complex matter. Multiple factors come into the equation. A comprehensive package that maximizes on the software and hardware aspects to transport intervention will lead to integrated and comprehensive transport planning. Through such a holistic approach does scope for resolving transport mobility and accessibility problems lie. Acknowledgement should be afforded that although a lot of studies in transport related fields have been done and the literature is available studies relating and zooming on transport and poverty, transport and the civil society in particular are still a novel area. Further research in such areas is therefore welcome.

In resolving transport problems through various forms of transport intervention it seems safe to indicate that a development planning solution is required. One may be poor because of lack of health facilities, which renders one unproductive. Or one may be poor because of lack of education or skills that are essential in industries or on farms. Improving such related facilities or provision enhances poverty fighting strategies for such people. An appropriate transport intervention policy and programme implementation framework enhances economic, social and political development. The need for a developmental solution and not an itemized solution can therefore not be overemphasized. Children in rural areas may need money for buying and paying school fees, in addition they need money for travelling to shape and improve their orientations et cetera. Technology is also an integral part of transport development as in Japan e.g. conveyor belts are placed alongside pedestrian flyovers. Options and alternatives to transport mobility and accessibility are critical. This became more important in Zimbabwe where transport based interventions and provisions segregate against the disabled, the elderly and the physically challenged marginalized and disadvantaged groups of the Zimbabwean society.

It is clear that shortly after independence, Government made a concerted effort to improve infrastructure principally to assist the poor in rural areas. In some cases, noble policies articulated in development plans were not vigorously pursued. During the latter years, there appears to have been a change of emphasis from rural

areas to urban areas. For instance, the transport agenda enunciated in the National Economic Recovery Programme, concentrated on improving transport on the urban scene and is silent on how mobility in rural areas can be improved. The suggestion to use rural buses in urban areas does not even take into consideration the severe shortage of buses plying the rural routes. More importantly, there is no recognition on the importance of rural infrastructure in enhancing mobility as well as alleviating poverty.

One thread running through the study is that tackling poverty utilising the transport view is novel ground. It also goes without saying that experience in Zimbabwe regarding how transport can tackle poverty issues is still scant and evolving. Anchoring such an approach will also require orientation and refresher courses for practitioners as well as modules for students at under-graduate as well as post-graduate level. The need for institutions systems procedures as well as processes to be transport pro-poor sensitive needs no further reinforcement. Important as it may be that institutions processes and systems are developed to comply with transport pro-poor requirements however this may be in vain if the policy makers and decision makers are sensitized to understand the rationale for such a shift in development planning. Development dialogue with influential decision making bodies in the country to build awareness and capacity in terms of the transport and poverty agenda is fundamental.

It is also of paramount importance that research areas such as transport, poverty and the physically challenged be tackled in Zimbabwe. Another theme ripe for exploration is gender, transport and poverty in urban and rural areas of Zimbabwe. Topical issues such as urban poverty and rural poverty need to be anchored in transport development studies in Zimbabwe. Ultimately, models and best practices of handling the transport, poverty and development challenges will be pursued and addressed.

A clear lesson to learn from this study is that, although development plans can be produced, it does not necessarily mean that "ideas" contain therein will be implemented. Non implementation can arise from lack of commitment, or lack of capacity and more importantly lack of financial resources as evidenced by the collapse of the PAAP programme. Civic society therefore has a role to play. There is need to appreciate that poverty can be addressed by enhancing access and thus breaking the social and economic isolation of the poor. To this end, the Zimbabwe National Forum for Rural Transport and development has a vital role to play in putting and placing the issues of transport and poverty on the national agenda.

References

1. **Central Statistics Office (2000) Motor Vehicle Report First Quarter 2000, Government Printers, Harare**
2. **Central Statistics Office (1999) Quarterly Digest of Statistics – June 1999, Government Printers, Harare**
3. **Central Statistics Office (1999) Quarterly Digest of Statistics (3) – September 1999, Government Printers, Harare**
4. **Central Statistics Office (1995) Quarterly Digest of Statistics (1) – March 1995, Government Printers, Harare**
5. **Central Statistics Office (2000) Quarterly Digest of Statistics (2) – June 2000, Government Printers, Harare**
6. **Central Statistics Office (2000) Quarterly Digest of Statistics (4) – December 2000, Government Printers, Harare**
7. **Central Statistics Office (2001) Quarterly Digest of Statistics (2) – June 2001, Government Printers, Harare**
8. **Central Statistics Office (1998) Poverty in Zimbabwe, Government Printers, Harare**
9. **Central Statistics Office (1997) National Accounts 1985-1996, Government Printers, Harare**
10. **Government of Zimbabwe (1998) 1995 Poverty Assessment Study Survey Main Report, 1988, Ministry of Public Service Labour and Social Welfare, Harare, Government Printing Office**
11. **Government of Zimbabwe (1998) ZIMPREST –Zimbabwe Programme For Economic And Social Transformation 1996-2000, Government Printers, Harare**
12. **Government of Zimbabwe (2002) Draft Transport Policy, Ministry of Transport and Communications, Harare**
13. **The Herald Wednesday (15 January 2002) Ministry of Local Government, Public Works and National Housing Supplement pages 10-14**
14. **Republic of Zimbabwe (1982), Transitional National Development Plan. Volume 1 (1982/3 – 1984/5).**
15. **Republic of Zimbabwe (1991), Second Five Year National Development Plan (1991-1995), Government Printers Harare**
16. **Special Institutional study (1994) – Road sector – Volume B Existing Conditions – Final report December – Government of Zimbabwe, Ministry of transport and Energy**
17. **Mannock Management Consultants and ILO (1997) Rural Transport Study in Three Districts of Zimbabwe Volume 1-3, ILO, Harare**

- 18. Ministry of Transport and Communications Department of Roads (1999) Traffic and Accident Statistics 1999, Government Printers, Harare**
- 19. Mika L (2003) Energy and Environment Nexus in Zimbabwe (1990 – 2000) Unpublished**
- 20. Bryceson, et al (2003), Sustainable Livelihoods, Mobility and Access Needs, DFID/TRL**
- 21. Dawson J., Barwell, I. (1993), Roads are not Enough: New Perspectives on Rural Transport Planning in Developing Countries, Intermediate Technology Publications**
- 22. Government of Zimbabwe. (1991), Zimbabwe: A Framework for Economic Reform**
- 23. Government of Zimbabwe/ILO/Sida, (1997), Rural Transport Study in Three Districts of Zimbabwe, Volume 1**
- 24. Edmonds, G. (1997), Wasted Time: The Price of Poor access, ILO, Geneva**
- 25. Mukarati M (1980), Land Reform and Agricultural Transformation in Zimbabwe, in Zimbabwe, Towards a New Order, An Economic and Social Survey, UN, Volume 1**

APPENDIX 1 - List of Workshop Participants

(Dr K. Odero to provide)

APPENDIX 2. - NFG TERMS OF REFERENCE

ENHANCING THE CAPACITY OF CIVIL SOCIETY TO SUPPORT PRO-POOR TRANSPORT POLICIES AND PROGRAMMES IN DEVELOPING COUNTRIES.

TERMS OF REFERENCE FOR PHASE 1 ACTIVITIES.

1.0 INTRODUCTION

The IFRTD network will begin a three-year programme of work beginning in October 2002 to systematically develop the capacity of NFGs and other civil society actors to become more effective in influencing transport policies and programmes in their countries, from the point of view of poverty reduction. The programme will initially be implemented in 12 countries.

The programme's objectives and outputs are:

Goal:

Enhance the capacity of the transport sector to contribute to sustainable poverty reduction.

Purpose:

Enhance the capacity of Civil Society Groups in Asia, Africa and Latin America, contribute to the goals of poverty reduction through the transport sector, and to develop effective mechanisms for monitoring the poverty reduction process in their countries and participate in the learning and sharing the lessons.

Outputs:

- Civil Society platform on transport with increased participation of poor groups developed
- Greater awareness of the key issues relating to the role of transport in poverty reduction created in 12 countries
- A framework for monitoring investments in the transport sector against the goals of poverty alleviation developed.
- Strategies for influencing national policies in the transport sector developed in each participating country
- Information and best practice on transport and poverty shared.

2.0 TORs FOR IMPLEMENTATION OF PHASE 1.

NFGs in the participating countries are required to set up a team/mechanism for implementation of the following activities:

2.1 An overview of transport sector policies in each country: This activity is aimed at outlining the transport sector policy framework. It will answer the following questions:

- a) Is there an overall transport sector policy in the country?
- b) For countries that do not have an overall transport sector policy, in which document(s)/frameworks are transport policies and priorities articulated?
- c) In whatever form the transport policies are presented, what are the key thrusts/issues/priorities presented of the policy?

- d) Is social development and poverty reduction explicitly recognized as a policy goal in the sector
- e) What is the size of the Transport Sector in your country (eg, how much does it contribute to the National GDP? How much public resources are consumed by the sector (as a proportion of the GDP)?
- f) What are the main transport programs/initiatives/reforms being undertaken in the country? What are their objectives? What are their strengths and weaknesses in regard to how they tackle the issues of poverty?

2.2 A review of key national development policies in respect to the role of Mobility and Access: For transport to have impact on poverty, it needs to be seen as an integral part of other development programmes. It is therefore important to address the following:

- a) Are mobility and access issues for the poor recognized (implicitly or explicitly) in the country's overall development policies (e.g., National Development Plans, Poverty Reduction Strategy Papers etc?)
- b) What are the key policies within the country that have good potential for incorporating transport concerns for the poor?

2.3 Convene a National NFG meeting to present findings from above and to agree on:

- a) Practical, priority intervention (s) in your country that should be addressed (in policy and or in targeted programmes) in order to enhance the contribution of transport to poverty reduction.
- b) Identify key stakeholders that can move forward the identified issues.
- c) Develop a plan of action based on above.

3.0 DELIVERABLES

A document describing:

- National transport sector policies
- A description of main programmes being implemented in the country and the key objectives
- An analysis of strengths and weaknesses of existing policies (transport and other development policies) in addressing the role of transport in poverty reduction.

A plan of action detailing:

- Priority issues to be addressed in order to enhance the contribution of transport to poverty reduction.
- Key stakeholders that can help achieve issues identified.
- A plan for mobilizing the stakeholders for effective policy influence.

4.0 Time Frame

The activities 2.1-2.3 need to be completed by June 2003. It is suggested that the activities be implemented as follows:

Task 2.1 December 2002 – February 2003

Task 2.2 March-April 2003

Task 2.3 May-June 2003.

The deadline for the deliverables should be:

Draft document: 30 April 2003

Plan of action: 30 June 2003

Final document: 30 June 2003

APPENDIX 3 - Matrix of Project Research Team

| NAME | ORGANISATION | CONTACT DETAILS | DESIGNATION | PROJECT RESPONSIBILITY |
|-------------------|--|--|--|---|
| Mr. J. Chakwizira | SCIENTIFIC AND INDUSTRIAL RESEARCH AND DEVELOPMENT CENTRE | The Building Technology Institute Roads and Traffic Engineering Division P.O. Box 6640 Harare 1574 Alpes Road Hatcliffe Harare Tel: +263-4-860321-9 Fax: +263-4-860348/50 Mobile: +263-23-415759 E-mail: jameschakwizira@yahoo.com | Research Scientist (Traffic and Transport & Urban Infrastructure Development) | Team Leader Terms of Reference 2.1 |
| Mr. R. Ziracha | MINISTRY OF LOCAL GOVERNMENT PUBLIC WORKS & NATIONAL HOUSING | Urban Transport Unit, Department of Physical Planning, 15 th Floor, Mukwati Building, Fourth Street/Livingstone Avenue, Harare, ZIMBABWE Telephone: +263-4-707448/700989/707066/7 or 706258 Mobile: 263-91-257363 Fax: +263-4-735662 E-Mail: physplan@africaonline.co.zw | The Chief Planning Officer (Urban Transport Unit) | Team Member Task 2.1 Terms of reference |
| Mr. T. C. Mbara | UNIVERSITY OF ZIMBABWE | Department of Rural and Urban Planning <i>University of Zimbabwe</i> P.O. MP 167 Mount Pleasant Harare ZIMBABWE Tel: +263-4-303211 Mobile: +263-11 865472 Fax: +263-4-333407 Email: tmbara@hotmail.com tmbara@sociol.uz.ac.zw.co.zw | Lecturer, Transport Studies | Team Leader Task 2.2 Terms of Reference |
| Mr. M. Sidambe | UNIVERSITY OF ZIMBABWE | Department of Rural and Urban Planning University of Zimbabwe P.O. MP 167 Mount Pleasant Harare ZIMBABWE Tel: +263-4-303211 Mobile: +263-91 262049 Fax: +263-4-333407 E-Mail: msidambe@yahoo.com | Lecturer, Urban Development and Management | Team Member Task 2.2 Terms of Reference |
| Dr. K. Odera | UNIVERSITY OF ZIMBABWE | Department of Rural and Urban Planning University of Zimbabwe P.O. MP 167 Mount Pleasant Harare ZIMBABWE Tel: +263-4-303211 Mobile: +263-91 253675 Fax: +263-4-333407 E-Mail: Kodero@africaonline.co.zw Kodero@sociol.uz.ac.zw.co.zw | Lecturer, Rural Institutions and Development | Project Co-ordinator |

APPENDIX 4. Matrix Of Organisations Visited And Consulted

| <i>Public (Central and Local)</i> | <i>Private</i> | <i>NGOs/International Organisations</i> | <i>Civil Organisations</i> | <i>Parastatals</i> |
|--|---|--|--|---|
| <ul style="list-style-type: none"> • Ministry Of Transport And Communications • Ministry Of Local Government Public Works And National Housing • Ministry Of Labour And Social Welfare • Department Of Physical Planning • Ministry Of Manpower And Youth Development • Ministry Of Finance And Economic Development • Central Statistical Office • Department Of Roads • Ministry Of Agriculture And Resettlement • Ministry Of Rural Resources And Water Development • Privatisation Agency Of Zimbabwe (PAZ) • Zimbabwe Republic Police (Traffic Control Section) • Safety Council of Zimbabwe • Harare City Council • Ruwa Local Board • Bulawayo City Council | <ul style="list-style-type: none"> • Zimbabwe Rural Transport Operators Association • Transport Operators Association Of Zimbabwe (TOA) • Consultants in Transport and the Built Environment | <ul style="list-style-type: none"> • World Bank (WB) • United Nations Development Programme • Municipal Development Programme (MDP-East And Southern Africa) • International Labour Organisation (ILO) | <ul style="list-style-type: none"> • Burial Societies • Church Organisations • Taxi Association • Commuter Omnibus Associations • Ratepayers Association • Residents Association • Tuck Shop Owners Associations • Informal Traders Association • Zimbabwe Institute Of Logistics And Transport • Zimbabwe Regional And Urban Planners (ZIRUP) • Zimbabwe Institute Of Engineers (ZIE) • Urban Councils association of Zimbabwe • Association of Rural Districts Councils in Zimbabwe | <ul style="list-style-type: none"> • University Of Zimbabwe • Scientific And Industrial Research And Development Centre • Zimbabwe United Passenger Company (ZUPCO) • National Railways Of Zimbabwe |

APPENDIX 5. Checklist of Poverty and Transport Study

| SAMPLES | Parameters/Indicators | APPROACH/METHODOLOGY |
|------------------------------------|--|--|
| Documents, Publications & Articles | <ul style="list-style-type: none"> • Pro-Poor Mobility need • Pro-Poor Accessibility Needs • Pro-Poor Affordability • Pro-Poor Sustainability • Pro-Poor Design, Planning & Implementation Framework/Guideline/Approach • Pro-Poor Productive Needs • Pro-Poor Implicit or Explicit Recognition/Integration • Pro-Poor Empowerment • Pro-Poor Social Enhancement & Uplifting • Pro-Poor Policy Focus • Pro-Poor Institutions Orientation • Pro-Poor Processes & Mechanisms Map/Geography/Character | <p>Literature Review</p> <ul style="list-style-type: none"> • Legal Statutes and Regulations • Transport and Traffic Legislation • Physical Planning Documents • Rural Development and Management • Infrastructure Development • Strategic/Corporate Plans • PAAP (Poverty Action Alleviation Programme) • Millennium Economic Revival Programme • Economic Structural Adjustment Programme • 1st Five Year and 2nd Five Year National Development Plans • Zimbabwe Programme for Economic and Social Transformation ZIMPREST) • Provincial & Strategic Plans • Poverty in Zimbabwe • 1995 Poverty Assessment Study • Journals and Publications on Transport and Poverty • Internet search on transport and poverty studies |

APPENDIX 6: Power and Transportation

| Economy | Electric power | | | | Paved Roads | |
|----------|------------------------|--------|--------------------------------------|------|-------------|------|
| | Consumption per capita | | Transmission and distribution Losses | | % of total | |
| | 1990 | 1997 | 1990 | 1997 | 1990 | 1998 |
| Zimbabwe | 933 | 919 | 6 | 13 | 14.0 | 47.4 |
| Zambia | 503 | 563 | 11 | 11 | 16.6 | - |
| USA | 10.558 | 11.822 | 9 | 6 | 58.2 | 58.8 |
| Malaysia | 1.096 | 2.352 | 10 | 9 | 70.0 | 75.1 |

| Economy | Goods Transported by road | | Goods transported by rail | | Air passengers Carried |
|----------|---------------------------|-----------|-----------------------------|---------|------------------------|
| | Millions of ton/km hauled | | Ton/km per \$M of GDP (PPP) | | Thousands |
| | 1990 | 1998 | 1990 | 1998 | 1998 |
| Zimbabwe | - | - | 215.462 | 140.231 | 789 |
| Zambia | - | - | 81.810 | 57.858 | 49 |
| USA | 1.073.100 | 1.534.430 | 358.829 | 213.751 | 588.171 |
| Malaysia | - | - | 15.555 | 7.339 | 13.654 |

Source: World Bank Development Report, 2001:292

Appendix 7: Energy Use in Zimbabwe 1990-1997

| Economy | Commercial energy use | | | | |
|----------|---|---------|---------------------------------|-------|-------------------------|
| | Thousands Metric Tons of oil equivalent | | Per Capita kg of oil equivalent | | Average annual Growth % |
| | 1990 | 1997 | 1990 | 1997 | 1990-97 |
| Zimbabwe | 8,934 | 9,926 | 917 | 866 | -1,2 |
| Zambia | 5,220 | 5,887 | 671 | 634 | -1,0 |
| UK | 213,090 | 227,977 | 3,702 | 3,863 | 0.7 |
| Malaysia | 23,974 | 48,473 | 1,317 | 2,237 | 6.4 |

| Economy | GDP per Unit of Energy use | | Net Energy Imports | |
|----------|--------------------------------|------|----------------------------|------|
| | Ppp\$ per kg of oil equivalent | | % of Commercial Energy Use | |
| | 1990 | 1997 | 1990 | 1997 |
| Zimbabwe | 2.6 | 3.1 | 9 | 18 |
| Zambia | 1.1 | 1.2 | 8 | 7 |
| UK | 4.4 | 5.3 | 2 | -18 |
| Malaysia | 4.0 | 4.0 | -104 | -53 |

(Source: World Bank Development Report, 2001:292)

Appendix 8. Motor Vehicles Registered During Period 1990-2001

| Period | Passenger Vehicles | Commercial Vehicles | Tractors | Motor Cycles and Scooters | Total |
|--------|--------------------|---------------------|----------|---------------------------|-------|
| 1990 | 6192 | 4511 | 231 | 2982 | 13196 |
| 1991 | 9220 | 8412 | 326 | 3459 | 21417 |
| 1992 | 9955 | 9353 | 410 | 3247 | 22965 |
| 1993 | | 6186 | 237 | 2219 | 15876 |
| 1994 | 7776 | 6647 | 260 | 2771 | 17454 |
| 1995 | 8075 | 7022 | 293 | 2936 | 18326 |
| 1996 | 13474 | 976 | 558 | 592 | 15600 |
| 1997 | 20905 | 1716 | 348 | 859 | 23828 |
| 1998 | 20420 | 1681 | 374 | 742 | 23217 |
| 1999 | 10673 | 1043 | 363 | 594 | 12673 |
| 2000 | 10704 | 678 | 146 | 968 | 12496 |
| 2001 | 15066 | 855 | 233 | 1100 | 17254 |

Source: Motor Vehicle Report Fourth Quarter 2001, CSO: 3

9: Traffic Accidents in Zimbabwe 1990-2001

| Year | Total Number reported | Persons Killed | Persons Injured | No. of fatal Accidents |
|------|-----------------------|----------------|-----------------|------------------------|
| 1990 | 23 479 | 1 113 | 11 463 | 899 |
| 1991 | 25 115 | 1126 | 12 731 | 882 |
| 1992 | 27 150 | 1 066 | 13 458 | 894 |
| 1993 | 25 917 | 1 024 | 13 948 | 827 |
| 1994 | 30 246 | 1 274 | 16 140 | 1 037 |
| 1995 | 34 732 | 1 147 | 16 333 | 954 |
| 1996 | 38 777 | 1 196 | 18 035 | 1000 |
| 1997 | 43 086 | 1 307 | 17 906 | 1 075 |
| 1998 | 56 433 | 2 152 | 25 984 | 1 565 |
| 1999 | 51 219 | 1 858 | 23 722 | 1 475 |
| 2000 | 39 966 | 1 333 | 18 105 | 1 129 |
| 2001 | 30 937 | 1 009 | 13 946 | 1 106 |

Source: Ministry of Transport and Communications: Department of Roads, Traffic and accidents Statistics 1999:52; Quarterly Digest of Statistics, CSO, December 2001:12