POVERTY REDUCTION AND TRANSPORT STRATEGY REVIEW

above and below: working group sessions

INTEGRATED REPORT OF THE POVERTY REDUCTION AND TRANSPORT STRATEGY REVIEW IN KENYA

FEBRUARY 2006

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LIST OF ABBREVIATIONS

AGOA	African Growth Opportunity Act
AMREF	African Medical and Research Foundation
ASAL	Arid and Semi Arid Lands
CS	Civil Society
Eng	Engineer
ERS	Economic Recovery Strategy
GoK	Government of Kenya
HIV/AIDS	Human Immune Virus/Acquired Immune Deficiency Syndrome
ICT	Information Communication Technology
IMT	Intermediate Means of Transport
INTP	Integrated National Transport Policy
IP - ERS	Investment Programme for Economic Recovery Strategy
ITDG	Intermediate Technology Development Group
JKIA	Jomo Kenyatta International Airport
KAA	Kenya Airports Authority
KAM	Kenya Association of Manufacturers
KATA	Kenya Association of Travel Agency
KATO	Kenya Association of Tour Operators
KEPSA	Kenya Private Sector Alliance
KFS	Kenya Ferry Sertvices
KIPPRA	Kenya Institute of Public Policy Research and Analysis
KPA	Kenya Ports Authority
KQ	Kenya Airways
KRB	Kenya Roads Board
KRC	Kenya Railways Corporation
LDTD	Long Distance Truck Drivers
LTDP	Long-Term Development Plan
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MoP&ND	Ministry of Planning and National Development
MoR & PW	Ministry of Roads and Public Works
MoT	Ministry of Transport
MWA	Matatu Welfare Association
NEMA	National Environmental Management Authority
NESC	National Economic & Social Council
NGO	Non-Governmental Organisation
NMIMTs	None Motorised and Intermediate Means of Transport
NMTs	None Motorised Means of Transport
PRS	Public Reduction Strategy
PRTSR	Poverty Reduction-Transport Strategy Review
PS	Public Secretary
PSV	Public Service Vehicle
SACCOs	(Co-operative Societies)
SG	Steering Group
SKG	Stakeholder Group
SMEs	Small and Medium Scale Enterprises
SSA	Sub-Saharan Africa
SSATP	Sub-Saharan Africa Transport Policy Program
TLB	Transport Licensing Board
USD	Us Dollar

1. Introduction

1.1 Background to the review process

"Anchoring" of transport policies and strategies into national strategies for poverty reduction is the strategic objective of the Sub-Saharan Africa Transport Policy Program (SSATP) long-term development plan (LTDP). In order to effectively link transport and poverty reduction policies and strategies so that transport makes a tangible and visible contribution to poverty reduction, SSATP set in motion a participatory review process to assist Sub-Saharan Africa (SSA) countries that wish to review their policies and strategies on poverty reduction and transport. This process was piloted in 2003 and scaled up from 2004. It involves a group of carefully selected country stakeholders undertaking a review of their national poverty reduction strategy and transport policy/strategy.

1.2 Objectives of the review process

The overall aim of the review process is to ensure that the transport sector fully contributes to pro-poor growth and poverty reduction in Sub-Saharan Africa. It does this by making recommendations which, when implemented, would ensure that transport is firmly anchored into the poverty reduction strategy. The Poverty Reduction-Transport Strategy Review (PRTSR) process addresses two fundamental questions:

- Does the national poverty reduction strategy provide a sufficiently clear framework orient transport sector strategies? If not, what changes are required?
- Does the strategy for the transport sector take fully into account the goals and priorities of the poverty reduction strategy? If not, what changes are required?

The process requires that a participating country undertakes a number of steps, including the following:

- Establishment of a Steering Group (SG) to spearhead the review process;
- Obtaining formal approval for the process to be initiated in the country;
- Establishment of a Stakeholder Group (SKG) to undertake the review; and,
- Securing financial and technical support from SSATP for the process

The key outputs of the review process are:

- A set of recommendations for linking transport and poverty reduction
- A proposed action plan fro implementing the recommendations

2. The Review Process in Kenya

2.1 Preparatory steps

2.1.1 Establishment of the SG

The SG in Kenya was established on June 04, 2004 with a composition of 6 members, 3 from the public sector, 2 from the private sector and 1 from the civil society. This was preceded by a three (3) day Regional Training and Information Meeting organised by SSATP from May 12 to 14, 2004 at the Fairview Hotel, Nairobi, Kenya.

2.1.2 Obtaining formal approval

The SG obtained formal approval to undertake the review process from both the Permanent Secretary and Minister for Transport during the same month. The Permanent Secretaries of the Ministries of Planning and National Development, and Roads and Public Works, as well as the Chairpersons of the NGO Council and the Kenya Private Sector Alliance, gave their support to the review process by nominating representatives of their organizations to join the SG.

A crucial step in the review process was the stakeholder analysis undertaken in July 2004 to identify sectors, groups and cross cutting issues relevant to transport and poverty reduction. The analysis also identified organizations, agencies, individuals and other actors that could represent the interests of the sectors, groups and the transversal issues. From this initial stakeholders list (about 83 organisations/institutions/groups), individuals who are well versed with poverty reduction and transport issues, and who are capable of influencing policy change were selected, using the analysis format in the review Guidelines. It is these individuals, chosen from the public, civil society and private sector organizations/agencies, who became members of the Stakeholder Group (SKG). The SKG comprised twenty five (25) members, including members of the SG.

2.1.3 Formal launch of the review process

Once the composition of the stakeholder group was agreed upon by the SG, they (the proposed SKG members) were notified and requested to participate at the official launch of the process, which took place on August 11, 2004. This was followed by the Launch Meeting on August 11, 2004 to formally flag off the actual review process. The purpose of the Launch Meeting was three-fold, namely to:

- ensure further support by the key Stakeholder Group officials (Permanent Secretaries of the relevant ministries, Chairman of the Kenya Private Sector Alliance and the Chairperson of the NGO Council);
- make the review process better known to heads of entities that had been identified as representatives of various stakeholders groups in poverty reduction and transport issues;
- brief the stakeholder group members on the review process, its purposes, objectives, operating principles, expected outputs, and their roles.

The Launch Meeting was officially opened by the Hon. Andrew Ligale, Assistant Minister for Transport while Ms Orie Rogo Manduli, Chairperson of the NGO Council and Mr. Manu Chandaria, Chairman of the Kenya Private Sector Alliance, both personally participated in the Launch Meeting. Mr. David S. O. Nalo, Permanent Secretary, Ministry of Planning and National Development was represented at the Launch Meeting by Mr. Sam M. Mwale, Economic Adviser at the Ministry while Mr. Elias Tseggai, the SSATP Regional Coordinator for Eastern and Southern Africa represented the SSATP at the Launch Meeting.

2.2 The Review Workshops

2.2.1 Workshop one

Workshop one in Kenya was held over a period of two (2) days at the AMREF International Training Center, Nairobi, from 17th to 18th August 2004. The workshop assessed the poverty reduction strategy as stipulated in the Investment Programme for Economic Recovery Strategy (IP-ERS), which is the official poverty reduction document of the Kenya Government. The aim of workshop one was to provide all members of the Stakeholder Group with a shared and comprehensive understanding of:

The national poverty reduction strategy which includes the goals and objectives, the challenges faced by the priority population groups targeted, the strategies and interventions planned for the key social and economic sectors, and the cross cutting issues to be addressed by the sectors.
How problems and issues relating to transport infrastructure and services - such as access to social services and economic opportunities, mobility and cost of transport services for the poor – are addressed

Workshop one ended with the drawing of initial conclusions and recommendations with regard to whether or not the poverty reduction strategy has been formulated from the point of view of the contribution of transport to its achievement.

2.2.2 Workshop two

Workshop Two was held over a period of three (3) days, from 17th to 19th January 2006 at the Silver Springs Hotel, Nairobi, Kenya. The workshop assessed the Recommendations on Integrated National Transport Policy (INTP), which is, considered as the draft INTP, as well as other transport strategies. Workshop two aimed at:

- providing all members of the stakeholder group with a shared and comprehensive understanding of the extent to which the transport policy and strategy takes into account the poverty reduction strategy objectives;
- identifying strengths and weaknesses in the transport policy and strategy - both on paper, and as actually implemented – in terms of its contribution to poverty reduction;
- agreeing on how the transport policy and strategy might be improved, to better contribute to poverty reduction.

The workshop ended with the drawing of overall conclusions and recommendations.

2.2.3 Workshop 3

Workshop Three took place over a period of two days, from 21st 22nd January 2006 with the aim of:

- Identifying and assessing the current institutional and mechanisms for policy dialogue and formulation,
- Proposing improvements to these arrangements and mechanisms so that transport policy and strategy is coherent and co- ordinated with the poverty reduction strategy.

In addition to drawing up of overall conclusions and recommendations with regard to policy and strategy-making process, the final session of workshop three was dedicated to drawing up of the action plan for taking forward the recommendations of the review process.

3. Participation in the Review Process

A total of 18 people participated in Workshop One, including 6 members from the public sector, 7 members from the civil society and 5 members from the private sector. In terms of representation of poverty reduction and transport issues, 5 participants represented poverty reduction issues, 9 participants represented transport issues and 4 participants represented both transport and poverty reduction issues. In terms of gender balance, there were 6 women and 12 men. Mr. Elias Tsegai, the SSATP Regional Co-coordinator for Eastern and Southern Africa, participated as an observer on Day 2 of the workshop.

Workshop Two was attended by 14 stakeholder group members who included 6 members from the civil society, three (3) from the private sector, and five (5) from the public sector. In terms of gender balance, there were 3 women and 11 men. The workshop resource person and the facilitator also participated in the workshop.

A total of 15 persons participated in Workshop Three, including six (6) members from the civil society, two (2) from the private sector, and six (6) from the public sector. In terms of gender balance, there were 3 women and 12 men. The workshop resource person and the facilitator also participated in the workshop.

The list of participants in each workshop is contained in the report of the respective workshop. The reports have been included here as Attachments 1, 2 and 3, for workshops one, two and three respectively.

4. Challenges in Undertaking the Review Process in Kenya

The review process in Kenya encountered two major challenges, procurement and sustaining stakeholder group interest. Starting off on a very high note in June 2004, the process got held up due to procurement difficulties, from August 2004, to November 2005 by which time, most of the stakeholder group members had either lost interest in the process, left their organisations, retired from public service or died. This explains the low number of participants (albeit very active) in workshops two and three.

5. Overall Conclusions and Recommendations of the PRTSR in Kenya

Tables 1 and 2 below provide a summary of the overall conclusions and recommendations with regard to the linkage between the transport and poverty reduction and the policy-making processes and dialogue that was employed in the formulation of the IP-ERS and the [draft] INTP in Kenya. The detailed conclusions and recommendations from the individual workshops are presented in the respective attachments.

Table 1: Summary of the overall conclusions and recommendations on IP-ERS and INTP

Overall Conclusions	Recommendations
▪ The IP-ERS's does not empirically and conceptually capture the links between wealth creation and poverty reduction. ▪ The IP-ERS and INTP strategies are generally clear on the transport interventions to be made, however, these need to be better aligned, by formulating the transport policy/strategy from the poverty reduction perspective and vice versa, so that transport can make a more visible contribution to the achievement of the IP-ERS (PRS) and enhance its poverty reduction effects. ▪ Both documents do not explicitly mention how access to the social services can be achieved through transport infrastructure and services. ▪ Access and control of productive resources are treated from a socio-cultural perspective in the IP-ERS, and not from the transport perspective. ▪ In the draft INTP access to transport modes by women is explicitly addressed through recommendations on "development of NMIMTs." ▪ Improving living conditions of the urban and rural poor to include roads is indirectly discussed under NMIMTs and land use planning in the IP-ERS. The transport strategy however exhaustively addresses their needs, as opposed to the IP-ERS that gives generalised statements. ▪ The draft INT policy/strategy provide support for the achievement of IP-ERS poverty reduction objectives in respect of poor governance of public resources. ▪ Both documents address the need to deal effectively with the safety and security issues, although the INTP provides detailed sub sector specific strategies to address safety and security of infrastructure development and services.	▪ Formulate the PRS from a transport point of view and vice versa, by sector, priority population groups and transversal issues. ▪ Clearly articulate the links between wealth creation and poverty reduction by showing how wealth creation would practically enhance poverty reduction and explicitly state the role of transport in this ▪ Clearly identify and articulate the role of transport in addressing access to basic services and increase transport infrastructure investment that enhances access to social services such as education and health. ▪ Make a stronger statement on the role of local private sector. In fact, specifically target local (Kenyan) private sector contractors, first through capacity building activities and later, through affirmative action to enhance the scope of domestic private sector participation in the transport sector. These programmes should have clear time-frames and milestones. ▪ Emphasis should be placed on use of labour intensive technologies (beyond the Roads 2000 Programme) to enhance the poverty reduction effects of transport infrastructure development and maintenance. ▪ Emphasis on strengthening the place of periodic and preventive maintenance in the development and management of transport infrastructure and services ▪ Review impact of transport infrastructure and services on expansion of financial services, especially to the rural areas. ▪ Review and consolidate all charges with a view to reducing overall transport costs and keeping them in line with international good practice ▪ Find ways of making public transport costs for senior citizens and other vulnerable groups affordable. ▪ Emphasis and implement policies and strategies on NMIMTs to address the transport needs of poor Kenyans. ▪ Overall, there is need to review the impact of implementation of the IP-ERS and the INTP to determine the impact of transport on poverty eradication. It is important that the results of the ongoing monitoring and evaluation exercise of both the IP-ERS and the INTP be applied to assess the impacts, gaps, and provide recommendations on the way forward. For instance, a review of the Roads 2000 programme should clearly point out how it can be expanded to cover all parts of the country. ▪ Carry out a study on the obstacles to the poor entering mainstream economic activities to inform implementation of the IP-ERS and the post IP-ERS interventions ▪ Formulate strategies for effective and efficient wealth distribution mechanisms ▪ Urgently develop and implement skills enhancement programmes to enhance ability of the poor and unemployed to access income generating opportunities available or that are being created

Table 2: Summary of the overall conclusions and recommendations on the policy/strategy-making process and dialogue

Conclusions	Recommendations
▪ Although consultations took place at certain levels in the policy making process, i.e. during the collection of views and opinions, gaps existed at other levels, e.g. at decision-making level. ▪ It was acknowledged that in the absence of clear guidelines and criteria for inclusion and dialogue at all levels of policymaking, there is no objective basis for assessing the level of involvement or participation.	Improve the policy-making process and dialogue by carrying out the following activities: ▪ Develop, document and operationalise guidelines for inclusion and participation of all sectors/groups in the policy making process at all levels i.e. policy formulation, prioritisation and implementation; ▪ All sectors, public, private and civil society, to develop, share and use comprehensive databases of their respective institutions, the sectors/groups they represent and their areas of engagement and/or expertise; ▪ Implement capacity building initiatives in support of inclusive policy making processes in all the sectors i.e. public, private, and civil society; ▪ Develop and operationalise communication strategies for continued dialogue in the policy making process to achieve a shared understanding and ownership of the policy/strategy documents by the public sector, private sector and civil society; and ▪ Ensure consistency of representation by all sectors in policy making processes through institutionalisation of representation

6. The Way Forward

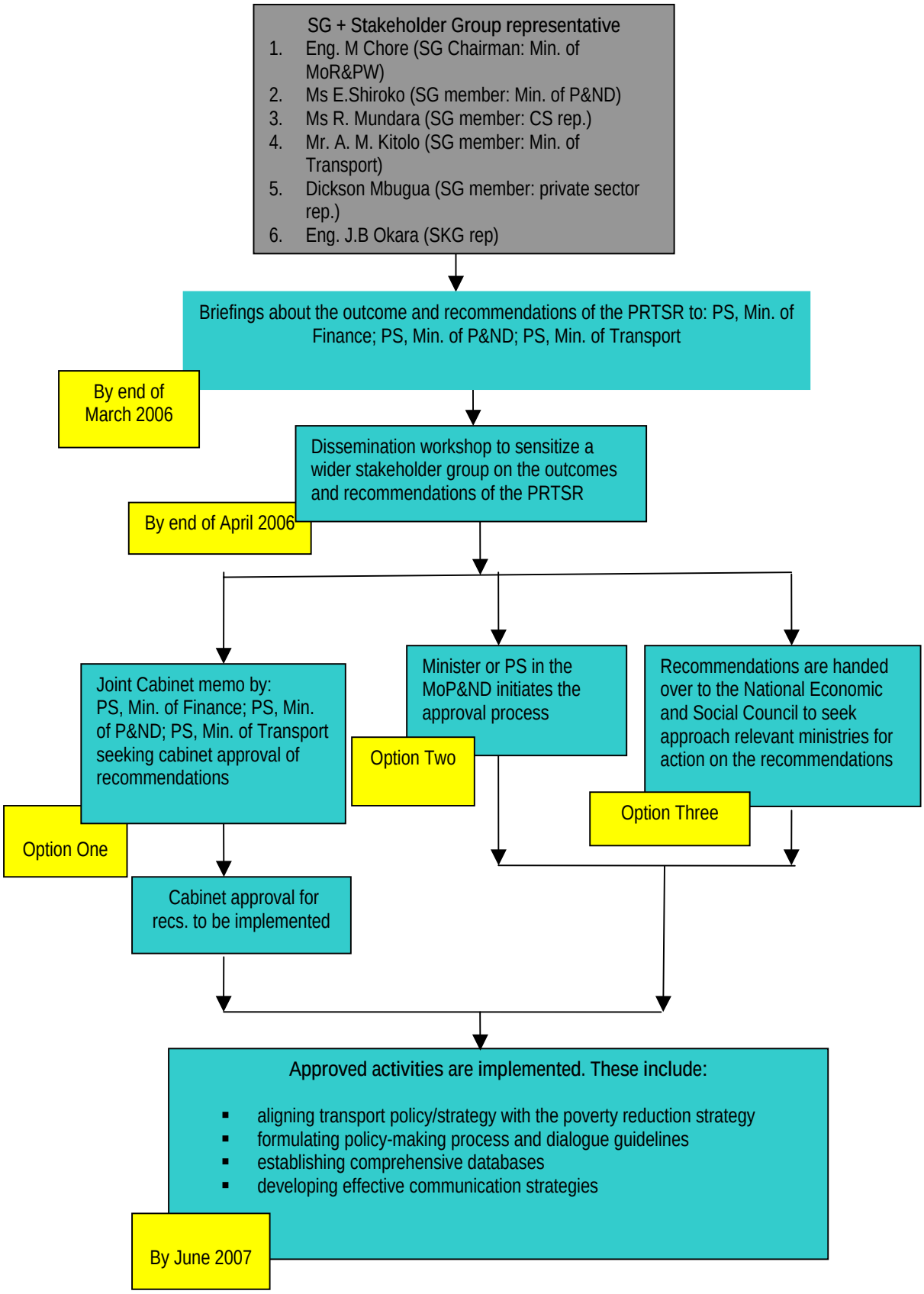
6.1 Action Plan

Table 3 below presents the action plan showing the recommended changes, how these are to be achieved, and the key actors from the public, private and civil society sectors that should spearhead their implementation while Figure 1 illustrates the possible process that could be followed to implement the recommendations.

Table 2: Action Plan Implementing the SSATP Kenya Review Recommendations

Recommended Changes	How To Achieve These Changes	Key People To Bring About These Changes
Improve the IP-ERS by formulating it from the transport point of view	Clearly highlight the transport needs of each priority sector, groups and transversal issues identified in the IP-ERS	Ministry of Planning & National Development Ministry of Finance KEPSA to nominate NGO Council to nominate
Improving the Recommendations on Integrated National Transport Policy by making it respond to the transport needs identified in the poverty reduction strategy	Formulate the transport policy/strategy from the poverty reduction point of view by taking into account the transport needs of each priority sector, group and transversal issue targeted in the IP-ERS (or the post IP-ERS poverty reduction document). *Note: improvement to the Recommendations on INTP (which is considered as the draft INTP) can be initiated right away, i.e. before it is presented to the cabinet.*	Ministry of Transport Ministry of Finance KEPSA to nominate NGO Council to nominate
Improve how policies and strategies are made in Kenya by making the process and related dialogue all inclusive at all levels and	Develop, document and operationalise guidelines for inclusion and participation of all sectors/groups in the policy making process at all levels i.e. policy formulation, prioritisation and implementation; All sectors, public, private and civil society, to develop, share and use comprehensive databases of their respective institutions, the sectors/groups they represent and their areas of engagement and/or expertise; Implement capacity building initiatives in support of inclusive policy making processes in all the sectors i.e. public, private, and civil society; Develop and operationalise communication strategies for continued dialogue in the policy making process to achieve a shared understanding and ownership of the policy/strategy documents by the public sector, private sector and civil society; Institutionalize representation by all sectors to ensure consistency	Ministry of Planning & National Development Ministry of Finance KEPSA to nominate NGO Council to nominate

Figure 1: The proposed way forward for implementing the PRTSR recommendations in Kenya



In the proposed Way Forward for implementing the PRTSR recommendations, (see fig. 1 above), the first step is for the SG to sensitize the three key ministries on the PRTSR Findings and Recommendations. This is expected to result in a "buy-in" by the higher echelons of the relevant government ministries that would make the planned Dissemination Workshop in April 2006 to be a more useful engagement with a wider group of stakeholders. It is envisaged that the briefing meeting(s) - ideally it would be best to have all the three PSs together, but they can also be briefed individually - should be held no later than March 2006.

Subsequent to the briefing meeting(s) and the dissemination workshop, the Stakeholders' Group envisages three possible options for moving towards the implementation of the recommendations. Option One is premised on a Joint Cabinet Memo being prepared by the three Pass to seek Cabinet approval for the implementation of the review recommendations. Option Two requires that either the Minister or the Permanent Secretary in the Ministry of Planning & National Development can apply their mandates and initiate the development and approval of the recommendations, leading to implementation of the same. Should the expanded SG (comprising of the formal SG and the stakeholder representative) find it difficult to make headway with either option one or two, then they would resort to Option Three, which would require them (SG) to bring in the National Economic & Social Council (NESC) to facilitate the process. Whichever option the SG chooses to follow, the Stakeholders' Group proposes that by June 2007, the proposed improvements to the IP-ERS (PRS) and the INTP should have been completed and the Guidelines, databases and communication strategy for an all inclusive and participatory policy-making process/dialogue. Should be in place and are being utilized.

In order to push the process faster, the Stakeholders' Group mandated Eng. Julius Okara (from the private sector) to be its Chairperson, and to work closely with the SG. This was proposed by Mrs. Rahab Mundara and seconded by Mrs. Isabella Karanja. In this role, Eng. Okara and through him the Stakeholders' Group will maintain continual oversight over the Steering Group in ensuring that the recommendations of the review process are approved for implementation.

6.2 SSATP Co-ordination and funding for the SG activities post the Review process

Following the conclusion of the review process and as part of the Way Forward, a new member of the SG sought to know about the source of funding for the SG to continue steering the process until the recommendations are approved for implementation (by which time, it is hoped, the government will take over and liaise directly with the civil society and the private sector in implementing the recommendations. This can be done by formalizing the SG or appointing an implementation committee). Similarly, a member of the SKG wanted to know about the other SSATP activities, how they are co-ordinated and the forum at which stakeholders can share views with the SSATP management. In response, the members of the SG who had participated in the Bamako meeting briefed participants about the discussions on SSATP country-level co-ordination and how it was to the countries to decide what is best. Ms E. Shiroko that following the Bamako meeting, she had prepared a briefing note to share the views from Bamako on SSATP co-ordination. The SG would be liaising with other people, particularly the Chief Executive of the Kenya Roads Board, who also participated in the Bamako meeting so that they can find the most practical and efficient ways for SG co-ordination.

In the meantime, the SG Chairman (Eng. Chore) informed participants that already, USD eighty thousand (80,000) has been earmarked by SSATP to support the setting up of the SSATP co-ordination, particularly in relation to meetings/workshops for discussing modalities for SSATP country-level co-ordination.

On the issue of funding for the SG to continue steering the process, it was not clear if part of the USD 80,000 could be used by the SG, but the Chairman was going to follow this up with the SG management. At this juncture, the facilitator also informed participants that the SSATP Regional Co-ordinator, Mr. Charles Kunaka, is now based in Nairobi and could help to shed more light with regard to what could be expected of SSATP in support of working towards the implementation of the review recommendations.

ATTACHMENTS

REVIEW OF THE POVERTY REDUCTION STRATEGY AS DEFINED THE INVESTMENT PROGRAM FOR ECONOMIC RECOVERY STRATEGY (IP-ERS) FOR WEALTH AND EMPLOYMENT CREATION

AUGUST 2004

1. Introduction

1.1 Background

"Anchoring" of transport policies and strategies into national strategies for poverty reduction is the strategic objective of the Sub-Saharan Africa Transport Policy Program (SSATP) long-term development plan (LTDP). The overall aim is to ensure that the transport sector fully contributes to pro-poor growth and poverty reduction in Sub-Saharan Africa.

In order to effectively link transport and poverty reduction policies and strategies so that transport can make a tangible and visible contribution to poverty reduction, SSATP set in motion a participatory review process to assist Sub-Saharan Africa (SSA) countries that wish to review their policies and strategies on poverty reduction and transport. The key aim of the review is to make recommendations which, when implemented, would ensure that transport is firmly anchored into the poverty reduction strategy. The process requires that a participating country undertakes a number of steps, including the following:

- Establishment of a Steering Group (SG) to spearhead the review process;
- Obtaining formal approval for the process to be initiated in the country;
- Establishment of a Stakeholder Group (SKG) to undertake the review; and,
- Securing financial and technical support from SSATP for the process.

The key outputs of the review process are:

- A set of recommendations for linking transport and poverty reduction
- A proposed action plan fro implementing the recommendations

The SG in Kenya was established on June 04, 2004 with a composition of 6 members, 3 from the public sector, 2 from the private sector and 1 from the civil society. This was preceded by a three (3) day Regional Training and Information Meeting from May 12 - 14, 2004 at the Fairview Hotel, Nairobi, Kenya. The SG also established a secretariat of six (6) members comprising two (2) economists, two (2) secretaries, a messenger, and a driver.

The SG obtained formal approval to undertake the process from both the Permanent Secretary and Minister for Transport during the same month. The Permanent Secretaries of the Ministries of Planning and National Development and Roads and Public Works, as well as the Chairpersons of the NGO Council and the Kenya Private Sector Alliance, gave their support to the review process by nominating representatives of their organizations to join the SG. A crucial step in the review process was the stakeholder analysis to identify sectors, groups and cross cutting issues relevant to transport and poverty reduction. The analysis also identified organizations, agencies, individuals and other actors to represent their interests. From these, individuals versed with poverty reduction and transport issues were selected. From this analysis individuals were chosen from the public, civil society and private sector organizations/agencies, who became members of the Stakeholder Group (SHG). The SHG comprised twenty five (25) members, including the SG. The stakeholder analysis and selection of the SKG was carried out in July 2004. This was followed by the Launch Meeting on August 11, 2004 to formally flag off the actual review process. The purpose of the Launch Meeting was three-fold:

To ensure further support by the key Stakeholder Group officials (Permanent Secretaries of the relevant ministries, Chairman of the Kenya Private Sector Alliance and the Chairperson of the NGO Council);
To make the review process better known to heads of entities that had been identified as representatives of various stakeholders groups in poverty reduction and transport issues;
To brief the stakeholder group members on the review process, its purposes, objectives, operating principles, expected outputs, and their roles.

The Launch Meeting was officially opened by the Hon. Andrew Ligale, Assistant Minister for Transport. Ms Orie Rogo Manduli, Chairperson of the NGO Council and Mr. Manu Chandaria, Chairman of the Kenya Private Sector Alliance both personally participated in the Launch Meeting. Mr. David S. O. Nalo, Permanent Secretary,

Ministry of Planning and National Development was represented at the Launch Meeting by Mr. Sam M. Mwale, Economic Adviser at the Ministry at the meeting. Mr. Elias Tseggai, the SSATP Regional Coordinator for Eastern and Southern Africa represented the World Bank at the Launch Meeting.

1.2 Purpose of Workshop One

Workshop One was held for two (2) days at the AMREF International Training Center, Nairobi, Kenya from 17-18 August 2004. The workshop assessed the poverty reduction strategy as stipulated in the Investment Programme for Economic Recovery Strategy (IP-ERS) and aimed to provide all members of the Stakeholders Group with a shared and comprehensive understanding of:

The national poverty reduction strategy which includes the goals and objectives, the challenges faced by the priority population groups targeted, the strategies and interventions planned for the key social and economic sectors, and the cross cutting issues to be addressed by the sectors.
How problems and issues relating to transport infrastructure and services - such as access to social services and economic opportunities, mobility and cost of transport services for the poor – are addressed.

1.3 Participation in the Review Process – Workshop One

A total of 18 people participated in the workshop. They included 6 members from the public sector, 7 members from the civil society and 5 members from the private sector. In terms of representation of poverty reduction and transport issues, 5 participants represented poverty reduction issues, 9 participants represented transport issues and 4 participants represented both transport and poverty reduction issues. In terms of gender balance, there were 6 women and 12 men. Mr. Elias Assegai, the SSATP Regional Co-coordinator for Eastern and Southern Africa, participated as an observer on Day 2 of the workshop.

2. The Workshop Process

The workshop had a total of six sessions, two of which were working group sessions and 4 plenary sessions.

Session 1 - Introductory Session

In this session, participants introduced themselves, with each stating their name, organisation, and the position in the organisation they represented. Given that some members of the stakeholder group had not participated in the launch meeting, the aims, purpose, objectives, key principles, and expected outputs of the review process were explained in detail. This was to bring all participants to the same level with regard to the review process. Emphasis was placed on commitment to the process, and the key principles, including:

- shared understanding of poverty reduction and transport issues as stated in respective strategies,
- balanced representation by the Stakeholder Group, of various sectors, groups and cross-cutting issues concerned with transport and poverty reduction
- ownership of the process and its outcome by the stakeholder group

The facilitator also explained the roles of the stakeholder group, which include full and continued participation in all the three workshops as well as follow up activities that would ensure that the key output of the process - The Recommended Action Plan - was actually implemented.

Other issues that were explained to participants were the stages that the process had passed through, with particular emphasis on the stakeholder analysis. The manner through which the SG arrived at decisions on the SHG was fully explained.

Having explained the general overview of the review process, (all explanations were visualised on cards), the facilitator then explained the purpose of each workshop and the reason for having breaks between one workshop and the next. Explanations about the rationale for the various workshops were as follows.

Workshop 1 - Assessment of the poverty reduction strategy

Participants were informed that the purpose of this workshop was to enable them have a shared and comprehensive understanding of:

- the national poverty reduction strategy which includes the goals and objectives, the challenges faced by the priority population groups targeted, the strategies and interventions planned for the key social and economic sectors, and the cross cutting issues to be addressed by the sectors; and
- how problems and issues relating to transport infrastructure and services - such as access to social services and economic opportunities, mobility and cost of transport services for the poor – are addressed in the IP-ERS.

They were further informed that this shared understanding could only be achieved if they analysed the IP-ERS with a view to identifying its goals and objectives, challenges faced by the priority population groups targeted, strategies and interventions planned for key social and economic sectors, and cross cutting issues to be addressed by the sectors, as actually spelt out in the document.

The participants were informed that in this session they would first identify poverty reduction issues in IP-ERS, which, according to the explanation given by a representative of the Ministry of Planning and National Development, is the official government poverty reduction strategy (PRS) document. These issues would then be presented and discussed in the plenary. Participants would then work in groups again, to analyse the IP-ERS with a view to identifying links between poverty and transport. In particular they were to identify how problems and issues relating to transport infrastructure and services - such as access to social services and economic opportunities, mobility and cost of transport services for the poor – are identified and addressed by the IP-ERS.

In this session, they would be required to analyse the IP-ERS in terms of its strengths in treating transport as a key contributor to poverty reduction. They would also be required to identify gaps in ensuring that transport makes a tangible and visible contribution to poverty reduction. Lastly, they would make other observations and initial recommendations or suggestions, based on their experiences and knowledge of the poverty and transport issues.

Workshop 2 - Assess the transport policy and strategy from the poverty reduction perspective

Participants were informed that the purpose of workshop 2 would be to analyse the transport policy and strategy from the poverty reduction point of view. They would take into consideration poverty reduction issues addressed by the IP-ERS. To this end, they would undertake the assessment with a view to determining the coherence, harmony, and linkages of the transport strategy to the IP-ERS. They were to decide whether or not, transport policy and strategy, as currently formulated, actually responds to transport needs of the poverty reduction strategy. Also to be decided upon was whether current transport policy and strategy can contribute effectively to poverty reduction. Participants were informed that like the assessment of the poverty reduction strategy, the aims of workshop tow were to:

- provide all members of the stakeholder group with a shared and comprehensive understanding of the extent to which the transport policy and strategy took into account poverty reduction objectives.
- identify strengths and weaknesses transport policy and strategy - both on paper, and as actually implemented – in terms of its contribution to poverty reduction.
- agree how transport policy and strategy might be improved, to better contribute to poverty reduction.

Workshop 3 - Assess how policies and strategies are made

Finally, the facilitator explained that the purpose of the final workshop would be for the stakeholder group members to assess how policies and strategies are made in Kenya. This would allow them to determine whether or not, the policy-making process takes into consideration important criteria of involving a broad range of stakeholders, including those who are most directly affected by the policy and collaboration between the different agencies and actors responsible for policy design and implementation. Participants were informed that the objectives of workshop 3 were to:

- identify and assess the current institutional arrangements and mechanisms for policy formulation and dialogue; and
- propose improvements to existing arrangements and mechanisms with a view to making transport policy and strategy coherent and coordinated with the poverty reduction strategy.

The participants were informed that at the end of the three workshops, they would be expected to draw overall conclusions and make recommendations. These would focus on how improvements to the poverty reduction and transport strategies could be made to particularly ensure that the transport sector makes a significant and visible contribution to poverty reduction. They would also be called upon to make a decision with regard to how the recommended actions could be formulated into an action plan. They were informed of the importance of the continued participation of each participant, particularly since there is a string to the process and any replacements midway could only draw back the process.

At the end of the briefing session, participants were informed of the proposed review process schedule (as suggested by the SG) and asked to analyse it with a view to deciding whether or not, it would be suitable for them. The participants reviewed and adopted the schedule as presented.

To better understand the review process and what it entails, particularly in terms of the need for commitment by each individual stakeholder representative, participants were asked to read the review process guidelines, a copy of which was given to each individual.

After discussions on the presentation on the review process, participants were asked to clarify their understanding of the sectors, groups, and cross-cutting issues that were to be the subject of the assessment. The aim of this clarification was to enable all participants have a shared understanding of these issues, since they would be the basis for the assessment sessions. The clarifications are presented in Table 1 below.

Table 1: Priority sectors, groups and cross cutting issues in relation to transport infrastructure and services

Economic sectors	Social sectors	Priority population groups	Key cross cutting issues
Agriculture Mining Tourism Manufacturing Construction Economic services, including financial, consultancy, transport, trade and ICT	Gender Shelter Water and sanitation Health Education	Commercial farmers, including agriculture and livestock The employed: urban and rural Livelihoods: fisher folks, peasant farmers, ASAL population, small-scale traders, casual labourers Industries: urban, rural and agro-processing Special interest groups School children The elderly Persons with disability Women Manufacturers and transporters	Environment (pollution) Insecurity Public safety Poor governance of public resources Access to social, commercial and economic justice HIV/AIDS

Following the clarifications, Dr. Eric Aligula, the Resource Person, presented an overview of the poverty reduction issues as contained in the IP-ERS. His presentation and the related discussions are presented in Annex E of this report.

Session 2 – Identification and extraction of relevant information from the IP-ERS

In this session, participants were asked to work in groups to identify and extract the relevant poverty reduction issues that are identified and addressed by the IP-ERS. An attempt was made to divide people into groups according to the sectors that they represent. This was found not to be very effective since in dealing with each issue, (sector, population group or transversal issues), there was a need to have people with knowledge and experience on both poverty and transport issues. Further, there would be a need for a group to deal with the overall strategy framework. Conversely, there would be no need for a group dealing specifically with transport issues. Mixed groups were therefore preferred and used.

Working in 4 groups, participants were tasked with the responsibility of analysing the IP-ERS, identifying and extracting information on each of the following issues:

- Overall goals, objectives and targets
- Economic sectors
- Social sectors and priority population groups
- Key cross-cutting issues
- For each of the above issues, each group was asked to carry out the assessment in terms of:
- General issues related to poverty reduction
- Difficulties to be overcome
- Issues relating to transport infrastructure
- Issues relating to transport services

Once in the working groups, members of each group read the relevant chapter/section of the IP-ERS and after discussions and agreement on issues, they extracted and wrote them out on cards, which they displayed on pin boards in readiness for presentation to the plenary.
It is important to note that participants decided that issues on the social sector and priority population groups would be closely related and that one group should address both issues.

Session 3 – Presentation of findings

In this session, which was also the last session of day one, each group presented information identified to all participants in plenary, where each presentation was subjected to a discussion and clarifications made. Table 2 presents the information identified under each sector, group, or cross-cutting issues.

Session 4 – Assessing the IP-ERS on its treatment of Transport needs of the various sectors, priority groups and cross-cutting issues

Before the start of discussions for Day 2, participants were asked to go through the chart on which the information identified and extracted by each group on the previous day was displayed in a matrix, in order to verify and confirm it or to raise any unclear issues. With the verification done, participants dispersed to their working groups to assess how transport needs are treated in the IP-ERS.

To assist with this assessment, participants were given six (key) questions (see the workshop programme), each dealing with one aspect of the transport needs or the other. Questions 1 and 5, and questions 3 and 4, were discussed by one group for each pair while the other two groups dealt with one question each. To assist in the assessment, each group was asked to look out for the strengths of the IP-ERS in its treatment of transport needs and to identify any gaps in the strategy with regard to the links between transport and poverty reduction. Lastly, they were asked to make any other observations and to suggest indicators for measuring the contribution of transport to poverty reduction. This latter request was made at the suggestion of a participant who felt it would be important for participants to give some thought to this issue. Participants were encouraged make use of their knowledge and experience of the real situation while assessing the information contained in the strategy.

Session 5 - Presentation and discussions on the findings regarding the treatment of transport by the IP-ERS

In this session, each working group presented their findings, which were discussed and adopted by the plenary. Details of the findings are presented in Table 3. After the presentations and discussions, participants adopted the workshop outcomes and for both days. They also made some additional suggestions with regard to issues that should be considered by the IP-ERS in order to clearly define the place of transport in poverty reduction.

Session 6 – The Closing Session

Finally participants requested that the report of Workshop One should be distributed to them in advance of Workshop Two in order to enable them prepare adequately before coming to the workshop.

On her part, the facilitator requested participants to take time to read the integrated transport policy and strategy (a copy of which was given to each participant) so as to be able to contribute effectively during Workshop Two, and to enable participants save on time spent in reading the document during working group sessions. This would also allow for more time for plenary discussions in order to reach a shared understanding o the issues. She thanked the participants for the level of commitment shown during the workshop and expressed the hope that they would approach Workshop Two with the same level of commitment. She reminded participants the importance of their individual participation in the next two workshops if the review process is to achieve its key principles of shared understanding, ownership of the process and its outcomes.

Mr. Elias Tsegai, in his capacity as the SSATP Regional Representative thanked participants for their commitment. He observed in the afternoon when he was able to see them work in groups and make the presentations. He expressed his satisfaction with the work that had been done and wished participants success in the remaining steps of the review process. He also informed the participants that in organising Workshop One, the SG had moved faster than SSATP was able to facilitate them financially, but hoped that by the time of the next workshop, the procedures would have been followed and the facilitation made.

Mr. Kirori, Chairman of the SG, thanked all participants for the high level participation and expressed the hope that they would continue with the same spirit, not only up to the end of the workshops, but also in taking the resultant action plan forward. He requested tem to bear with the SG and promised to call each of them as soon as the SG receives the financial support, which had been requested from SSATP.

Lastly, participants confirmed that they would be ready for workshop Two on 31st August and 1st September 2004. As part of their preparations for Workshop Two, they requested to have the report of Workshop One in advance. It was agreed that the validation would be done at the beginning of Workshop Two.

2. Workshop One Outputs

2.1 Discussions Following the Presentation on the Review Process

After the introductions and the elaborate explanations with regard to the purpose, objectives, principles and expected outputs of the review process, participants were invited to ask questions of clarifications and to raise any concerns that they might have regarding the review and the process. Below are some of the concerns and observations.

Effect of the review on the existing transport policy: a participant expressed the fear the review process would interfere with the draft integrated transport policy that has been drawn by the ministry of transport. In response, the other participants made the following observations:

- The proposed review process is timely as it would make an important contribution to the formulation of the final transport policy, which, being in a draft form, means that there is room for improving on it.
- It is important to have this kind of [review] process as it gives the private sector, which is the consumer of policies, a chance to participate in the development of the product, as opposed to the usual practice where policies are drawn without consultation with the consumers.
- The transport sector has always been treated as a technical/closed sector, thus losing its importance to the social well being of the people, hence the need for this review.
- If the transport and other infrastructure are going to contribute to poverty reduction, then it should be presented as a key developmental ingredient where everyone can be involved.

Other remarks included:

- The need for the identification and analysis of poverty issues to be included in the poverty reduction strategy should be participatory and all sectors - the public, private and civil society - should be involved.
- That poverty reduction cannot be a stand-alone item, and treated like a mainstream sector, (e.g. agriculture) to be funded, but should be seen to permeate all that the government is doing across the country. All government departments should, by their very nature and activities and projects, aim to reduce poverty. (This remark was made in reference to the amount of funding that is earmarked for

"poverty reduction activities", which give the impression that poverty reduction is not an integral part, and at the core, of the activities of the government and other development actors.

2.2 Summary of Findings Concerning the Treatment of Transport Needs by the IP-ERS

Strengths

Transport is treated as a key driving force for economic growth and recovery. The document recognises the need to improve transport efficiency and safety, and suggests that a good starting point would be the recognition of the need to review the KRB Act. The Roads 2000 programme puts specific focus on rural access roads, whose other benefit will be to create employment for the rural folk, thus contributing to the overall poverty reduction.

In the economic sector, participants recognised that the planned concessioning of major transport infrastructure, which will include the northern corridor and the railway, will be of great importance in spurring overall national economic development. Also considered as strength are the improvement of existing transport modes and safety strategies, including maritime and inland waterways, airport services and traffic, rehabilitation and maintenance of roads in the national parks, as well as reforming the management and security of transport service and infrastructure.

The other strengths identified include:

- The objectives and vision of transport as a contributor to the social sector are clearly stated.
- The mobility needs of the priority social groups have also been identified.
- Strengthening of road safety, the expansion of the rural access roads and modernisation of the railway network have all been identified as important for priority social sectors and groups.

Some of the cross-cutting transport issues identified as strengths of the IP-ERS include:

- Maintenance and improvement of rural roads
- Upgrading of slum roads
- Proposals for the establishment of road safety authority and the national road safety council
- Involving the private sector in road construction and maintenance
- Concessioning of transport infrastructure, e.g. the airports, railway and maritime
- Modernizing the infrastructure to bring down the cost of doing business in Kenya

Gaps

At the overall objectives was noted that transport is treated as an economic input, but how it contributes to an overall poverty reduction is not clearly stated. Other gaps and weaknesses of the strategy include:

- Transport modes that are crucial to the poor, including footpaths, cycle paths, push cart paths and inland waterways are not properly targeted or integrating in the strategy
- Safety is mentioned only in the context of urban areas, leaving out the rural localities.
- The legal transport framework review does not cover the TLB and the traffic acts.
- Links between the provision of basic services and access through transport means is missing.

At the economic sector level, some of the gaps identified include:

- Inter-linking roads to game parks have potholes
- Lack of strategy for inland waterways
- Inadequacy of waterway transport services
- Lack of standards and safety regulation for water transport services

At the social sector level, participants identified over-concentration on the traditional transport networks and modes as a gap and suggested that there is a need to for strategy planners to begin *thinking outside of the box* and to begin incorporating pro-poor transport infrastructure and services. Others gaps identified include:

- Lack of identification of needs and transport modes for some regions
- None improvement of inland waterways and IMT services
- Surveillance and safety concerns confined to maritime only
- Lack of education on transport issues
- People with special transport needs are not given special attention
- Transport actors seen as a medium for spreading HIV/AIDS along transport corridors
- The effects of transport on the environment are not addressed

Under cross-cutting issues, the gaps identified include issues of insecurity, inadequate public safety, poor governance, and inequality in access to social, commercial, and economic justice. Also of great concern are issues such as HIV/AIDS, which is compounded by the long distance truck drivers (LDTD) due to the length of time taken on the road, as well as issues of environmental degradation and corruption. Of these, participants specifically noted that the strategy does not address the relevance of transport to the spread of HIV/AIDS and degradation of the environment.

Other gaps identified include:

- The Roads 2000 Programme, which is recognized as an important strategy for rural access and mobility, but which only targets 37% of the districts, ignoring a whole 63% of the districts.
- Transport management, safety and security under Kenya Airports Authority (KAA) remain weak in the strategy.
- From their own knowledge and experience, participants added the following to the list of weaknesses:
- Government procurement procedure takes too long
- Corruption diverts funds from intended purposes

2.3 Overall Conclusions and Recommendations

At the end of presentations and discussions on the analysis of the poverty reduction strategy, participants were asked to draw overall conclusions with regard to the IP-ERS and its treatment of transport needs of the various sectors, groups, and cross-cutting issues. A key conclusion is that the IP-ERS does not clearly specify how transport is linked to poverty reduction or wealth creation, and that there is no timeframe for monitoring how and when the wealth created should lead to poverty reduction.

Overall conclusions

Overall, the participants noted that the strategy is unclear on issues such as:

- Policy targeting for the poor
- How to measure the quality of economic growth
- Monitoring and evaluation framework
- Mechanisms for distributing the wealth and its contribution to poverty reduction is not clearly specified
- Procurement procedures, regulations and costs of construction are cumbersome
- Information sharing with the various communities – empowering the poor, particularly with regard to their rights to know about the transport infrastructure and services that are meant to benefit them, is lacking.
- Transport has not been handled as part of wealth creation and poverty reduction but as an input into the overall macro-economic development.
- Overall, the link between the IP-ERS and transport policy strategy is not well conceptualized.
- The institutional framework for implementing the IP-ERS and transport policy and strategy are not well articulated.

Other general conclusions include:

The document does not provide for linkages between the dense and low populated areas.

- The proposed concessioning of the northern corridor and other infrastructures has more of an economic (and to a little extent social) focus than a poverty reduction focus.
- Inland waterways and transport safety (insecurity) problems are not appropriately addressed. In fact, waterway transport has been taken for granted, with no regulations or standards, including for safety and qualifications of operators.
- Transport needs of priority population groups, particularly people with disabilities, the aged and children or pregnant women have neither been identified nor addressed.
- Although pipeline transportation has both economic and social values, its potential has not been tapped, as its stated use is confined to oil transportation only.
- There is a need for indicators that show how improvements in transport infrastructure and services would result in pro-poor growth.

Conclusions at the macro-economic level

- The IP-ERS sees transport in terms of economic growth but not in terms of poverty reductions.
- Transport safety is seen only in terms of urban areas but not in rural locations, although safety issues should concern all modes of transport, e.g. cycling when it is safe.
- Legal framework should be expanded to include all relevant acts
- Concessioning is looked at from the economic perspective. However, focus should be on the structure of concessioning to ensure maximum benefits to the poor in terms of reduced transport costs. It should allow for a package that caters for link-roads and alternative routes.

Conclusions on the social sectors

- The roads 2000 program, which is key to enhancing rural accessibility, has ignored 63% of the districts.
- Employment potential in the maritime sector is unexplored. The training given to seamen in Kenya is inadequate and does not meet international standards. Also information is not available to the local people on their rights to employment in infrastructure construction and what benefits to expect out of such undertakings.
- IMTs, NMTs and inland waterways are mentioned in headings only, but without any actions for them being indicated in the main body of the text.
- There is an over-concentration on economic aspects of transport, and not on the aspects related to social and poverty reduction.
- The document focuses more on welfare improvement, which does not show any links with poverty reduction.

Recommendations

- Make the right link between transport and poverty reduction
- Show clearly how the created wealth would trickle down to the poor.
- Need to get away from the “business as usual” attitude, into an integrated effort where all sectors contribute to the target
- Identify and address the constraints that hinder the transport sector from making a significant contribution to poverty reduction.
- If it can be achieved, equitable distribution of wealth and employment would lead to poverty reduction. (If wealth and employment is not accessible to the poor, poverty reduction strategy cannot be achieved).
- Review the Kenya Roads Board and the Kenya Railways Acts
- Expand railway lines to open up and enhance accessibility to the hinterland
- Upgrade the Bandari Training College to meet international requirements with a view to enabling the Kenyan seamen to be employable internationally.
- Educate people in rural locations on their rights to participate (be involved) in infrastructure development, particularly through employment and other benefits

- Micro-economic (role of SMEs in the economy) stability as a pre-condition for poverty reduction still confusing. Clear linkages between micro-economic framework and poverty reduction must be made, with clear implementation and M&E framework.

In the next pages are the tables presenting the outcomes of one plenary session (table 1) and the two working group sessions, as presented by the groups (tables 2 and 3).

Table 2: Analysis of the IP-ERS

	Poverty reduction strategy (general issues)	Difficulties to be overcome	Issues relating to transport infrastructure	Issues relating to transport services
Main objectives and targets	Wealth creation Fiscal discipline Private sector participation Equity and poverty reduction Increased ASAL productive capacity in agriculture Improved urban infrastructure and social services Improved access to basic services Enhanced governance reforms Judicial reforms Law security Public administration systems Transparency and accountability	Mobilising domestic savings Improving accountability Reducing domestic borrowing by GoK Ensuring external debt sustainability Shifting resources from recurrent to development Reliance on donors Lowering the interest rates Reforming/developing financial institutions (MFIs, SACCOs) How to increasing private sector involvement in infrastructure Increasing infrastructure efficiency Improving accessibility (affordability of infrastructure services by users) Adapting a transparent and legal privatisation process in infrastructure Rationalising of numbers of agencies for road construction and maintenance for major roads Implementation of road/railway/airports concessioning services Lack of funds for governance Sustaining transition levels to secondary schools? Re-emergence of diseases like HIV/AIDS is straining public finances Equitable enrolment of ASAL, urban areas and other vulnerable groups? Capacity of government to manage FPE Challenge of splitting resources between wages and non-wage recurrent expenditures, and capital inputs (for health and education) Weak general wages and incomes policy Poor working conditions and environment Poor governance (corruption, poor management of public resources) Weak public safety and security management.	Expansion of road network and reduction of rehabilitation backlog Roads 2000 for the maintenance of rural roads Increasing private sector involvement in infrastructure development and management Increased efficiency in infrastructure management Rationalised number of agencies for road construction and maintenance Implementation of roads and railway concessions	Improve access and affordability of transport services

Economic sectors	Poverty reduction strategy(general issues	Difficulties to be overcome	Issues relating to transport infrastructure	Issues relating to transport services
Tourism	Foster community-based and eco-tourism Strengthen community based wildlife conservation	Diversifying tourist attractions How to encourage local tourists Insecurity Infrastructure Land management Training policy	More/better infrastructure, e.g. Airstrips Maritime and inland water ways Maritime sector policy Concessioning of the northern corridor	Not identified
Trade and investment	Facilitate local investment AGOA Credit to small and micro-enterprises Barriers to investment Lower cost of doing business	Diversification Liberalisation Domestic supply constraints Enact investment code	East African road network project Expansion of the rail network Improve the existing rail network Harmonise aviation policy	
Industry	Trade fairs Information to manufacturers Increase foreign investments Political influence	Operationalise paper on industrial transformation Industrial competitiveness Constraints to increased investment		
Agriculture	Low growth Lack of market for products Poor access to credit and insurance	Reducing transport costs Access to market information Erratic price movements of agricultural inputs	Roads 2000 program	
Livestock and Fisheries	Network of slaughter houses Access to water sources Improving security and livelihoods of communities	Formulating adequate land policy Food security policy Disease outbreaks Quality and certification of veterinary services Fisheries policy and master plan		
Financial sector	Lack of legal framework to regulate micro-finance and co-operative societies (SACCOs)	National policy on access to financial services development and micro finance		
ICT	Invest in ICT education and training	Finalisation of maritime policy Review telecommunication and postal sector policy		

Priority social sectors

	Key objectives	Key Difficulties to be overcome	Issues relating to transport infrastructure	Issues relating to transport services
Infrastructure	Development of a regulatory and legal framework Privatisation	Encouraging the private sector investment in infrastructure	Competitiveness Expansion and maintenance of infrastructure	Privatisation of services/utilities Improving cross-sectoral cooperation Upgrading slum roads
Education	Improving literacy Improving life skills	Ensuring equitable enrolment Improving completion and transition	Community participation in feeder-roads maintenance	
Health	Improving quality of life Prevention and management of HIV/AIDS	Overburdened health sector (cost of wages and diseases)		
Gender	Mainstreaming women in employment Need for special interventions, e.g. HIV/AIDS, labour, etc	Barriers to entry into the labour market		
Water & sanitation	Increasing national fresh water availability Transferring the management of water to communities			
Shelter	Improve the living conditions of the urban poor.	Addressing the site and service issues		

Priority population groups	The intended improvements to their situation	Key difficulties relating to access and mobility	Key interventions relating to transport infrastructure	Key interventions relating to transport services
The unemployed in the rural and urban settings Livelihoods groups (including the fisher-folks, peasant farmers, the ASAL population, small scale traders, casual labourers Special interest groups (including school children, the elderly, persons with disabilities and women) Industries (including small scale urban, rural and agro-processing) (livestock and agriculture) commercial farmers Manufacturers and transporters	Upgrading education in ASAL, rural and urban areas Access to health services for the poor and the vulnerable Empowerment and protection of the vulnerable groups Mainstreaming special groups in employment Improved commercialisation of rural livelihoods Promotion community participation in tourism Combining activities in infrastructure and productive sectors Integrated development	Decentralisation of management to community levels Developing a legal framework Ensuring equitable enrolment Improving completion and transition Enabling communities to participate in tourism Rehabilitation of roads	None is identified in the strategy	None is identified in the strategy

Cross cutting issues	The objectives to be achieved	Key difficulties to be overcome concerning	Main actions to be taken that are	Main actions to be taken that are relevant to transport services

		the transport sector	relevant to transport infrastructure interventions	
Insecurity and public safety	Restore rule of law Maintain an efficient and motivated police force Promote good governance Strengthen capacity in crime management	Outmoded equipment (the other difficulties, including poor methods of fighting crime uncooperative government officials and inadequate skills, are not related directly to transport sector)	Improved safety in urban transport (pg. 38 in ERS), rural areas not mentioned Establishment of new road safety authority Launching of a national road safety council	Management and security of transport infrastructure (pg. 40) made in passing (more elaborate information should be given) Maritime, air and ferry issues made in passing KPA to manage maritime and KAA to manage airports for increased security KFS to replace two ferries that have outlived their life span (Efficient and secure airports are mentioned in the ERS as priority for economic growth) Transport management, safety and security under KAA remain weak 1st priority is to address security concerns, hence security and safety service levels Increased investment in security, equipment and safety facilities
Poor governance of public resources Access to social commercial and economic justice	To eliminate corruption To restore the rule of law To provide equitable development that favours all citizens To increase efficiency and to lower the cost of judiciary for the poor To strengthen the legal and justice institutions	High level of corruption Poor management of public resources Lack of respect for the rule of law Lack of economic, social and legal frame work to address gender, rural, national and regional disparities	Increased private sector participation Concessioning of major roads construction and maintenance by the private sector	Concessioning of transport services, e.g. airport and maritime Reviewing and harmonising airport charges to make them competitive regionally Concessioning of railways and airports Corruption diverts finances that are meant for poverty reduction purposes including provision of transport services Improvement of port services
The environment (pollution)	To create a legal and regulatory framework	Inadequate management of environmental resources	In the revised IP-ERS, there is no mention of environment in relation to	No transport needs identified under environment
HIV/AIDS	Government is implementing institutional, legal and programmatic reforms to strengthen policy formulation and too focus attention and strengthen action at community level	Weak/inadequate focus at community level	infrastructure while in the ERS, it is only mentioned in passing (*therefore, a good paragraph or page on environment under infrastructure and MDGs should be inserted)*	The role of transport in the spread of HIV/AIDS not identified in the document

Table 3: Analysis of the poverty reduction strategy, focusing on the links between poverty reduction and transport

Question	Strengths	Gaps	Observations	Indicators (for monitoring the contribution of transport to poverty reduction)
How clear is the place of transport in the poverty reduction strategy? How well does it specify the expected contribution of the transport sector to the overall poverty reduction strategies?	Transport is treated as a key driving force for economic growth and recovery Recognition of the need to improve transport efficiency and safety The need to review the KRB act is recognised as a good starting point There is a specific focus on rural access roads – through the roads 2000 program - which will also create employment for the rural folks	Transport treated as an economic input, but it is not clear how this translates into an overall poverty reduction The document is weak on integration of various transport modes Safety is mentioned in the context of urban centres only, yet the rural areas are just as needy Legal framework review does not cover the TLB and the traffic acts Links between the provision of basic services (health, education, etc) and access through transport means is missing Lack of incentives for improving public transport services, IMTs, pedestrian facilities, etc.	The role of transport in the ERS should be to address economic growth objectives and poverty reduction in an integrated way. Safety issues should be a concern for the entire transport infrastructure. There is a need to provide proper balance between infrastructure and affordable transport services Need to emphasise employment creation in transport service and infrastructure sectors Government should consider giving incentives to transport actors to accelerate growth in transport services	Number of jobs created in transport service sector Number of jobs created in transport infrastructure development and maintenance Cost of transport as a % of household expenditure The expenditure on transport (as a % of household time) Cost component as a % of total cost of products or services Cost of transport (tone/km and passenger /km) Extent of integration between transport services and basic services

Question	Strengths	Gaps	Observations	Indicators (for monitoring the contribution of transport to poverty reduction)
How well are the geographical dimensions of the issues addressed?	(no strengths noted in the strategy)	Linkages between high density areas and disadvantaged regions are weak (not addressed) Inter-linkages between low potential areas are missing		
Are the transport related difficulties of the priority economic sectors well identified in the strategy? Does the strategy indicate clearly how the transport sector can or will contribute reducing the problems and developing these priority economic sectors? If not what aspects are missing?	Roads 2000 program Concessioning of the northern corridor The east African road network project A recognition of the important role of maritime and inland waterways A recognition of the need to improve airport services and increase airline traffic Rehabilitation and maintenance of roads in national parks Concessioning of the railway infrastructure Private sector participation in transport infrastructure Reforms aimed towards improving the management and security of transport infrastructure	Inter-linking roads to parks not addressed No strategy for the inland waterways Existing services of marine and inland waterways, e.g. of ferries, dhows and boats inadequate The few existing waterway services are not regulated, causing safety concerns There is a need to expand railway infrastructure and to Improve services to enhance passenger comfort and safety There is a need for specific time frame, with set appropriate standards and supervision There is a need to use appropriate technology in road building and maintenance, e.g. concrete and murram. Look at transport as an opportunity for trade and investment	Issues relating to infrastructure are clear in the matrix but not in the narrative Procurement of services take too long and must be addressed Expand and improve the existing airstrips Put all airstrips under Kenya airports authority (KAA), and all waterways under KPA Inadequate finance The national youth service and the army should be used to build transport infrastructure	Monitor km of road rehabilitated per year, plus the number of people employed during the rehabilitation (or construction) Pilot 2 to 3 districts and monitor daily household earnings

Question	Strengths	Gaps	Observations	Indicators (for monitoring the contribution of transport to poverty reduction)
Are the transport difficulties of the priority social sectors well identified in the strategy? Does the strategy indicate clearly how transport can or will contribute to reducing the problems and developing these priority social sectors. If not what is missing (Findings cover the questions on priority population groups)	Objectives are clearly stated A clear vision given Road safety is being strengthened Rural access roads to be expanded are already identified The rail network is being modernised	Over-concentration on traditional transport networks. (Think outside of the box) No clear rationale for implementation matrix Clarity of road statements required A need to identify needs and transport modes for each region, e.g. air transport for the north eastern province Intermediate means of transport (IMTs) services need expansion and improvement Inland waterways need improvement A need to expand the rail network and inland waterways Surveillance and safety concerns confined to maritime only, leaving out other transport infrastructure network Need for public education on transport issues Lack of targeting for people with special needs, e.g. people living with aids and other diseases Transport actors are seen as a medium for the spread of HIV/AIDS along transport corridors The effects of transport on the environment (pollution) not identified	The link between sector strategy and its objectives is missing/weak Facilitation of NMT infrastructure provision not stated Lack of diversification of pipeline service delivery There is a need for the development of footpaths and cycle-paths. There is a need to strengthen the regulatory framework for non-motorised transport Poor infrastructure makes medical services inaccessible, particularly for the vulnerable groups	Volumes of goods moved Change in land use Number of new investments Change in cost of transport Change in prices of goods Number of jobs created in the transport industry Number of markets opened up because of transport Increased household income within a locality

Question	Strengths	Gaps	Observations	Indicators (for monitoring the contribution of transport to poverty reduction)
Does the strategy indicate which cross-cutting issues are relevant to the transport sector, and how they might be addressed? To which cross-cutting issues can the transport sector make a contribution?	Maintenance and improvement of rural roads target 37% of districts Establishment of road safety authority and the national road safety council envisaged KFS to replace two ferries Upgrading of slum roads Increased private sector participation in transport Concessioning of major road construction and maintenance to the private sector Concessioning of transport services, e.g. airport , maritime and railways Reviewing and harmonising airport charges, making them competitive regionally Improvement of port services and making the port a (duty free?) Port Corruption is recognised as a gap Recognition that modern transport infrastructure is critical to lowering the cost of doing business in Kenya.	63% of districts ignored in development of rural through the Rods 2000 program Transport management safety and security under KAA remain weak Government procurement procedure takes too long Transport infrastructure and its relationship with the environment is ignored in the IP-ERS. Corruption diverts finance from intended purposes such as provision of transport infrastructure and services	KPA to manage maritime infrastructure and services while KAA manages airport infrastructure and services for security and safety HIV/AIDS is not mentioned in relation to infrastructure (the gap should be filled) More information and linkages needed, e.g. on MDGs Poor infrastructure makes medical services inaccessible.	Improved safety of urban transport mentioned as an indicator (but this seems misplaced) Program roads 2000 aims at rehabilitating 2815 km of road between 2003 and 2006. 150 km trunk roads to be reconstructed per annum Proportion of road network in bad or poor conditions to be reduced from 43% to 20% by the year 2006.

Annexes

A: Details of Steering Group

	Name	Position	Organisation	Sector
1	Eng. Maurice Chore	Head of Road Safety Unit	Ministry of Roads & Public Works	Public Sector
2	Ms. Eliana N. O. Shiroko	Senior Economist	Ministry of Planning & National Development	Public Sector
3	Mrs. Rahab Mundara		Intermediate Technology Development Group AAYMCA Building, State House Crescent, off State House Avenue	Civil Society
4	Maj. (rtd) W. Kamunge	Chairperson	Kenya Association of Tour Operators	Private Sector
5	Mr. Dickson Mbugua	Chairperson	Matatu Welfare Association	Private Sector
6	Mr. Gabriel Kirori	Deputy Chief Economist	Ministry of Transport	Public Sector
7	Mr. Paul Kingori	Economist	Ministry of Transport	Secretariat

B: List of Identified Stakeholder Group

	Name	Position	Organisation	Sector	Poverty	Transport
1	Mr. Peter Njenga	East & South Africa Coordinator	International Forum for Rural Transport & Development	Civil Society		
2	Mr. Alfred Kitolo	Deputy Chief Economist	Ministry of Transport	Public Sector		
3	Eng. Maurice Chore	Head of Road Safety Unit	Ministry of Roads & Public Works	Public Sector		
4	Ms. Eliana N. O. Shiroko	Senior Economist	Ministry of Planning & National Development	Public Sector		
5	Mrs. Esther Ndirangu	Deputy Economist	Ministry of Gender, Sports, Culture & Social Services	Public Sector		
6	Mrs. Rahab Mundara		Intermediate Technology Development Group AAYMCA Building, State House Crescent, off State House Avenue	Civil Society		
7	Ms. Isabel Karanja	Chairperson	National Council of Women of Kenya	Civil Society		
8	Ms. Njeri Mwangi		Action Aid Kenya AACC Building, Waiyaki Way, P.O. Box 42814, Nairobi	Civil Society		
9	Mr. Sylvester Kasuku	Lecturer	University of Nairobi, P.O. Box 30197, 00100 Nairobi	Public Sector		
10	Mr. John Ochola	Economist	Institute of Economic Affairs, ACK garden Towers, 5th floor	Civil Society		
11	Mr. Peter Kariuki		Basic Human Rights Campaign, AACC Building, Waiyaki Way, 2nd Floor, C/o Action Aid	Civil Society		
12	Mr. Julius		Kenya National Federation	Private		

	Okara		of Jua Kali Associations	Sector	
13	Maj. (rtd) W. Kamunge	Chairperson	Kenya Association of Tour Operators	Private Sector	
14	Mrs. Eunice Maranya Ombati		Kenya Private Sector Alliance	Private Sector	
15	Mr. Dickson Mbugua	Chairperson	Matatu Welfare Association	Private Sector	
16	Eng. George Mac'Odawa		Kenya Private Sector Alliance	Private Sector	
17	Mr. Stephen Ouma		Kenya Human Rights Commission, NSSF Building, 9th Floor, Block A, Eastern Wing	Civil Society	
18	Ms. Amina Bashir	Deputy Secretary	Law Society of Kenya	Civil Society	
19	Mr. Waweru Kamau	Deputy Chief Economist	Ministry of Planning & National Development	Public Sector	
20	Mr. J.M. Kirigwi	Chief Economist	Ministry of Agriculture	Public Sector	
21	Mr. Geoffrey Muranya	Deputy Chief Economist	Office of the President	Public Sector	
22	Mrs. Agnes Kori	Deputy Chief Economist	Ministry of Education, Science and Technology	Public Sector	
23	Mr. Gabriel Kirori	Deputy Chief Economist	Ministry of Transport	Public Sector	
24	Mr. Nelson Muturi	Chief Economist	Ministry of Agriculture	Public Sector	
25	Mr. Geoffrey Mulama	Deputy Chief Economist	Office of the President	Public Sector	
26	Mr. Paul Kingori	Economist	Ministry of Transport	Public Sector	Secretariat
27	Mr. Samuel Helu	Economist	Ministry of Transport	Public Sector	Secretariat

FACILITATION TEAM			
1	Margaret Ombai	Facilitator	Tacitus Ltd
2.	Dr Eric Aligula	Resource Person	KIPPRA

C: List of Workshop One Participants

	Name	Position	Organisation	Sector	Poverty	Transport
1.	Mr. A. M. Kitolo	Principal Economist	MoT	Public		✕
2.	Mr. Gabriel N. Kirori	Deputy Chief Economist (Chairman, SG)	MoT	Public		✕
3.	Mr. Maurice Chore	Eng. Planning	MoR&PW	Public		✕
4.	Mr. John Kirimi	Chief Economist	MoP&ND	Public	✕	
5.	Ms. Eliana N. O. Shiroko	Senior Economist	MoP&ND.	Public	✕	
6.	Ms. Shobhna Shah	Principal Economist	Ministry of Gender	Public	✕	
7.	Mr. Peter Njenga	Co-ordinator, East &	IFRTD	Civil	✕	

		Southern Africa				
8.	Ms. Rahab Mundara	Program Co-ordinator	ITDG	Civil	✕	
9.	Ms. Isabella Karanja	Chairperson; National Council of Women of Kenya	National Council of Women	Civil	✕	
10.	Ms. Eve Odete	Policy Research Co-ordinator (Replaced Njeri Mwangi)	Action-Aid Kenya	Civil	✕	
11.	Mr. Sylvester O. Kasuku	Transport Policy Expert – Lecturer; UoN	University of Nairobi	Civil		✕
12.	Mr. John Ochola	Program Officer	I.E.A.	Civil	✕	
13.	Mr. Peter Kariuki	National co-ordinator	Basic Rights (campaign)	Civil	✕	
14.	Mr. Julius Okara (replaced Mr. Bwatuti)	Board Member	KNFJ(Jua-Kali)	Private		✕
15.	Maj.(Rtd) W. Kamunge	Governor – Chairman, Kenya Tourism Federation (Replaced Mwangangi)	KEPSA	Private		✕
16.	Ms. Eunice Maranya-Ombati	Director (replaced Mr. Gakombe)	Private Sector Forum	Private		✕
17.	Mr. Dickson Mbugua	Rep. Governor, Transport Sector	KEPSA (MWA)	Private		✕
18.	Eng. George Mac'Odawa	Vice Chairman	KEPSA (infrastructure Board)	Private		✕
19.	Dr Eric Aligula	Resource Person	KIPPRA			
20.	Mr. Kingori	SG Secretariat	MoT			
21.	Mr. Helu	SG Secretariat	MoT			
22	Margaret Ombai	Facilitator	Tacitus Ltd			

Annex D: Workshop Programme

Aims of the Workshop

The assessment aims to provide all members of the stakeholder group with a shared and comprehensive understanding of:

The national poverty reduction strategy which includes the goals and objectives, the challenges faced by the priority population groups targeted, the strategies and interventions planned for the key social and economic sectors, and the cross cutting issues to be addressed by the sectors
How problems and issues relating to transport infrastructure and services - such as access to social services and economic opportunities, mobility and cost of transport services for the poor – are addressed

Day One

Time	Activity	Method
08.30-10.00	Introductions Welcome and introductions Explanation of the review process, it purpose, aims, objectives and expected outputs (facilitator) Explanation of purpose and method s of the workshops Facilitator Explanation of method and programme for workshop 1 (facilitator) Clarification of issues under the various sectors, groups and cross-cutting issues (participants) Presentation of an overview of the IP-ERS (by the resource person)	Plenary
09.30-11.00	Identification of information related to poverty reduction in the IP-ERS, especially concerning: Goals, objectives and targets Economic sectors Social sectors Priority population groups Key cross-cutting issues	Group work
11.00-11.15	Tea/Coffee Break	
11.15-13.00	Identification of information related to poverty reduction in the IP-ERS --- (continued)	Group work
13.00-14.00	Lunch Beak	
14.00-15.30	Presentation, clarification and discussions on the identified information (and completion of the poverty reduction strategy analysis matrix)	Plenary
15.30-16.00	Tea/Coffee Break	
16.00-17.30	Presentation, clarification and discussions on the identified information (continued)	Plenary

Day Two

Time	Activity	Method
08.30-10.30	Assessment of the IP-ERS, focusing on its treatment of transport needs, using the following questions: How clear is the place of transport in the IP-ERS? How well does the strategy specify the expected contribution of the transport sector to the overall poverty reduction objectives? Are the transport related difficulties of the priority economic sectors well identified in the strategy? Does the strategy indicate clearly how the transport sector can or will contribute to reducing the problems and to developing these priority economic sectors? If not, what aspects are missing? Are the transport-related difficulties of the priority social sectors well identified in the strategy? Does the strategy indicate clearly how the transport sector can or will contribute to reducing the problems and to developing these priority social sectors? If not, what aspects are missing? Are the access and mobility difficulties of the priority population groups, and of other key actors in reducing poverty, well identified in the strategy? Does the strategy indicate clearly how the transport sector can or will contribute to reducing the difficulties they face and to supporting their efforts to reduce poverty? If not, what aspects are missing? How well are the geographical dimensions of issues addressed, such as the differences between rural and urban areas, or the problems and development opportunities of the different regions? Does the strategy indicate which crosscutting issues are relevant to the transport sector and how they might be addressed? To which cross-cutting issues can the transport sector make a contribution	Group work
10.30-10-45	Tea Coffee Break	
10-45-13.00	Assessment of the IP-ERS focusing on its treatment of Transport needs (continued)	Group work
13.00-14.00	Lunch Break	
14.00-15.30	Presentation and discussions on working group findings Agreement on overall workshop findings and recommendations Agreement on any additional steps that need to be taken (e.g. further consultations/analysis)	Plenary
15.30-15-45	Tea/Coffee Beak	
15-45-17.00	Agreement on reporting of workshop and validation of report Preparation for workshop 2, to assess the transport policy and strategy	Plenary

Notes on the Workshop Process

A guide to help participants identify and extract relevant information from the IP-ERS is presented in Fig. 11 (page 23 of the Review Guidelines)

During the stakeholder analysis undertaken by the Steering Group for the Transport/Poverty strategies' review, members of the stakeholder group were identified and selected based on their knowledge/expertise and understanding of specific issues under review (see workshop program). For this reason, it is proposed that division into working groups will be based on this knowledge/ expertise and understanding.

Throughout the workshop, the Resource Person, Dr Aligula, will be available to provide assistance to any group, particularly in helping participants to discuss the issues more deeply.

The facilitator, Margaret Ombai, will be available to provide overall guidance on the process and workshop method, and to facilitate discussions, particularly in the plenary sessions and where necessary, the working group sessions

Please do call for assistance whenever necessary, either from the facilitator or the resource person or both.

Annex E: Presentation by the Resource Person - Overview of the poverty reduction strategy

Introduction

The presentation covered the following areas:

- Introduction: This chapter tries in length to define who are the poor?
- Poverty reduction strategy paper. What characterizes the poor in Kenya?
- Economic recovery strategy and wealth creation paper identifies
- Core poverty programmes
- Challenges that includes; funding, coordination among implementing agencies, and definition of what the core poverty programmes are.

Characteristics of poverty

It was noted that that there were many characteristics of poverty that prevent the poor from attaining the set objectives. The ERS separates poverty but does not give mechanism to address the problem, that is:

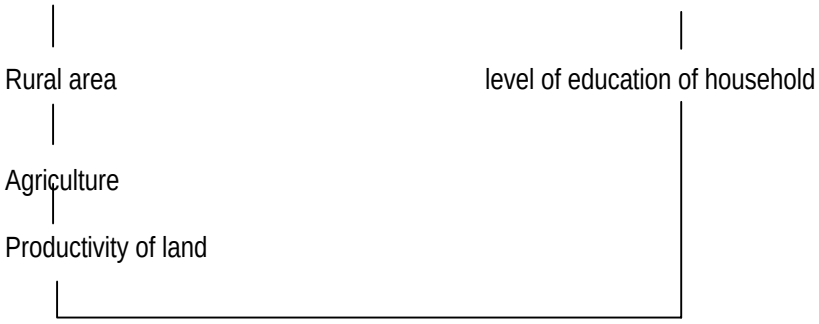
Programmes are split into different Ministries and this makes coordination difficult.

- There should be sector wide approach and multifaceted approach to address poverty.
- Need to spell out specific poverty reduction targets. The WORKSHOP proposed that there was need to publish relevant and easy to understand statistics on poverty rate in the country. This would help policy formulators to come up with specific policy interventions that would address poverty in all sectors of our economy. Such data and information would also help determines outputs of any Endeavour/resources used in fighting poverty and wealth creation.
- Mismatch in identifying core poverty programs.
- Ministry of Tourism unlike other Ministries does not have poverty programs.
- There is no clear mechanism in identifying Core Poverty Programs.
- We need structured mechanism for identifying core poverty programs rather than doing it in ad hoc basis.
- System wide approach to identifying core poverty programs is needed.
- Policy makers have identified the problems in identifying Core poverty programs and Ministries are requested to submit their programs. This is an on-going process.
- Cross-sector dialogue is needed in formulating policies and making decisions on Core Poverty Programs
- The Core Poverty Programs are those with major impact on poverty that should be given priority if resources are not available to implement all identified projects.

The presentation also posed the following questions:

- Who decides the Core Poverty Programs and what institutions do the Stakeholder Group propose?
- Are there some other key functions of the state? In response to this question, participants noted that wealth creation and poverty reduction are just looked at as an after thought. The SKG unanimously agreed that the entire function of the state should be to reduce poverty and create wealth and this should be addressed in an integrated manner.
- The Core Poverty Programs are projects with major impact on poverty. How do we measure the efficiency of the programmes through monitoring and evaluation?

Explanation for poverty incidence



Discussions on the presentation

The issue that dominated the plenary discussions following the presentation was the question of "treating poverty reduction as a main stand alone sector-like issue, to be funded on its own right merit when the reality is that anybody who is serious about poverty reduction would look into ways and means of improving the key economic, and social sectors and putting in place the supportive frameworks and environment for economic and pro-poor growth. They noted that treating poverty as an item to be funded only helps to alienate the poor and to increase poverty incidences and margins.

The other questions were on the difference between poverty reduction and wealth creation and whether it is possible to reduce one and enhance the other? Also of concern was how transport can enhance productivity of land or increase education of households.

While dealing with these questions, participants noted that wealth was the bigger cake and its equitable distribution is an issue that should be looked into. Wealth creation is a necessary but not sufficient condition to reduce poverty. The distribution of wealth is an area of concern and to fight poverty, a fair and even distribution of national resources to all citizens is the only way out for the country.

REVIEW OF THE "RECOMMENDATIONS" ON INTEGRATED NATIONAL TRANSPORT POLICY/STRATEGY

FEBRUARY 2006

1. Background to Workshop Two

Workshop Two in Kenya followed Workshop One which had been conducted in August 2004, and which focused on the review of the Investment Programme for the Economic Recovery Strategy for Wealth and Employment Creation (IP-ERS – the country official PRS) as part of the SSATP, Poverty Reduction and Transport Strategy Review (PRTSR) in Kenya.

2. Proceedings of Workshop Two

2.1 Purpose of Workshop Two

Workshop Two was held over a period of three (3) days, 17 – 19 January 2006 at the Silver Springs Hotel, Nairobi, Kenya. The workshop assessed the Recommendations on Integrated National Transport Policy (INTP). (The Recommendations on Integrated National Transport Policy have been placed before the Ministry of Transport, which is still processing the document before it can be approved as the official transport policy document. In the meantime, it is being treated as the draft INTP). The workshop aimed at:

- providing all members of the stakeholder group with a shared and comprehensive understanding of the extent to which the transport policy and strategy takes into account the poverty reduction strategy objectives
- identifying strengths and weaknesses in the transport policy and strategy - both on paper, and as actually implemented – in terms of its contribution to poverty reduction;
- agreeing on how the transport policy and strategy might be improved, to better contribute to poverty reduction.

2.2 Participation in Workshop Two

A total of 14 persons participated in the workshop. They included 6 members from the civil society, three (3) from the private sector, and five (5) from the public sector. In terms of gender balance, there were 3 women and 11 men. See annex A for list of participants. The workshop was facilitated by Margaret Ombai while Dr Eric Aligula was the Resource Person.

2.3 The Review Process

The review of the (draft) INTP was carried out in five (5) sessions, as follows:

Session one (a): Introductions and recap of workshop one

Following the self introductions and the setting of ground rules (by the participants) on how the workshop was to proceed, the facilitator reminded participants of the purpose and key outputs of the review process as well as the key conclusions and recommendations of workshop one. This was necessary to bring everybody to the same level due to the long period of time that had elapsed between workshop one in August 2004 and workshop two which was happening in January 2006, almost one and a half years later. For this reason, participants were requested to take a bit of time to go through the report of workshop one (which was availed to them) in order to make a link between workshop one and workshop two. To facilitate the recap, in addition to workshop one report, the facilitator also brought back the extraction chart (fig. 12 of the Guidelines) which had been preserved following its adoption by participants in August 2004. In this way, participants were able to visualise their findings and to go back into the IP-ERS and either confirm their findings or make corrections. During this session, and during the comparative analysis, a lot of additional information was extracted from the IP-ERS. In addition to the recap, the facilitator also discussed the objectives of workshop two and the process to be followed in order to achieve the objectives.

<u>Comments on workshop one report</u>

Following the recap by the facilitator, participants observed that the whole report needed editorial correction. It was also noted that the report raised an important issue in respect of whether the IP-ERS effectively deals with

the interface between wealth creation and poverty reduction. This elicited an animated discussion which involved going back to the IP-ERS to ascertain whether or not this question was answered. In the end, participants agreed the IP-ERS did not clearly state how the wealth that would be created through its implementation would be translated into poverty reduction. This conclusion was further confirmed when the Resource Person informed participants that the IP-ERS is a strategy meant to bring about "quick economic recovery in the country". The economic recovery was expected to create an environment that would result in a more sustained effort to address the needs of the poor. It was pointed out that the IP-ERS had specific interventions aimed at dealing with inequality and poverty reduction. The key question facing Kenya was, "after the IP-ERS, then what follows?" This remains an important question especially since the timeframe for the IP-ERS coincides with the lifespan of the current Parliament. Participants felt strongly that the next PRS should be appropriately named and focused on poverty reduction in order to enable the Government and other actors to channel resources towards poverty reduction.

In addition to the debate on the relationship between wealth creation and poverty reduction, participants also found information in the IP-ERS, on issues that had been dealt with as gaps in Workshop One. For example, in Workshop One, there had been no representation from the Ministry of Agriculture and their participation in Workshop Two helped clarify issues that were unclear from Workshop One.

Session (b) Presentation on the National Transport Policy

Subsequent to the comments on the Workshop One report, a brief presentation of the Recommendations on Integrated National Transport Policy (INTP) as well as other transport sector strategies was made by the Resource Person. This presentation covered the following issues:

- Dimensions of Poverty and their Interaction
- Linkages between Transport and Poverty
- Structural Conditions, Transport and Poverty
- Transport Policy in Kenya
- General Objectives of Transport Policy in Kenya
- Transport Sector Interventions
- De facto Transport Sector Policy and Poverty Reduction in Kenya
- Emerging Policy Questions

Emerging Questions

The presentation noted that there was NO approved transport policy in Kenya. What was available were the Recommendations on Integrated National Transport Policy (INTP) and *de facto* transport policy. The INTP (which is being considered as the draft INTP) constituted the output of a multi-disciplinary taskforce set-up by the then Minister for Transport and Communications, in April 2003 to develop a National Transport Policy. This document was handed over to the Minister for Transport and Communications, Mr. John Michuki, in April 2004. De facto transport policy in Kenya was defined as interventions in various transport sub-sectors that constituted operating policy.

The Resource Person pointed out that transport policy interventions in Kenya seemed to focus largely at spurring economic growth. In this regard, and in support of the questions to be answered by the review, the following thematic questions were raised, namely:

Transport Infrastructure

- How do we ensure that infrastructure investment is easy to provide and addresses poverty reduction needs?
- How do we promote NMIMTs?
- Does existing transport infrastructure ensure access in natural disaster situations e.g. how has the transport sector enhanced or hindered Kenya's response to the current drought and other calamities that we have faced?

Transport Services

- How do we ensure access to basic services and markets through transport infrastructure and services?
- How do we deliver transport services to communities?
- How do we control cartels, encourage competition, and ensure affordable services?
- Are we satisfied that the current approaches to service provision are pro-poor?
- Linkages
- Does the policy achieve an optimal mix of transport and non transport interventions?
- Are we satisfied that transport policy addresses the need of strengthening linkages of sector to the economy e.g. strengthening rural-urban linkages?
- How do we enhance sub-sector and intermodal integration in support of the poor? (policy and operational integration)

Externalities

- How do we mitigate negative transport infrastructure and services externalities?
- Regulatory Reform
- Are the existing institutions capable of engendering pro-poor transport reform?
- Are the laws and regulations in place supportive of pro-poor transport reform?
- Funding
- How do we achieve pro-poor funding for the development of transport infrastructure and services?

Session 2 – Review of the (draft) INTP

Group formation

Subsequent to the presentation, the participants discussed and agreed that four groups be formed, with each group dealing with one of the following issues: economic sectors, social sectors, priority population groups; cross cutting issues. The group dealing with cross-cutting issues was also tasked to deal with overall objectives and targets.

These groups undertook discussions and presented the results, which are availed in the following sections of this report.

b) Extraction of relevant information from the [draft] INTP and discussions on findings

The groups discussed and extracted the relevant information from the Recommendations on Integrated National Transport Policy document and made reference to other transport sub-sector documents. An iterative process was adopted in extracting the required information. Tables 1, 2, 3, and 4 provide the information that was extracted by the four groups. This was followed by a plenary presentation and discussions of group findings of the information in the transport policy/strategy and on its response to the transport requirements identified in the IP-ERS. The discussions were animated and saw participants checking out facts in the [draft] INTP. The detailed assessment is presented in Annexes D and E.

c) Comparative assessment of the poverty reduction strategy and the transport policy/strategy

Following the presentation and discussions of the group findings, participants undertook a comparative analysis of the IP-ERS and the [draft] INTP. To facilitate this, the Facilitator cut up the two charts – the Workshop One Chart and Workshop Two Chart containing the extracted information. These were cut up, re-assembled, and pinned up on the wall in such a manner as to allow the "likes" in both charts to be viewed together. The plenary discussion, guided by the Facilitator, followed the questions in Figure 18 of the Guidelines. Moving from one set of "like" charts to the other, participants held long discussions which involved cross checking facts in both the IP-ERS and the [draft] INTP. In this way, they ensured that nothing was taken for granted or a wrong conclusion reached.

During this phase of the analysis, participants were informed by the Resource Person and the Ministry of Planning & National Development Representative (MPND) that the Investment Programme for the Economic

Recovery Strategy for Wealth and Employment Creation (IP-ERS) was an overall economic strategy covering (4) key intervention areas:

- Macroeconomic stability
- Equity and poverty reduction
- Governance
- Infrastructure

On the other hand, the Recommendations on Integrated National Transport Policy (INTP) represented one of the key outputs of the IP-ERS expected from the Ministry of Transport. It presents detailed transport sub-sector strategy to address transport challenges facing the economy.

Session 3 Comparative assessment of the IP-ERS and [draft] INTP

a) Overall Strategy Analysis

The comparative analysis of the workshop covered overall strategy analysis, economic sector analysis, social sector analysis, priority population group analysis, and cross-cutting issues analysis. The results of these analyses are presented in the following sub-sections of this report.

Table 1 below provides a summary of the participants' assessment in respect of the overall policy/strategy analysis. The observations focused on three broad areas, namely the conceptual linkage between wealth creation and poverty reduction, role of domestic private sector, and the linkage between infrastructure investment and social services, including response to the needs of the priority population groups and priority cross-cutting issues.

Table 1: Comparative Overall Strategy Analysis

ISSUE	OBSERVATIONS
IP-ERS's does not empirically and conceptually capture the links between wealth creation and poverty reduction	Strategies proposed are not sufficiently pro-poor Institutions for wealth re-distribution are not well articulated Some projects and programmes that are aimed at addressing poverty are not mainstreamed in the IP-ERS e.g. the CDF Emphasis should be on poverty reduction rather than wealth creation. Wealth creation should be seen as an instrument for poverty reduction rather than being an end in itself (Note: one participant felt strongly that the IP-ERS actually captures the linkages between wealth creation and poverty reduction. Participants allowed him to hold his views but agreed that the conclusion is as stated above)
Make a stronger statement on the role of local private sector	ensure a minimum targeted 30% of all public sector procurement is taken up by the local private sector over the next five years specify the mechanisms through which this target will be achieved harmonise this requirement with other policy prescriptions e.g. the Private Sector Development Strategy
Increase transport infrastructure investment that enhances access to social services	Focus on the role of ALL modes of transport including the role of intermodal facilities (plus facilitation services) in reducing cost of transport and enhancing transport services

Although in terms of overall strategy it was concluded that there was general coherence and consistency between the IP-ERS and transport policies and strategies, the workshop noted that the policies need to:

- lay emphasis on NMIMTs to address the transport needs of poor Kenyans;
- bring out transport infrastructure strategies in support of education and health;
- achieve affordable transport services for senior citizens and other disadvantaged persons;
- emphasise labour intensive transport infrastructure development and maintenance technologies;
- focus on strong transport infrastructure maintenance, both periodic and preventive

- emphasise the role of domestic private sector that has not been adequately addressed in the two documents.

b) Comparative Economic Sector Analysis

In this analysis, participants concluded that in general, the IP-ERS and [draft] INTP strategies are generally clear on the transport interventions to be made to address the economic sector needs. For example, it was noted that strategies relating to low agricultural growth are addressed in both documents. Issues relating to security and information and communication technologies are also fully addressed in both documents. However, these need to be better aligned so that transport can make a tangible contribution to the achievement of the IP-ERS (PRS) objectives and targets of the economic sectors and so enhance its poverty reduction effects.

The other gaps noted in both documents related to how the financial sector and intermodal transport issues are treated. In respect of financial services, these are recognized in the IP-ERS but not addressed in the INTP. The role of transport services in expanding access to financial services and supporting poverty reduction interventions is not mentioned in both documents. Similarly, intermodal transport issues are not addressed directly in the IP-ERS, but are adequately address in the INTP. It was therefore recommended that:

- a review of the impact of transport infrastructure and services on the expansion of financial services be undertaken; and
- consolidation of all transport charges be undertaken with a view to reducing overall transport costs and keep them in line with international good practices.

Table 2 below provides the economic sector analysis of the two policies.

Table 2: Comparative Economic Sector Analysis

ISSUE	OBSERVATIONS
Agriculture	low growth identified in IP-ERS addressed as a consequence of inadequate transport network and poor land administration; INTP does not capture whether lack of market access is a consequence of inadequate transport network; security identified in IP-ERS as well as in the INTP as negatively affected by inadequate road network; food security identified in IP-ERS as well as in the INTP as negatively affected by inadequate road network; lack of market access for agricultural products is identified in the IP-ERS but not addressed in the draft INTP
Financial sector	transport sector has a role to play in the expansion of financial services including microfinance, but this is not addressed in IP-ERS and the INTP.
Tourism	INTP is silent on transport charges which have a bearing on the cost and efficiency of transport mentioned in the IP-ERS.
Industry, trade and manufacturing	Synergy exists between trade and transport in the two documents.

c) Comparative Social Sector Analysis

The comparative social sector analysis focused on the linkage of the transport policy strategy as outlined in the draft INTP and the transport infrastructure, access, mobility and service needs of the social sectors identified in the IP-ERS – health, education, water and sanitation, gender and shelter.

It was observed that at the general level, there was coherence in both documents regarding how they address social sector needs. However, at the specific level, incoherencies were noted, as shown in table 3 below.

Table 3: Comparative Social Sector Analysis

ISSUE	OBSERVATIONS
Access to education, health, water & sanitation and other basic services	both documents do not explicitly mention how access to these services can be achieved through transport infrastructure and services.
Gender	access and control of productive resources treated from a socio-cultural perspective in the IP-ERS and not from the transport point of view in the draft INTP access to transport modes by women is explicitly addressed through recommendation on "development of NMIMTs."
Shelter	improving living conditions of the urban and rural poor to include roads is indirectly discussed under NMIMTs and land use planning.

Participants concluded that the general coherence notwithstanding, there is a need to put in place strategies and mechanisms for enhancing access to basic services through transport infrastructure, by clearly spelling out the transport needs of the priority social sectors in the PRS strategy and addressing the same in the transport policy/strategy. In this way, transport will be able to make a contribution to poverty reduction through the social sectors.

d) Comparative Priority Population Group Analysis

In this analysis, participants made the following conclusions:

- The IP-ERS outlines poverty reduction efforts for both the rural and the urban unemployed levels. Transport sector interventions identified relate to enhancing access to transport infrastructure and services.
- According to both documents, the Roads 2000 Programme is the vehicle for enhancing transport infrastructure needs of the rural populations. However, the programme is not aligned to the needs of specific sectors or groups. Moreover, it was observed that the Programme covers only 26 districts, out of the 71 districts in Kenya, meaning that even if it was meant to enhance employment for the rural poor through enhanced labour intensive construction/maintenance practices, the poor in 45 of the districts would be left out and therefore, its wealth creation and poverty reduction impacts are constrained. (At this juncture, a participant informed the other participants that Roads 2000 was both a concept and a programme and that the 26 districts are those to which donors have directed funding).
- Interventions relating to transport services dealt with provision of NMIMT facilities.
- Interventions relating to mobility and transport services included provision of NMIMT facilities, fiscal incentives, and encouraging the priority population groups to pull-together resources through SACCOs. It was however pointed out that the IP-ERS is silent on how mobility needs of this group could be enhanced. Although it talks about rehabilitation of existing network, it is silent on expansion to reach very remote areas, and on the mobility needs of, for example, people with disabilities, school children, pregnant mothers etc.
- At the general level, participants observed that the two strategies, the IP-ERS and the INTP are largely coherent in so far as they both emphasise the need for transport infrastructure and services expansion and the role of R2000 in employment generation. However, in relation to the priority population groups, it was noted that the transport strategy better, and exhaustively addresses their needs as opposed to the IP-ERS that gives generalised statements.

Based on the above conclusions, participants made the following recommendations:

- expand the Roads 2000 Programme to cover remaining 45 districts;
- the needs of special groups e.g. women, physically challenged, children … need to be addressed better in the provision of NMIMT and other transport facilities and services. Further, in order to address the needs of the priority population groups, the transport strategy must strengthen interventions by empowerment of the actors through community participation in identified projects, developing all weather roads across the country and ensuring expansion of the network to reach unconnected areas;

expanding the network to connect production and marketing/demand centres; provision of NMIMT infrastructure
- carry out a mid-term review to establish the success of the IP-ERS strategy

e) Cross-cutting Issues Analysis

The priority cross-cutting issues identified in the IP-ERS include governance, HIV/AIDs and other communicable diseases; the environment; as well as safety and security.

At the general level, participants concluded that the [draft] INT policies and strategies provide support for the achievement of IP-ERS poverty reduction objectives in respect of poor governance in relation to public resources. However, they noted that while the IP-ERS provides a clear basic framework for addressing the country's governance concerns, the [draft] INTP on the other hand does not clearly specify a strategic objective to deal with governance issues particularly corruption in the sector.

Findings of the comparative analysis on cross-cutting issues are summarised in Table 4.

Table 4: Comparative Cross-cutting Issues Analysis

ISSUE	OBSERVATIONS
Safety and security	IP-ERS and the draft INTP address the issue of safety and security the draft INTP provides detailed sub-sector specific strategies to address safety and security of transport infrastructure and services development and management. no apparent gaps between the two documents were noted
Environment	IP-ERS document provides a framework under which sector specific strategies can be formulated INTP document on the other hand addresses environmental impact of transport infrastructure and services development in a more detailed manner.
Governance	IP-ERS provides a basic framework for addressing Kenya's governance concerns INTP provides no specific strategic objective dealing with governance issues, particularly corruption in the transport sector. This needs to be addressed.
HIV/AIDs and other communicable diseases	IP-ERS provides a framework under which the transport sector can formulate strategies to address challenges of the HIV/AIDs pandemic. INTP has well elaborated sub-sector specific strategies dealing with HIV/AIDs as well as other communicable diseases.

As illustrated in Table 4, both documents address the need to deal effectively with the safety and security issues, but the [draft] INTP provides a more detailed sub sector specific strategies to address safety and security of infrastructure development and services.

3. Workshop Two Recommendations

After thoroughly reviewing the IP-ERS and the INTP, together with other policy documents from the transport sub-sector, participants made the following recommendations:

- A study on the obstacles to the poor entering mainstream economic activities be undertaken to inform implementation of the IP-ERS and the post IP-ERS interventions
- Formulate strategies for effective and efficient wealth distribution mechanisms
- Urgently develop and implement skills enhancement programmes to enhance ability of the poor and unemployed to access income generating opportunities available or that are being created
- Specifically target local (Kenyan) private sector contractors, first through capacity building activities and later, through affirmative action to enhance the scope of domestic private sector participation in the transport sector. These programmes should have clear time-frames and milestones.
- Emphasis should be placed on the use of labour intensive technologies (beyond the Roads 2000 Programme) to enhance the poverty reduction effects of transport infrastructure development and maintenance

- Emphasis on strengthening the place of periodic and preventive maintenance in the development and management of transport infrastructure and services
- Role of transport in addressing access to basic services needs to be clearly identified and articulated
- Review impact of transport infrastructure and services on expansion of financial services
- Review and consolidate all charges with a view to reducing overall transport costs and keeping them in line with international good practice
- Find ways of making public transport costs for senior citizens and other vulnerable groups affordable;
- Emphasis on NMIMTs to address the transport needs of poor Kenyans
- Bring out transport infrastructure strategies in support of education and health.
- Overall, there is need to review the impact of implementation of the IP-ERS and the INTP to determine the impact of transport on poverty eradication. To this end, It is important that the results of the ongoing monitoring and evaluation exercise of both the IP-ERS and the INTP be applied to assess the impacts, gaps, and provide recommendations on the way forward. For instance, a review of the Roads 2000 programme should clearly point out how it can be expanded to cover all parts of the country.

Tables 5-9 in the next pages present the issues that were identified and extracted from the [draft] INTP and its response to the transport needs of the IP-ERS.

Table 5: Overall Issues

	Challenges to be overcome	Strategy relating to access and transport infrastructure	Strategy relating to mobility and transport services
Overall policy and strategy	Poor quality of transport services Inappropriate modal split Unexploited regional role of the transport system Transport system not fully integrated Inappropriate institutional framework for effective development/management of road infrastructure Urban environmental pollution Lack of an urban transport policy Institutional deficiencies Lack of a vision for the transport sector Unexploited opportunities inland waterways industry (enact the inland waterways bill – pg 137)	Develop appropriate inland water infrastructure Increase investment in transport infrastructure Enhancing the role of the private sector in transport infrastructure development and management Facilitate the formation of an inland water institute Invest in infrastructure for access to social services	Enhancement of transport services and quality Eliminate impediments to NMIMTs Ensure fair competition Involve all stakeholders including women in development/management in all modes of transport

Table 6: Issues relating to economic sectors

	Key difficulties relating to access and mobility	Strategy relating to access and transport infrastructure	Strategy relating to improved mobility and transport services
Agriculture	Inadequate environmental policies that destroy flora and fauna Poor land administration and governance challenges which leads to encroachment of land reserved for transport infrastructure development Lack of integrated aviation services in national economy Inadequate road network	Develop, rehabilitate and maintain road transport network in line with national/regional aspirations Incorporate provisions for disadvantaged Develop transport infrastructure causing minimum damage by use of EIAs Promote use of less polluting mode of transport Transform airports into logistics hubs for commercial activities	Introducing mass passenger transport e.g. buses, tramps, light rails Encourage shift to high occupancy public vehicles Incorporate NMIMTs Develop and implement local transport plans that are fully integrated with urban/regional plans

Tourism	Poor road designs affecting safety Need for a vibrant aviation industry for efficient passenger/cargo services Irregular operating schedules by public operators Low occupancy vehicles and insufficient supply of NMIMTs Lack of integrated/rural/urban railway network Poor urban commuter services Likoni channel poses restriction on transportation to/from south coast KFS poses safety and security problems. Also not insured. Lack of appropriate infrastructure for handling cruise ships Poor inland waterways offered by KRC/Private sector	Ensure appropriate equipment of mass commuter transit rail service in urban area Expand the rail network to increase capacity Set up metropolitan transport authorities to provide park and ride facilities Formulate transport sub-sector master plan	Establishment of a national road safety council Improve security along highways Enhancement of flight safety and security in accordance with international standards Promote use of NMIMTs enhance use of water transport for coast, lakes, rivers Develop low cost transport services
Manufacturing	Vehicular congestion due to poor usage by private vehicles, PSV's and NMIMT's Lack of security and safety in lake Victoria and other inland waters KRC Safety and security for passengers Lack of insurance in KRC Maritime transport safety and security Lack of search and rescue services	Set up search and rescue centres in Mombasa for maritime operations and also inland Ensure aerodrome infrastructure developed to international standards Develop JKIA to be the preferred aviation hub Construct permanent crossing across Likoni channel Review ferries Act Ensure rail services accessible to majority of people Ensure passengers services are country wide and integrated with other m odes of transport	Create a dedicated maritime security unit to enhance security along coastline Develop comprehensive safety and security framework for lake Victoria and other inland waterways Incorporate adequate safety and security matters including insurance
Mining	Aviation safety and security to be enhanced	Provide basic infrastructure for the safety of NMIMTs crossings, walkways, foot bridge Ensure safe and secure road transport systems Develop inter modal transport system	Establish regulatory framework for compensation in KRC Establish legal framework for search and rescue operations Promote growth of cruise ship business De-link railways from inland waterways
Financial sector			Formation of the National Transport Information Support Services (NATISS) Development of inter-modal facilities to integrate the transport logistics chain
ICT	Lack of integrated ICT systems for providing and sharing data amongst all modes	Establish inter-modal ICT systems	

Table 7 Issues relating to social sectors

	Key difficulties relating to access and mobility	Strategy relating to access and transport infrastructure	Strategy relating to improved mobility and transport services
Infrastructure Education Health Gender Water and sanitation	Lack of regulatory framework to integrate NMIMTs into transport network Sustainable environment polices not adequately integrated in roads construction Inadequate considerations to road safety issues in operation of road infrastructure Poor state of infrastructure in rural/urban areas inhibiting access to basic social services Coherent strategy for rural urban transport infrastructure Expand transport mode (PT, NMIMTs	Incorporate NMIMTs in facilities in all road designs and maintenance Incorporate road safety issues in road designs (enhance transport safety) Make NMIMT easily accessible and especially to women Open ship registry (facilitate local participation in maritime services)	Reduce cost of mobility for rural communities and railway commuter service for urban areas Road safety be introduced in education curriculum (university and tertiary level for engineers, planners) Gender compliant NMIMT vehicles and facilities

Table 8: Issues relating to priority population groups

	Key difficulties relating to access and mobility	Strategy relating to improved access and transport infrastructure	Strategy relating to improved mobility and transport services
The physically challenged; pregnant women, the aged; children; cyclists; pedestrians	Corruption leads to high costs Dilapidated infrastructure Poor and uncoordinated infrastructure Little or no stakeholder participation Inadequate NMIMT infrastructure to address gender issues Lack of infrastructure resulting in exclusion of some area	Install facilities to allow for road safety for the disabled Involve stakeholders at all levels; accountability and transparency, job creation at local level Construct all weather roads near settled areas Construct pedestrian, cyclist pathways, physically challenged persons, beepers for blind persons Innovative funding sources Children friendly crossing and road safety skills especially in rural areas Unreliable and inefficient PSV transport system (challenge) Lack of political good will to support road safety (challenge) Use of transport and non transport interventions i.e. bringing basic needs closer to the people	Encourage use of other modes e.g. NMIMT, tramps etc. Review and provide for persons with special needs Provide training facilities Develop and enforce standards Reorganize transport providers Promote use of high occupants PSVs Provide infrastructure e.g. bus lanes, pedestrians, Encourage local ownership through financial incentives e.g. boats, ships, buses etc

Table 9: Cross-cutting issues

	How cross-cutting issues will be addressed in the planning and management of transport infrastructure	How cross-cutting issues will be addressed in the planning and management of transport services
Safety and security	Set up and equip search and rescue coordination centres Provide appropriate basic road furniture, infrastructure and other amenities Establish guidelines, standards and specifications for transport infrastructure development and operation (roads)	Vehicles are manufactured and maintained in worthy conditions Adopt and implement regional and international treaties on maritime pollution and inland water ways Develop curriculum for users, enforcers and operators of transport services Domesticate international conventions on efficient and less polluting fuel Ensure all modes of transport undergo inspection
Environmental issues	EIA of development of transport infrastructure Alignment of transport and land use planning	Discourage fuel transportation by road in areas served by the pipeline EIAs and MITIGATION MEASURES Use of efficient and less polluting modes of transport Alignment of transport and land use planning
HIV/AIDS pandemic and other communicable diseases	Develop a multi sectoral and multi faceted framework to combat HIV/AIDS and other communicable diseases Enhance safety and security on all modes of transport	
Governance issues	Develop a national accreditation system for institutions training transport industry personnel Human resource accreditation development of maritime training institution Institutional reforms: Department of transport National transport research institute National transport safety board National transport information support services (NTISS) Separating policy making, regulation, and service provision	Develop public awareness campaign programmes and undertake awareness campaign Responsiveness to market needs Ensure fair competition Consumer protection
Access to social, commercial and economic justice		Ensure fair competition Consumer protection Establishment of codes of conduct Client service charters Institutionalization of regulatory impact analysis

Annexes

Annex A: List of Participants

NO.	NAME	POSITION	ORGANISATION	SECTOR	SECTOR/GROUP/ISSUE
1	Peter Njenga	Eastern and Southern Africa Coordinator	IFRTD	Civil Society	Cross-cutting Issues/Poverty Reduction
2	Samuel K. Gicheru	Economist	Ministry of Agriculture	Public Sector	Economic Sectors
3	Eliana N.O. Shiroko	Economist	Ministry of Planning and National Development	Public Sector	Poverty Reduction
4	Gabriel N. Kirori	Economist	COMFUS	Civil Society	Transport Sector
5	Major (rtd) William Kamunge	Chairman	Kenya Tourism Federation	Private Sector	Economic Sector
6	Julius Okara	Director	MSME/Jua Kali	Private Sector	Economic Sector
7	John Ochola	Economist	CUTS	Civil Society	Economic Sector
8	A.M. Kitolo	Economist	Ministry of Transport	Public Sector	Transport
9	Paul K. Kingori	Economist	Ministry of Transport	Public Sector	Transport Sector
10	Dickson Mbugua	Chairman, MWA, Road Sector, KEPSA	KEPSA	Private Sector	Priority Population Groups
11	Isabella Karanja	Chairperson	National Council of Women of Kenya	Civil Society	Priority Population Groups/Social Sector
12	Rahab Mundara	Programme Manager	ITDG/Practical Action	Civil Society	Social Sector/Priority Population Groups
13	Josiah Munyua	Economist	Ministry of Gender	Public Sector	Social Sector
14	George O. Mac'Odawa	Engineer	KEPSA, Vice Chair, Infrastructure Board	Private Sector	Infrastructure

FACILITATION TEAM			
15	Margaret Ombai	Facilitator	Tacitus Ltd
16	Eric Aligula	Resource Person	KIPPRA

Annex B – Workshop Objectives and Programme

The purpose of the workshop was to review the treatment of poverty reduction issues in the transport strategy as well as the coherence between the poverty reduction and transport strategies.
The objectives of the 2nd workshop are to provide all members of the Stakeholder Group with a shared and comprehensive understanding of:

The extent to which the country's transport strategy takes into account poverty reduction objectives and priorities;
The strengths and weaknesses of the transport strategy in terms of its contribution to poverty reduction;
How the transport strategy should be improved to better contribute to poverty reduction.

Day 1: 17th January 2006

Time	Activity	Method
09.00-10.10	Welcome Remarks and Introductions Opening remarks (by a representative of the SG) Explanation of method and program of workshop 2 (facilitator) Brief presentation of the transport and the Roads sub-sector strategy and policy (Resource Person/the concerned ministries) Preparation of the group work for after the break (facilitator)	Plenary
10.10-10.30	Tea/Coffee Break	
10.30-13.00	Extraction of relevant information in the transport strategy The Stakeholder Group breaks into five working groups and puts together relevant information as follows (see Fig.15 in the Guidelines): Objectives and difficulties to overcome, especially relating to poverty reduction Transport problems and strategy for the economic sectors Transport problems and strategy for the social sectors Transport problems and strategy for priority population groups Transport strategy related to key cross-cutting issues Note: All groups must pay attention to: geographical aspects (e.g. variations between urban and rural, and between different areas of the country); all modes of transport and both motorized and non-motorized forms of transport; and interventions by public, private and civil society stakeholders.	Work undertaken in five small groups
13.00-1400	Lunch Beak	
14.00-15.30	Extraction of relevant information in the transport strategy continued	Group work continues
15.30-16.00	Tea/Coffee Break	
16.00-17.30	Presentation of the information on the transport strategy and on its treatment of poverty-reduction issues The five working groups present their findings, and the transport strategy analysis matrix is completed, following Fig.16 in the Guidelines	Plenary

Day 2: 18th January 2006

09.00-9.15	Explanation of the day's program and tasks The re-assembled chart is presented to the participants Explanation of day's program and tasks Organization of working groups	Plenary
9.15-10.30	Comparative assessment of the poverty reduction strategy (PRS) and the transport strategy Four small working groups discuss the findings of the comparison between the poverty reduction and transport strategies: transport and poverty reduction strategies for economic sectors transport and poverty reduction strategies for social sectors transport and poverty reduction strategies for priority population groups transport and poverty reduction strategies for cross-cutting issues	Working groups
10.30-11.00	Tea/Coffee Break	

11.00-13.00	Comparative assessment of the poverty reduction strategy (PRS) and the transport strategy continued The four working groups feed back their findings in plenary, and participants discuss.	Plenary
13.00-14.00	Lunch Break	
14.00-15.30	Comparative assessment of the poverty reduction strategy (PRS) and the transport strategy continued This session is a structured discussion on the findings of the assessment and the recommendations for improvements, following six questions (see Fig.18 of the Guidelines). Which poverty reduction goals and objectives does the transport strategy contribute to achieving? Which are less well addressed by the transport strategy? Which should be better addressed by the transport strategy in the future? To what extent is the transport strategy meeting the objectives and needs of economic sectors prioritized in the poverty reduction strategy? Which economic sectors are well served by the transport strategy and which not so well? How could the transport strategy improve its contribution to the development of priority economic sectors (indicate for each economic sector)? To what extent is the transport strategy meeting the objectives and needs of the social sectors prioritized in the poverty reduction strategy? Which social sectors must be better served by the transport strategy? How could the transport strategy better meet the needs of the social sectors (indicate for each social sector)?	Plenary
15.30-16.00	Tea/Coffee Break	
16.00-17.30	Comparative assessment of the poverty reduction strategy (PRS) and the transport strategy continued To what extent is the transport strategy meeting the access and mobility needs of the population groups and other actors targeted by the poverty reduction strategy? Whose needs, and which needs, must be better served by the transport strategy? What are the priorities for action within an improved transport strategy? If the transport strategy needs to be adapted to better meet the needs of priority social and economic sectors and of population groups targeted by the poverty reduction strategy, what are the implications for transport sector plans and priorities? What adaptations might be needed? Which cross-cutting issues are taken into account by the transport strategy, and which are less well addressed? How can the transport sector make a more substantial contribution to meeting the various cross-cutting goals (indicate for each goal)?	Plenary

Day 3: 19th January 2006

9.00-9.10	Explanation of the day's program and tasks	Plenary
9.10-10.30	Overall findings and recommendations Agreement on overall workshop findings and recommendations Agreement on any additional steps that need to be taken (e.g. further consultations/analysis)	Plenary
10.30-11.00	Tea/Coffee Break	
11.00-13.00	Closing session Agreement on reporting of workshop and validation of report Preparation for workshop 3, to assess the policy and strategy processes and elaborate the action plan Closing of the workshop	Plenary

Annex C – Resource Person Presentation

SSATP Poverty Reduction and Transport Strategies Review for Kenya - Workshop II

ERIC ALIGULA
Senior Policy Analyst
Infrastructure and Economic Services Division
Kenya Institute for Public Policy Research and Analysis

Presentation Outline

- Purpose of Review
- Workshop II Objectives
- Poverty Recap
- Transport and Poverty Nexus
- Kenya's Transport Policy
- Emerging Policy Issues

2

Purpose of Review

- identify coherence or lack thereof between transport and poverty reduction strategies;
- assess poverty reduction strategies to determine whether they express the mobility, access, and affordable transport services needs of the poor.

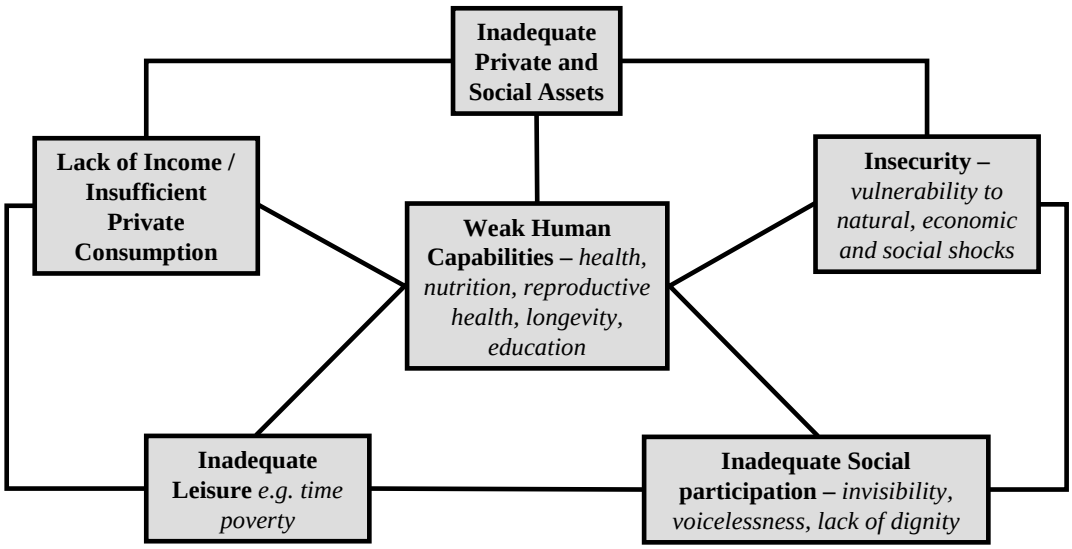
3

Workshop Two Objectives

- provide all members of the stakeholder group with a shared and comprehensive understanding of the extent to which the transport policy and strategy takes into account the poverty reduction objectives;
- identify strengths and weaknesses the transport policy and strategy - both on paper, and as actually implemented – in terms of its contribution to poverty reduction;
- agree how the transport policy and strategy might be improved, to better contribute to poverty reduction.

4

Dimensions of Poverty and their Interaction



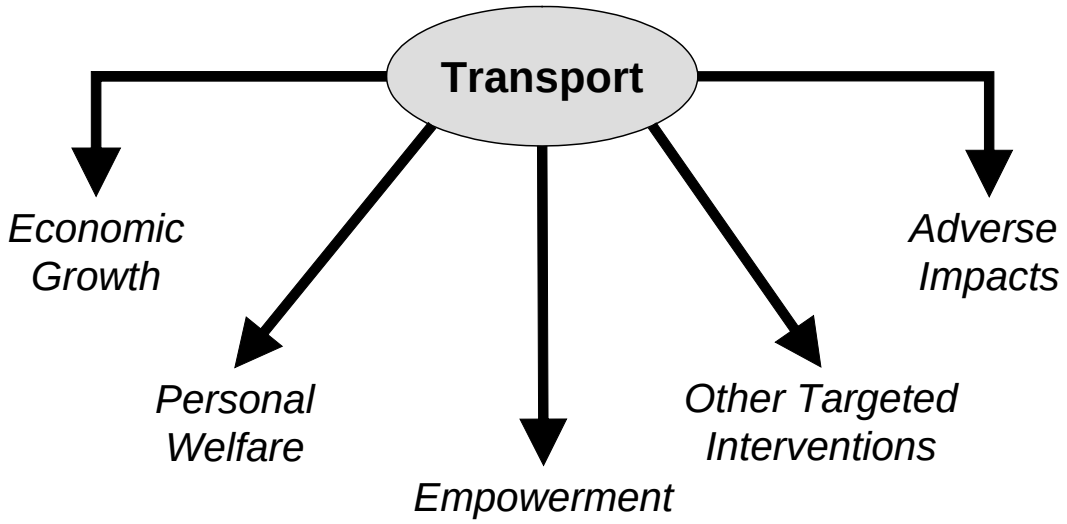
5

Transport and Poverty Nexus

- **Economic growth**
  - mobilises resources
  - facilitates exchange of commodities
- **Redistribution**
  - supports targeted delivery (health, education, etc)
- **Safety & Security**
  - seeks to reduce the vulnerability of the poor through negative externalities
- **Empowerment**
  - supports the participation of the poor in the development process
  - increase mobility

6

Linkages between Transport and Poverty



7

Poverty Impacts of Policy Interventions

INTERVENTION	TYPE OF POVERTY IMPACT
Lower Total Transport Costs	Inter-Regional Trade Eases Spatial Imbalance in Supply & Demand
Improved Rural Roads	Expanded Constituency / Voice Social / Political Participation
Roads Boards with User Representation and Accountability	User Decisions on Charges and Allocation of Funds (e.g., to Maintenance and Poor Areas)
Increased Access and Mobility	Workers Able to Follow (Seasonal) Jobs
All Year Motorized Access	Fast Response to Emergencies Reduced Vulnerability
Lower Vehicle Operating Costs	Reduced transport costs Increased profitability attracting investment in services

Structural Conditions, Transport and Poverty

Structural Condition	Transport Link	Poverty Reduction / Elimination Policy?
Geography	• Sets transports conditions e.g. access by road, rail, waterway or sea. • Determines choice of transport infrastructure e.g. bridges, tunnels rails, roads or paths. • Influences cost of improving transport infrastructure.	• *Appropriate land use planning* • *Appropriate transport infrastructure and services*
Location	• Distance of households from community centre, towns, capital, coast etc; roads/ infrastructure	• *Bring services closer to people* • *Expand infrastructure and services*
Seasonality	• Maintenance costs of infrastructure, need for all weather access roads, seasonal demand for transport services	• *Labour intensive construction and maintenance*

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Structural Conditions, Transport and Poverty

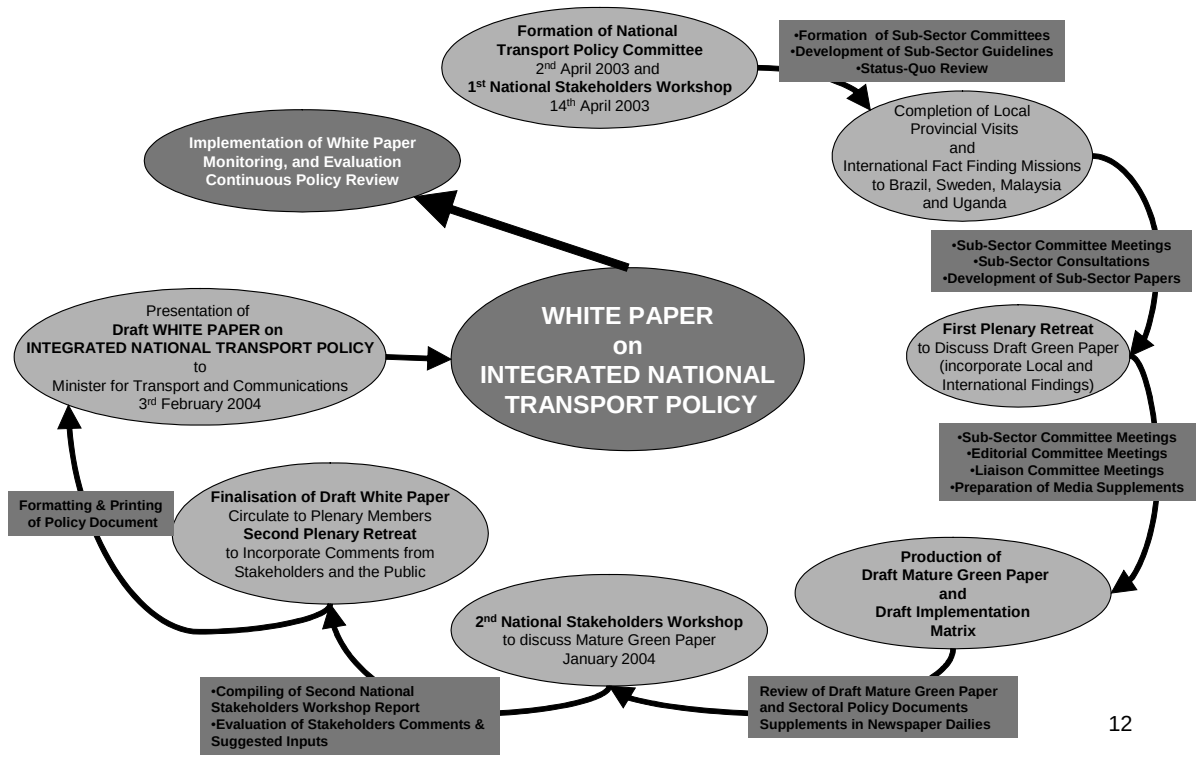
Structural Condition	Transport Link	Poverty Reduction / Elimination Policy?
Population density	• Level of effective demand for transport services	• *Affordable and appropriate transport infrastructure and services*
Shocks	• Vulnerability to natural and man made disasters-floods, famine, war, disease • Sufficiency of transport infrastructure for access in emergency • Potential of transport infrastructure to increase vulnerability by exposing communities to risk e.g. HIV/AIDS	• *Appropriate infrastructure design* • *Public awareness campaigns*

10

Transport Policy in Kenya

- Recommendations on Integrated National Transport Policy
- *De facto* Transport Policy

11



12

Transport Policy
General Objectives

- integrate transport with national and regional socio-economic demands;
- establish appropriate institutional systems for transport sector management, coordination and regulation;
- develop and maintain an integrated and coordinated transport infrastructure for efficient movement of passengers, freight and mail and support disaster management efforts;
- develop appropriate transport sector funding/financing mechanisms;
- integrate transport in land use planning and management systems;
- deliver efficient and effective sector operations to enhance national productivity;
- enhance investments in the transport sector;

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Transport Policy
General Objectives

- apply ICTs in transport planning, operations and management to enhance sector efficiency;
- facilitate regional integration and trade;
- incorporate environmental protection and resource conservation issues in transport sector activities;
- ensure enforcement and compliance with sector laws and regulations;
- develop a national transport information database for effective transport planning and management;
- enhance public awareness through use of appropriate information to inculcate positive attitude change;
- improve safety and security in the transport industry;
- develop and promote appropriate human resource capacities in the sector; and
- facilitate public private partnerships.

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Recommendations on Integrated National Transport Policy

- In three volumes
  - Volume I: Broad Policy Stance and Prescriptions
  - Volume II: Sub-Sector Specific Focus
  - Volume III: Implementation Matrices for the INTP
- Focus on enhancing the role transport in the economy through:
  - Increased transport sector investment
  - Enhancing performance of other sectors in the economy
  - Increased revenue from the transport sector

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Transport Sector Interventions

THEME	POLICY STANCE	INTERVENTIONS
Overall	No approved transport	• Recommendations on Integrated National Transport Policy • Northern Corridor Transport Improvement Project
Road Transport	Roads sector strategy paper	• Roads 2000 Strategy • Fuel Levy • Northern Corridor Transport Improvement Project • JICA Study • Proposed Kenya Municipal Programme • Public Transport Reforms • Concessioning Project

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Transport Sector Interventions

THEME	POLICY STANCE	INTERVENTIONS
Maritime Transport	Performance enhancement of Kenya Ports Authority	• Kenya Ports Authority Modernisation • Kenya Maritime Authority
Railways Transport	Privatisation of Kenya Railways	• Recommendations on Integrated National Transport Policy • Privatisation of Kenya Railways
Inland Waterways	?	?
Air Transport	Improve performance of airports	• Northern Corridor Transport Improvement Project

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Transport Sector Problems
Economic Sectors

- **Economic Sectors**
  - Agriculture, mining; tourism; manufacturing; construction; economic services, including financial, consultancy, transport, trade and ICT
- **Problems**
  - High transport costs
  - Poor quality of transport services
  - Inappropriate modal splits
  - Unexploited Regional Role of the Transport System
  - Transport System Not Fully Integrated
  - Urban Environmental Pollution
  - Lack of an Urban Transport Policy
  - Institutional Deficiencies
  - Lack of a Vision for the Transport Sector

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Transport Sector Problems
Social Sectors

- **Social Sector**
  - gender; shelter; water and sanitation; health
- **Problems**
  - access; mobility; pollution; crashes; safety and security; pollution

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Transport Sector Problems
Priority Population Groups

- **Priority Population Groups**
  - Commercial farmers, including agriculture and livestock; urban and rural unemployed; fisher folks, peasant farmers, ASAL population, small-scale traders, casual labourers; urban, rural and agro-processing industries; school children; the elderly; the physically challenged, women, manufacturers and transporters
- **Problems**
  - access; mobility; poor transport services; high costs; poor safety and security

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Transport Sector Problems
Cross Cutting Issues

- **Cross cutting issues**
  - Good governance; employment creation; environmental protection; gender equity; diseases; safety etc.
- **Problems**
  - procurement processes; law enforcement concerns; inadequate consideration of health impact of transport network; poor environmental protection

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De facto Transport Sector Policy and Poverty Reduction in Kenya

- focus on economic growth
- statements on poverty reduction
- inadequate implementation
- weak institutions
- focus on integration and intermodalism still weak
- consequences of formal sector employment dominate both research and investment
- characteristics and consequences of informal sector activities have been virtually ignored

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De facto Transport Sector Policy and Poverty Reduction in Kenya

- increasing informal as opposed to formal transport sector employment
- inadequate urban transport infrastructure and services investments
- lack of supportive physical planning
- deregulation and privatisation of public transport by default
- inadequate non-motorised and intermediate means of transport services
- poor data base to support effective policy implementation, monitoring and evaluation

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Emerging Policy Questions

- **Transport Infrastructure**
  - How do we ensure that infrastructure investment is easy to provide and addresses poverty reduction needs?
  - How do we promote NMIMTs?
  - Does existing transport infrastructure assure access in natural disaster situations e.g. how has the transport sector enhanced or hindered Kenya's response to the current drought and other calamities that we have faced?
- **Transport Services**
  - How do we ensure access to basic services, markets through transport infrastructure and services?
  - How do we supply transport services to communities?
  - How do we control cartels, encourage competition and ensure affordable services?
  - Are we satisfied that the current approaches to service provision are pro-poor?

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Emerging Policy Questions

- **Linkages**
  - Does the policy achieve an optimal mix of transport and non transport interventions?
  - Are we satisfied that transport policy addresses the need of strengthening linkages of sector to the economy e.g. strengthening rural-urban linkages?
  - How do we enhance sub-sector integration and intermodalism in support of the poor? (policy and operational integration)
- **Externalities**
  - How do we mitigate negative transport infrastructure and services externalities?

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Emerging Policy Questions

- **Regulatory Reform**
  - Are the institutions we have capable of engendering pro-poor transport reform?
  - Are the laws and regulations in place supportive of pro-poor transport reform?
- **Funding**
  - How do we achieve pro-poor funding of transport infrastructure and services development?

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Emerging Policy Questions

- **Monitoring and Evaluation**
  - How do assess the impacts of sector policy change, changes in service provision, of the various transport modes?;
  - How do we assess the impacts on the urban and rural poor?
  - Are the methodologies that we use in developing infrastructure projects useful in identifying needs, measuring impacts and mainstreaming pro-poor needs into transport policy and its implementation?

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REVIEW OF THE MECHANISMS, PROCESSES, DIALOGUE AND INSTITUTIONAL ARRANGEMENTS FOR POLICY/STRATEGY FORMULATION IN KENYA IN RELATION TO THE IP-ERS AND THE "RECOMMENDATIONS ON INTEGRATED NATIONAL TRANSPORT POLICY

February 2006

1. Background to Workshop Three

Workshop Three followed Workshop Two which focused on a review of the Recommendations on Integrated National Transport Policy (INTP) as well as other transport sector policy interventions in Kenya as part of overall poverty reduction and transport strategy review in Kenya under the Sub-Saharan Africa Transport Policy Programme (SSATP).

2. Proceedings of Workshop Three

2.1 Purpose of Workshop Three

Workshop Three was held over two (2) days, 20 – 21 January 2006 at the Silver Springs Hotel, Nairobi, Kenya. The workshop assessed the policy/strategy making process and actors, to determine how participatory the process is, and the extent to which the interests of the various sectors and groups – economic and social sectors as well as priority population groups and cross-cutting issues – are represented in the policy-making process.

2.2 Participation in Workshop Three

A total of 15 persons participated in the workshop. They included six (6) members from the civil society, two (2) from the private sector, and six (6) from the public sector. In terms of gender balance, there were 3 women and 12 men. The list of participants is presented in Annex A. The workshop resource person and the facilitator also participated in the workshop.

2.3 The Review Process – Workshop Three

According to the workshop programme, Workshop Three was planned to take place over a period of two days, 20-21 January 2006, and be conducted in six (6) sessions, namely the:

- Opening session
- Identification of the current policy making processes for linking transport and poverty reduction strategies
- Feedback from the working groups
- Assessment of the current policy processes for linking transport with poverty reduction strategies
- Drawing overall conclusions and recommendations
- These are discussed in the following subsections of the report.

Session 1 – Opening Remarks

The facilitator made the opening remarks by reviewing for the participants the objectives of the workshop. Together with the participants, the ground rules on how the workshop was to proceed were agreed upon.

Session 2 – Presentation on Policy Formulation Process in Kenya

Subsequent to the opening remarks, a brief presentation of the policy formulation process in Kenya was made by the resource person. This presentation covered the purpose and objectives of workshop three; defined policy, policy makers and the policy making process; presented broad models of policy making; delineated levels of policy making in Kenya, including the key actors; reviewed the process adopted in developing the IP-ERS and the INTP Process; and finally posed emerging policy questions.

Policy was defined as the translation of a government's political priorities and principles into programmes, projects, and actions to deliver desired changes within a given time frame. It was pointed out that policies and their implementation were expressions of political processes and the distribution of power. The presentation identified policy makers, as those persons bestowed with the power, either by society or a group of people in a society, to make decisions. In Kenya these were identified as being Parliament, the President and his cabinet, as well as implementing agencies. The implementing agencies included government ministries, parastatals, and local authorities amongst others.

The policy making process was seen as either being open or closed, differing in the extent to which stakeholders' had actual ability to participate in or influence the nature of policy formulated and its implementation. The IP-ERS and the INTP policy formulation processes were reviewed. The following emerging policy questions raised in this regard were as follows:

- How inclusive is the policy making process?
- How effective are Citizens, Members of Parliament, Public Servants, Civil Society, and Development Partners in the policy making process in Kenya?
- Implications on speed of policy implementation?
- Is everyone "on the same page" in respect of the indicators?
- How effective is the M&E framework?
- How effective are the cross-sectoral linkages?

These were supportive of the questions raised in Figure 23 to inform the discourse whose conclusions are documented in the following sections of this report.

Session 3 – Group Formation and Presentation of their Findings

Subsequent to the presentation by the Resource Person, two (2) groups were formed with specific terms of reference as outlined in Table 1. These groups were formed to undertake a structured assessment of the linkage between transport and poverty reduction strategies as presented in the following sections of this report. They focused on decision making processes and the actors involved in these processes.

Table 1: Participant Group Formation for Workshop Three

GROUP	GROUP'S TERMS OF REFERENCE
Group 1	focuses on decision-making about transport issues within the poverty reduction strategy (how decisions are made, who is involved). group uses the matrix in Fig.21 of the Guidelines for presenting their information.
Group 2	focuses on decision-making in the transport sector, especially on how transport users – especially those representing the interests of the poor and key economic and social sectors – are currently involved. group uses the matrix in Fig.22 of the Guidelines for presenting their information.

The results of their interventions are presented in Tables 2 and 3. Table 2 summarises the various actors from the public sector, private sector, and civil society who participated in the formulation of the IP-ERS, while table 3 does the same for the INTP.

Members of the transport policy task force were appointed by the Ministry of Transport and Communications. This taskforce then constituted transport sub-sector committees, with the powers to co-opt additional members to represent stakeholders who may have been excluded. The participation of the stakeholders was enhanced through ensuring them opportunity to actively participate in sub-committee meetings, workshops, and individual issue-focused discussions.

Table 2: Main Actors in the IP-ERS Formulation Process

	PUBLIC SECTOR	PRIVATE SECTOR	CIVIL SOCIETY
TRANSPORT SECTOR ACTORS	Roads and public works Transport Energy Local government Water Housing University of Nairobi	KEPSA KAM academia	ITDG (practical action) APDK (association for the physically disabled of Kenya)
ECONOMIC SECTOR ACTORS	Agriculture; Mining Industry; ICTs Trade; Tourism Tegemeo (Egerton University)	KEPSA KAM	Action Aid World Vision Institute of Economic Affairs

SOCIAL SECTOR ACTORS	Health Education Culture and social services Labour	KEPSA FKE	AMREF Gender Initiatives KANCO Gender and Governance
PRIOIRTY POPULATION GROUP ACTORS	Culture and social services Education Home affairs	KEPSA	Maendeleo ya Wanawake Women Council of Kenya APDK
ACTORS REPRESENTING CROSS CUTTING ISSUES	Environment; Health Education Office of the President Ministry of Justice & Constitutional Affairs	KEPSA (procurement)	People living with AIDS and other diseases Green Belt Movement

Table 3: Main Actors in the INTP Formulation Process

	PUBLIC SECTOR	PRIVATE SECTOR	CIVIL SOCIETY
NATIONAL DEVELOPMENT ACTORS	Ministry of Trade & Industry; Ministry of Roads & public Works; Ministry of Local Government; Ministry of Lands & Housing; Ministry of Energy; Ministry of Education; Office of the President; Ministry of Finance; Kenya Revenue Authority; Kenya Institute for Public Policy Research and Analysis; Kenya Pipeline Company; University of Nairobi; Moi University; City Council of Nairobi; Kenya Police; Kenya Roads Boards; Kenya Air Force; International Civil Aviation Organisation; Motor Vehicle Inspection Unit, National Environmental Management Authority	KQ, MWA, Kenya Institute of Advanced driving,	Transport and allied workers union, Namanga SACCO society, KIFWA, Aero society of Kenya, Kenya air traffic controllers association, AAK
ECONOMIC SECTOR WORKERS	MOF, MOA, KCAA	KQ, MWA, CMC aviation, KAAO, Aero club, MO Associations, KATA	IEK
SOCIAL	Ministry of Health, Ministry of Education		
PRIORITY POPULATION GROUPS			Muslim Youth, APDK
CROSS CUTTING ISSUES	NEMA, ICAO, Police, Development partners		

Session 4 – Assessment of the current policy making processes for linking transport with poverty reduction strategies

Using the questions in Figure 23 of the Guidelines and the questions raised by the Resource Person in his presentation, the assessment was done in plenary. However, it was difficult to follow the questions strictly as stipulated in Figure 23 since it was obvious that the policy-making process has so far not been structured according to sectors and population groups. This conclusion had been reached also during the assessment of the IP-ERS and the Draft Transport Policy/Strategy.

Box 1: Assessment of the current policy processes for linking transport with poverty reduction strategies

The Stakeholder Group has a structured discussion – using the questions in Fig.23 of the Guidelines - on the policy process and actors involved, drawing conclusions about improvements that should be made. All comments and recommendations are recorded.

Transport policy/strategy:

How well are the following sectors and groups represented currently in dialogue and formulation of transport policy and strategy: A) The key economic sectors; B) The social sectors; C) The population groups and key actors targeted by the poverty reduction strategy? Which sectors and groups are well represented? Which are not so well? If some sectors and groups are not well represented, which organizations or bodies could best represent them?

How well are the priority cross-cutting issues in the poverty reduction strategy represented in the formulation of transport policy and strategy? Which issues need to be better represented, and who could represent them?

What are the mechanisms for dialogue and formulation of transport policy and strategy? How well do they function to ensure that the needs and experiences of stakeholders and users are taken into account, fully and equitably?

What are the mechanisms for consultation and collaboration between the different agencies and actors responsible for the design and implementation of transport policy and strategy, taking into account the need to anchor transport policy and strategy in the national strategy for poverty reduction and pro-poor growth?

How could the arrangements and mechanisms for formulating transport policy and strategy at national level be improved, so that transport policy and strategy takes full account of poverty reduction?

Poverty Reduction Strategy:

How are transport-related issues addressed in the poverty reduction strategy process? Who represents transport issues in this process, and what are the mechanisms for taking transport-related issues into account?

How could the poverty reduction strategy process be improved, so that transport-related issues are fully taken into account?

Other issues and points concerning how to improve the policy/strategy process to link transport with poverty reduction?

The policy process was seen at three levels of policy formulation, policy prioritisation, and policy implementation. Policy formulation level involves three main activities of collection of views, opinions and concerns that should be considered in the policy/strategy document; drafting of the policy document and presentation of the drafted policy document to the stakeholders for scrutiny and validation. While transport needs for poverty reduction are highlighted in the IP-ERS, their alignment to specific sectors is not clearly spelt out in the document. Policy and strategy development writing has in the past been done from individual sector point of view. An example of the effect of this is that inland waterways, NMIMTs are not addressed in the IP-ERS, while pipeline is mentioned only in relation to petroleum transportation.

At the level of collecting views there was consensus that attempts at ensuring major stakeholder involvement were evident. For example in formulation of the INTP, there was evidence of attempts to be inclusive, although there were instances where some key stakeholders were excluded e.g. the Kenya Tourism Federation. (The Kenya Tourism Federation is the umbrella body for the tourism sector players. Although sector members such as Kenya Association of Tour Operators (KATO) and Kenya Association of Travel Agents (KATA) were represented, it was felt that dealing with the umbrella body would have been better.)

In respect of the IP-ERS, it was not clear if all the stakeholders were consulted, although consultations took place with a variety of them.

Box 2: Summary of identified strengths and weaknesses of the policy process in Kenya

Strengths	Attempts at "all inclusive" processes
Weaknesses	Technical drafting language Capacity constraints Poor communication between and amongst stakeholders Negative impact of the electoral process on formulation and implementation of long-term policy

When the documents are being drafted, it was observed that most of the work was left to public officers and experts. The Resource Person, informed participants that at the drafting stage, policy prioritisation also took place. He pointed out that projected resource envelops various sub-sector were also taken into account. This information raised concern among the stakeholder group who insisted that at the formulation stage, resource considerations should not obstruct the inclusion of all issues that need to go into a policy document. The stakeholders' group argued that since a national policy embodies a country's "dream" for the sector, policy prioritisation should happen at the implementation strategy level when the "pieces of policy" are turned into short, medium, and long term strategies based on their level of importance and the resource availability.

Concern was raised that the level of consultation once a document was drafted was wanting. This is because even if a consultative workshop to discuss the draft policy document is organised, usually the participation was not consistent with that of persons who participated at the "views collection stage." In addition, invitations to the private sector and civil society do not make it mandatory or obligatory for them to participate. It was concluded that there was a clear need to enhance representative participation of stakeholders to strengthen the validation of policy documents.

The other issues that the Stakeholders' Group noted related to the language used in the policy documents. In this respect, they observed that language used in the policy documents should be simplified. To the extent possible, it was important that technical jargon be avoided.
It was also acknowledged that all the stakeholders need to enhance their capacities to ensure meaningful dialogue. Closely linked to this was the need to enhance information sharing between the various stakeholders', particularly between the public and other sectors. This arose from the observation in many instances that the public sector was unaware of their private sector or civil society counterparts. This resulted in some groups feeling left out of the policy making process.

It was pointed out that there exist initiatives to enhance the policy making process. However, these need to be strengthened and expanded. Poor policy dialogue, exemplified by inadequate communication between the various sectors needs inform measures to enhance the policy process in Kenya.

3. Workshop Three Conclusions and Recommendations

The drawing of the overall conclusions and recommendations was based on the review Guidelines as illustrated in Box 2. Based on the analysis of the two policy process, the Stakeholders Group made two important conclusions.

I. First, although consultations took place at certain levels in the policy making process, gaps existed at other levels.
II. Second, it was acknowledged that in the absence of clear guidelines and criteria for inclusion and dialogue at all levels of policymaking, there is no objective basis for assessing the level of involvement or participation.

In addition, they reemphasized the conclusion that while the transport needs of poverty reduction initiatives are highlighted in the IP-ERS, their alignment to specific sectors needs to be explicit. This would be helped if the process of developing transport sector policy and strategy development deliberately addressed specific sector concerns

Box 3: Drawing overall conclusions and recommendations: How to improve the treatment of transport issues in the poverty reduction strategy

The Stakeholder Group reviews the assessment of the treatment of transport in the poverty reduction strategy and draws conclusions and recommendations for improving the poverty reduction strategy so that the transport needs of the poor, of priority economic and social sectors and of key cross-cutting issues are addressed thoroughly. Reference should be made to the results of workshop 1 and to the key questions in Fig.13 of the Guidelines as well as any other issues and questions that Stakeholders consider relevant.

1. The Stakeholder Group should particularly consider:

   - The content of the poverty reduction strategy and how it should be improved
   - The processes by which it is formulated, implemented and monitored and how these should be improved to better link transport with poverty reduction
   - Cross-sector dialogue and coordination between transport sector actors and actors from other sectors and issues in the context of poverty reduction and how these should be improved.
   - The work of drawing and agreeing conclusions and recommendations for improving the treatment of transport issues in the poverty reduction strategy continues.

It is very important to ensure that all conclusions and recommendations are clearly understood and agreed to by the Stakeholder Group, and are well justified by the analyses and assessments.

2. The Stakeholder Group reviews the assessment of the treatment of poverty reduction in the transport policy/strategy and draws conclusions and recommendations for improving the transport policy/strategy so that the access and mobility needs of the poor, of priority economic and social sectors and of key cross-cutting issues are addressed thoroughly. Reference should be made to the findings of workshop 2 and key questions in Fig.18 as well as other issues and questions that Stakeholders consider relevant. The Stakeholder Group should particularly consider:

   - The current transport strategy, including budget and spending priorities, and how these should be improved to better contribute to poverty reduction
   - The processes by which transport strategy is formulated, implemented and monitored and how these can be improved to better link transport with poverty reduction
   - Cross-sector dialogue and coordination with actors from the priority poverty reduction sectors and issues in the context of transport strategy decision-making and how these can be improved.
   - The work of drawing and agreeing conclusions and recommendations to ensure that the transport policy/strategy contributes to poverty reduction continues.

As before, it is very important to ensure that all conclusions and recommendations are clearly understood and agreed to by the Stakeholder Group, and are well justified by the analyses and assessments.

To enhance policy making in revising the IP-ERS and the INTP to make them coherent so that transport can play a significant and visible role in poverty reduction, the following recommendations were made:

1. Develop, document and operationalise guidelines for inclusion and participation of all sectors/groups in the policy making process at all levels i.e. policy formulation, prioritization and implementation;
2. All sectors, public, private, and civil society, to develop, share and use comprehensive databases of their respective institutions, the sectors/groups they represent and their areas of engagement and/or expertise. The is would ensure that the needs and interests of all sectors, groups and cross-cutting issues are represented in the policy making process/dialogue;
3. Implement capacity building initiatives in support of inclusive policy making processes in all the sectors i.e. public, private, and civil society;
4. Develop and operationalise communication strategies for continued dialogue in the policy making process to achieve a shared understanding and ownership of the policy/strategy documents by the public sector, private sector and civil society; and
5. Ensure consistency of representation by all sectors in policy making processes through institutionalization of representation. In this respect the consensus was that it was better to deal with institutions rather than individuals
6. Clearly highlight the transport needs of all the priority sectors identified in the poverty reduction strategy by looking at each individual sector from a transport point of view. Similarly, the formulating or revision of the INTP should be done from the perspective of the transport needs of each sector as identified in the PRS.

The Implementation Action Plan

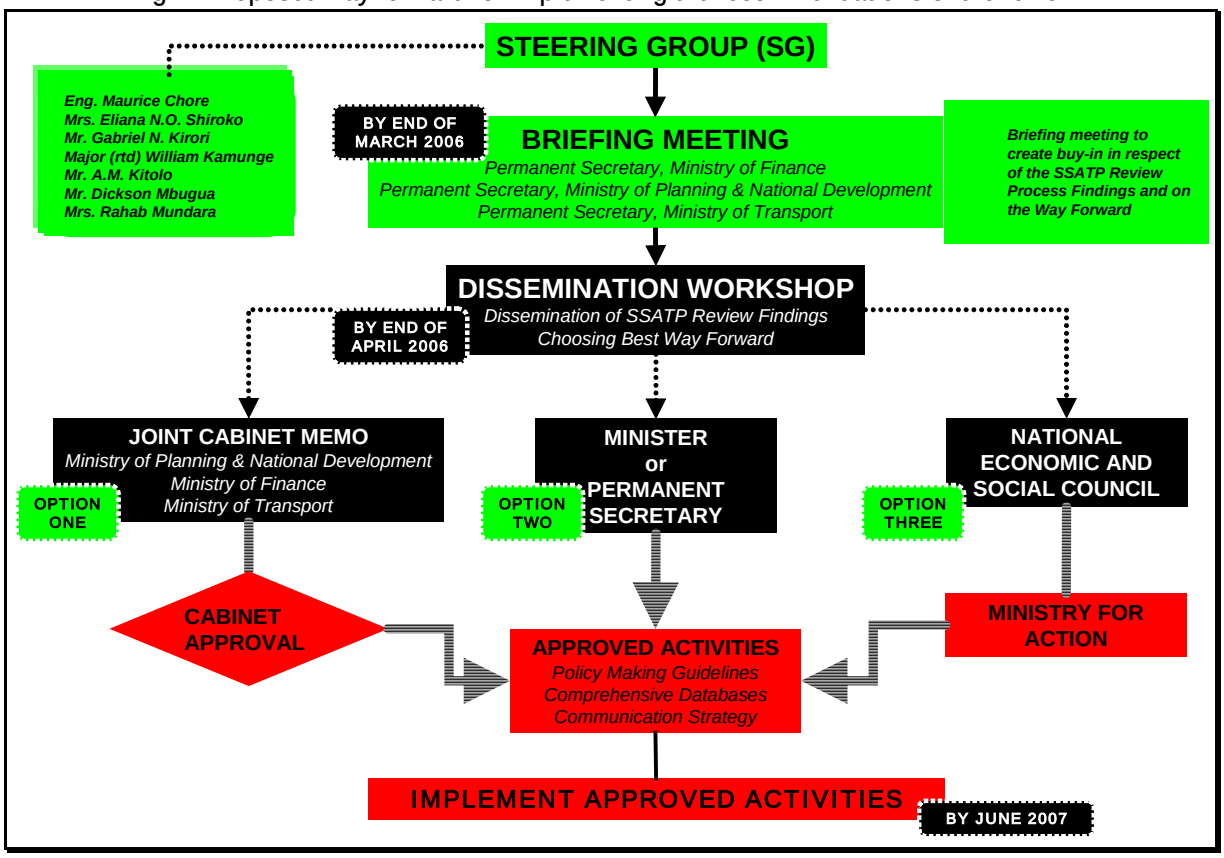
Table 4 summarises the action plan showing the recommended changes, how these are to be achieved, and the key personalities to implement them. This is further expounded in Figure 1 which illustrates the possible process to be followed to mainstream these proposed changes into the Kenyan policy making processes.

Table 4: Action Plan Implementing the SSATP Kenya Review Recommendations

RECOMMENDED CHANGES	HOW TO ACHIEVE THESE CHANGES	KEY PEOPLE TO BRING ABOUT THESE CHANGES
Improving the IP-ERS	Clearly highlight the transport needs of each priority sectors, groups and transversal issues identified in the IP-ERS	Ministry of Planning & National Development Ministry of Finance KEPSA to nominate NGO Council to nominate
Improving the Recommendations on Integrated National Transport Policy	Align the transport policy to the priority needs of each priority sector, group and transversal issue targeted by the IP-ERS	Ministry of Transport Ministry of Finance KEPSA to nominate NGO Council to nominate
Improve how policies and strategies are made in Kenya	▪ Develop, document and operationalise guidelines for inclusion and participation of all sectors/groups in the policy making process at all levels i.e. policy formulation, prioritisation and implementation; ▪ All sectors, public, private and civil society, to develop, share and use comprehensive databases of their respective institutions, the sectors/groups they represent and their areas of engagement and/or expertise; ▪ Implement capacity building initiatives in support of inclusive policy making processes in all the sectors i.e. public, private, and civil society; ▪ Develop and operationalise communication strategies for continued dialogue in the policy making process to achieve a shared understanding and ownership of the policy/strategy documents by the public sector, private sector and civil society; and ▪ Ensure consistency of representation by all sectors in policy making processes through institutionalisation of representation	Ministry of Planning & National Development Ministry of Finance KEPSA to nominate NGO Council to nominate

According to Figure 1, the first step will involve having the Steering Group to sensitize the three key ministries on the SSATP Review Findings. This is expected to acquire buy-in that would make the planned Dissemination Workshop in April 2006 to be a more useful engagement with a wider group of stakeholders. It is envisaged that the briefing meeting should be held no later than March 2006.

Fig. 2: Proposed way forward for implementing the recommendations of the review



Subsequent to the briefing meeting and the dissemination workshop, the Stakeholders Group envisages three possible options in moving towards mainstreaming of the recommendations. Option One is premised on a Joint Cabinet Memo being prepared for approval by Cabinet to develop the approved activities. Option Two assumes that either the Minister or the Permanent Secretary in the Ministry of Planning & National Development can apply their mandates and initiate the development and approval of the recommendation activities. Option Three requires that the National Economic & Social Council (NESC) should be brought into the picture to facilitate the process. Whichever option is chosen, the Stakeholders Group proposes that by June 2007, these guidelines and strategies must be in place.

In order to push the process faster, the Stakeholders Group mandated Eng. Julius Okara to be its Chairperson. This was proposed by Mrs. Rahab Mundara and seconded by Mrs. Isabella Karanja. In this role, Mr. Julius Okara and through him the Stakeholders' Group will maintain continual oversight over the Steering Group in the implementation of these regulations.

Annex A: List of Participants

NO.	NAME	POSITION	ORGANISATION	SECTOR	GROUP	CONTACT
1	Peter Njenga	Eastern and Southern Africa Coordinator	IFRTD	Civil Society	Cross-cutting Issue	0722-360860
2	Samuel K. Gicheru	Economist	Ministry of Agriculture	Public Sector	Cross-cutting Issues	0722-632610
3	Eliana N.O. Shiroko	Economist	Ministry of Planning and National Development	Public Sector	Cross-cutting Issues	0733-749880 020-215911
4	Gabriel N. Kirori	Economist	COMFUS	Civil Society	Cross-cutting Issues	
5	Major (rtd) William Kamunge	Chairman	Kenya Tourism Federation	Private Sector	Economic Sector	0722-783304
6	Julius Okara	Director	MSME/Jua Kali	Civil Society	Economic Sector	0721-984443
7	John Ochola	Economist	CUTS	Civil Society	Economic Sector	0722-447126
8	A.M. Kitolo	Economist	Ministry of Transport	Public Sector	Economic Sector	020-2729200
9	Paul K. Kingori	Economist	Ministry of Transport	Public Sector	Priority Population Group	
10	Dickson Mbugua	Chairman, MWA, Road Sector, KEPSA	KEPSA	Private Sector	Priority Population Groups	0722-670996 020-213463
11	Isabella Karanja	Chairperson	National Council of Women of Kenya	Civil Society	Priority Population Groups	0722-771801 020-603416
12	Rahab Mundara	Programme Manager	ITDG/Practical Action	Civil Society	Social Sector	020-2713540
13	Eng. Maurice Chore	Engineer	Ministry of Roads & Public Works	Public Sector		
14	Margaret Ombai	Sociologist	Facilitator			
15	Eric Aligula	Senior Policy Analyst	KIPPRA	Resource Person		0721-363216

Annex B – Workshop Programme

The following program for the 3rd workshop is based on the assumption that all (or most) of the Stakeholder Group members are familiar with, or knowledgeable about how policies and strategies are made. (Otherwise, otherwise, good preparation prior to workshop three, especially collecting relevant information on current policy-making processes and on who is involved in them, would be required).

Note: should it be decided to consider the issue of SSATP country coordination during the third workshop, an additional session will be added to the workshop program (see Fig.24 in Guidelines). The objectives of this two-day workshop are to enable the Group to:

- Complete the assessment of the links between the national transport and poverty reduction strategies by assessing how policies are currently made and who is involved in decision-making on strategies linking transport and poverty reduction;
- Draw overall recommendations on how to improve the content and process of the policies and strategies on transport and poverty reduction so as to maximise the contribution of transport to poverty reduction;
- Agree the main elements of an action plan to implement the recommendations;
- Agree next steps, in particular who will take forward the action plan.

Day 1: 20th January 2006		
Time	Activity	Method
09.00-09.15	Welcome Remarks and Introductions Explanation of workshop method and program (by the facilitator) Organization of working groups	Plenary
09.15- 10.30	Identification of the current policy processes for linking transport and poverty reduction strategies The Stakeholder Group breaks into two working groups and puts together relevant information as follows: Group 1 focuses on decision-making about transport issues within the poverty reduction strategy (how decisions are made, who is involved). This Group uses the matrix in Fig.21 of the Guidelines for presenting their information. Group 2 focuses on decision-making in the transport sector, especially on how transport users – especially those representing the interests of the poor and key economic and social sectors – are currently involved. This Group uses the matrix in Fig.22 of the Guidelines for presenting their information.	Two working groups
10.30-11.00	Tea/Coffee Break	
11.00-13-00	Identification of the current policy processes for linking transport and poverty reduction strategies continued	
12.00-14.00	Lunch Break	
14.00-15.30	Feedback from the working groups: The two Working Groups present their findings Discussion	Plenary
15.30-16.00	Tea/Coffee Break	

16.00-17.30	Assessment of the current policy processes for linking transport with poverty reduction strategies The Stakeholder Group has a structured discussion – using the questions in Fig.23 of the Guidelines - on the policy process and actors involved, drawing conclusions about improvements that should be made. All comments and recommendations are recorded. Transport policy/strategy: How well are the following sectors and groups represented currently in dialogue and formulation of transport policy and strategy: A) The key economic sectors; B) The social sectors; C) The population groups and key actors targeted by the poverty reduction strategy? Which sectors and groups are well represented? Which are not so well? If some sectors and groups are not well represented, which organizations or bodies could best represent them? How well are the priority cross-cutting issues in the poverty reduction strategy represented in the formulation of transport policy and strategy? Which issues need to be better represented, and who could represent them? What are the mechanisms for dialogue and formulation of transport policy and strategy? How well do they function to ensure that the needs and experiences of stakeholders and users are taken into account, fully and equitably?	Plenary
16.00-17.30	Assessment of the current policy processes for linking transport with poverty reduction strategies continued What are the mechanisms for consultation and collaboration between the different agencies and actors responsible for the design and implementation of transport policy and strategy, taking into account the need to anchor transport policy and strategy in the national strategy for poverty reduction and pro-poor growth? How could the arrangements and mechanisms for formulating transport policy and strategy at national level be improved, so that transport policy and strategy takes full account of poverty reduction? Poverty Reduction Strategy: How are transport-related issues addressed in the poverty reduction strategy process? Who represents transport issues in this process, and what are the mechanisms for taking transport-related issues into account? How could the poverty reduction strategy process be improved, so that transport-related issues are fully taken into account? Other issues and points concerning how to improve the policy/strategy process to link transport with poverty reduction?	Plenary
Day 2: 21st January 2006		
09.00-09.15	Explanation of the day's program and tasks	
09.15-10.30	Drawing overall conclusions and recommendations I: How to improve the treatment of transport issues in the poverty reduction strategy In the morning, the Stakeholder Group reviews the assessment of the treatment of transport in the poverty reduction strategy and draws conclusions and recommendations for improving the poverty reduction strategy so that the transport needs of the poor, of priority economic and social sectors and of key cross-cutting issues are addressed thoroughly. Reference should be made to the results of workshop 1 and to the key questions in Fig.13 of the Guidelines as well as any other issues and questions that Stakeholders consider relevant. The Stakeholder Group should particularly consider: The content of the poverty reduction strategy and how it should be improved The processes by which it is formulated, implemented and monitored and how these should be improved to better link transport with poverty reduction Cross-sector dialogue and coordination between transport sector actors and actors from other sectors and issues in the context of poverty reduction and how these should be improved.	Plenary
10.30-11.00	Tea/Coffee Break	

11.00-13.00	Drawing overall conclusions and recommendations I: how to improve the treatment of transport issues in the poverty reduction strategy continued The work of drawing and agreeing conclusions and recommendations for improving the treatment of transport issues in the poverty reduction strategy continues. It is very important to ensure that all conclusions and recommendations are clearly understood and agreed to by the Stakeholder Group, and are well justified by the analyses and assessments.	Plenary
13.00-14.00	Lunch Break	
14.00-15.30	Drawing overall conclusions and recommendations II: how to improve the transport policy/strategy so that the transport sector contributes to poverty reduction In the afternoon, the Stakeholder Group review the assessment of the treatment of poverty reduction in the transport policy/strategy and draws conclusions and recommendations for improving the transport policy/strategy so that the access and mobility needs of the poor, of priority economic and social sectors and of key cross-cutting issues are addressed thoroughly. Reference should be made to the findings of workshop 2 and key questions in Fig.18 as well as other issues and questions that Stakeholders consider relevant. The Stakeholder Group should particularly consider: The current transport strategy, including budget and spending priorities, and how these should be improved to better contribute to poverty reduction The processes by which transport strategy is formulated, implemented and monitored and how these can be improved to better link transport with poverty reduction Cross-sector dialogue and coordination with actors from the priority poverty reduction sectors and issues in the context of transport strategy decision-making and how these can be improved.	Plenary
15.30-16.00	Tea/Coffee Break	
16.00-17.30	Drawing overall conclusions and recommendations II: how to improve the transport policy/strategy so that the transport sector contributes to poverty reduction The work of drawing and agreeing conclusions and recommendations to ensure that the transport policy/strategy contributes to poverty reduction continues. As before, it is very important to ensure that all conclusions and recommendations are clearly understood and agreed to by the Stakeholder Group, and are well justified by the analyses and assessments.	Plenary

Annex C: Resource Person Presentation

SSATP Poverty Reduction and Transport Strategies Review for Kenya

Workshop III

ERIC ALIGULA
Senior Policy Analyst
Infrastructure and Economic Services Division
Kenya Institute for Public Policy Research and Analysis

Presentation Outline

- Purpose and Objectives of Workshop
- Policy, Policy Makers and the Policy Making Process
- Broad Models of Policy Making
- Levels of Policy Making in Kenya
- IP-ERS Process
- INTP Process
- Policy Questions

2

Purpose of Review

Assess the policy/strategy formulation process in Kenya

- identify coherence or lack thereof between transport and poverty reduction strategies;
- assess poverty reduction strategies to determine whether they express the mobility, access, and affordable transport services needs of the poor.

3

Workshop Three Objectives

- identify and assess the current institutional arrangement and mechanisms for policy formulation and dialogue;
- propose improvements to existing arrangements and mechanisms to coordinate poverty reduction and transport policy and strategy

4

What is policy?

- the translation of a government's political priorities and principles into programmes, projects and actions to deliver desired changes within a given time frame
- policies and their implementation are expressions of political processes and the distribution of power
- policy makers, are those persons bestowed with the power, either by society or a group of people in a society, to make decisions

5

Who are policy makers?

policy makers, are those persons bestowed with the power, either by society or a group of people in a society, to make decisions

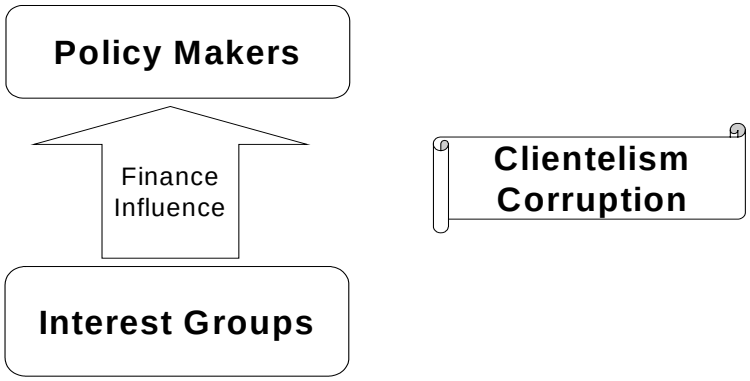
6

What is the policy process?

- is circular and involves interrelated stages
- is also largely iterative
- the process by which broad government statements are arrived at and involves
  - issues of identification;
  - analysis of available policy options;
  - actual policy choice
  - legitimatization

7

Closed Policy Process



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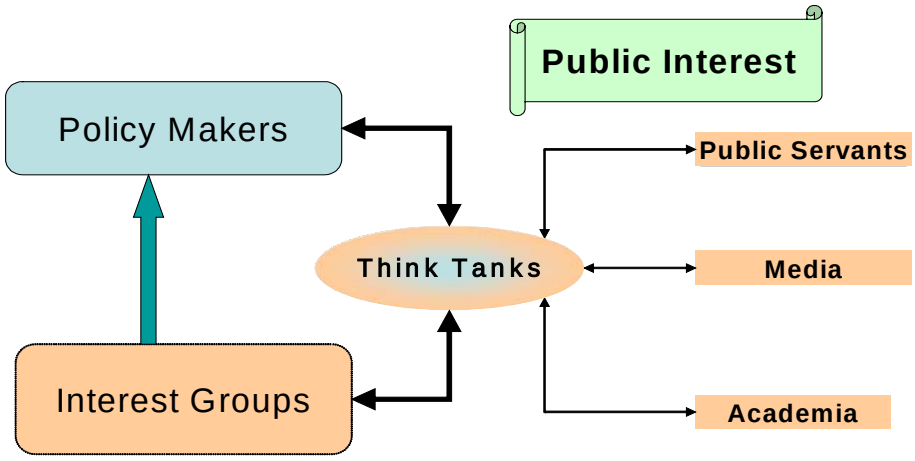
Open Policy Process



9

Levels of Policy Formulation in Kenya

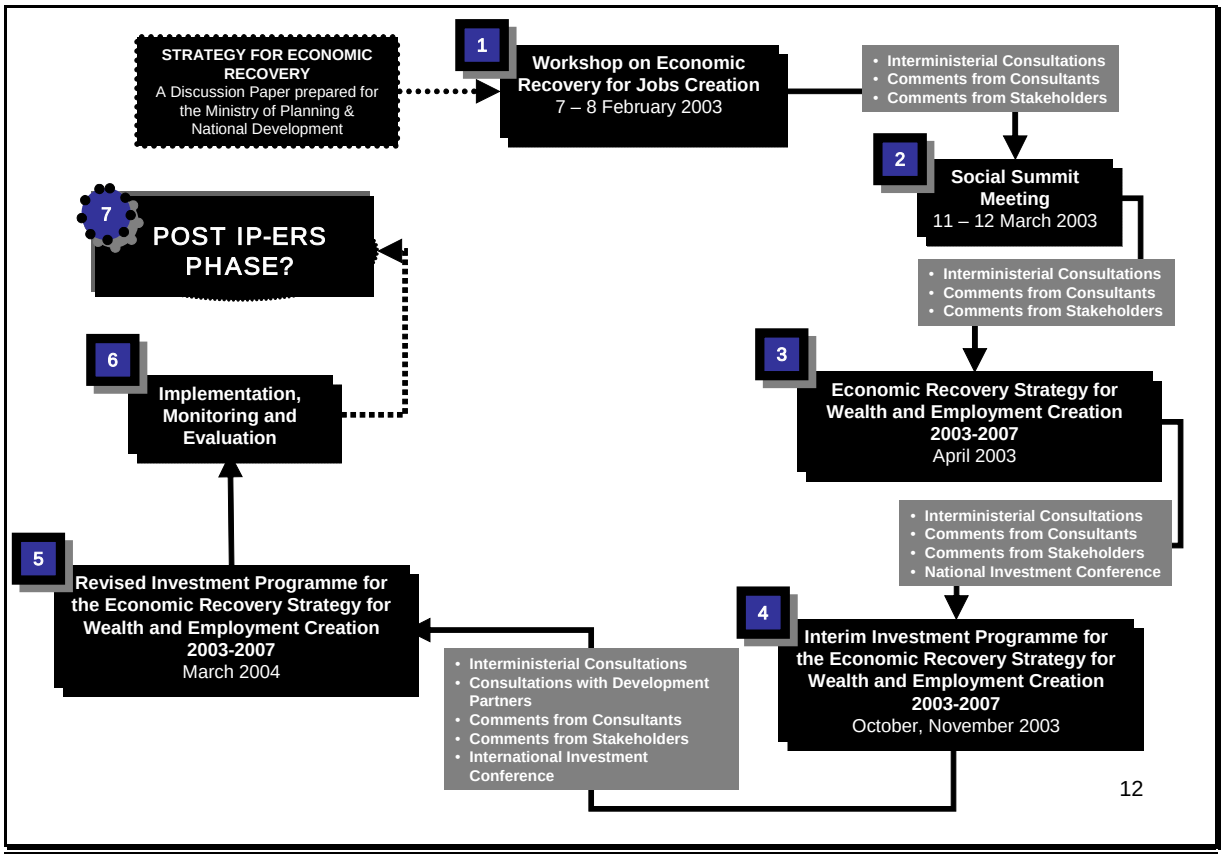
- Parliament
  - Passing Laws
  - Adopting Sessional Papers
- Executive
  - The President
  - Cabinet
    - Approving Cabinet Papers
    - Other Cabinet Decisions
- Implementing Agencies (Government Departments, SAGAs, etc)
  - Operational Policy to implement policy made in Parliament, President through Cabinet)

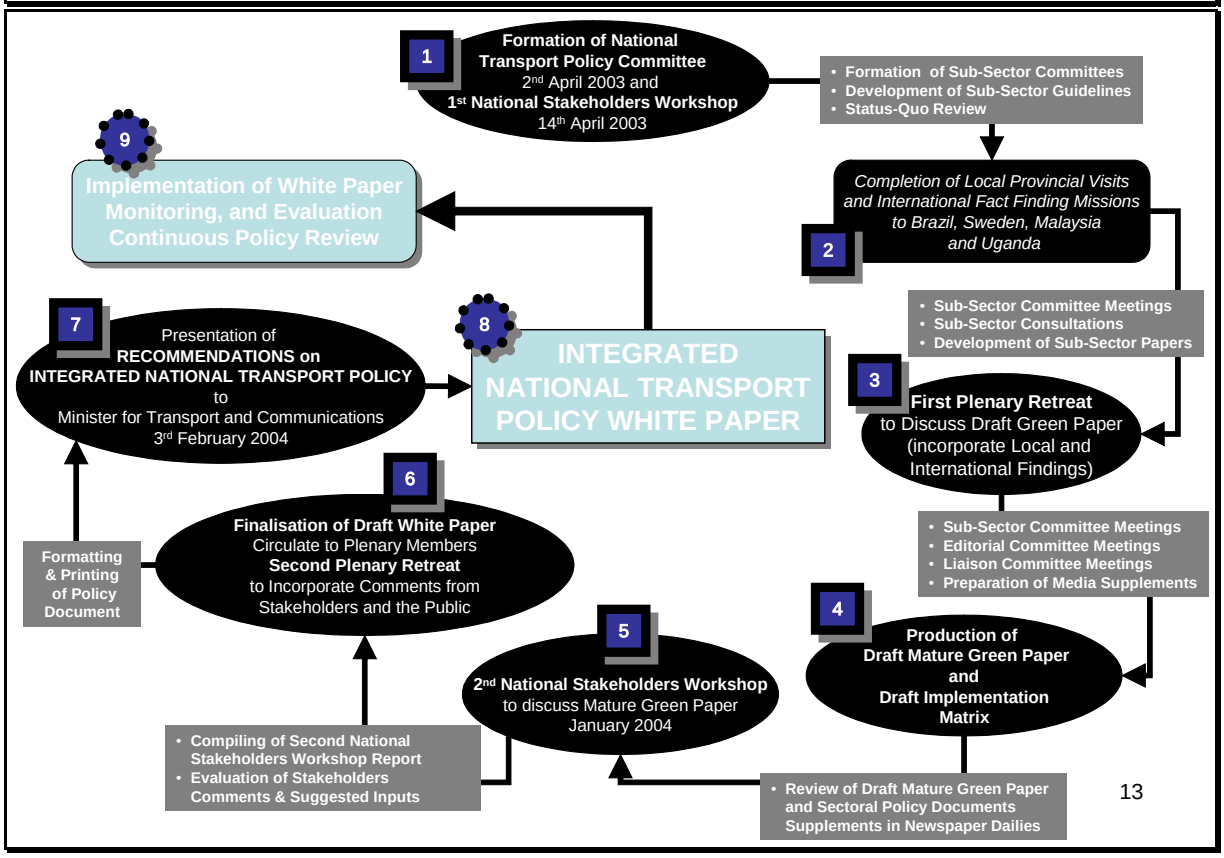
10

Policy and Strategy Formulation Process in Kenya

- Economic Recovery Strategy for Wealth and Employment Creation, 2003-2007
- Recommendations on Integrated National Transport Policy

11


STRATEGY FOR ECONOMIC RECOVERY
A Discussion Paper prepared for the Ministry of Planning & National Development
1
Workshop on Economic Recovery for Jobs Creation
7 – 8 February 2003
• Interministerial Consultations
• Comments from Consultants
• Comments from Stakeholders
2
Social Summit Meeting
11 – 12 March 2003
• Interministerial Consultations
• Comments from Consultants
• Comments from Stakeholders
3
Economic Recovery Strategy for Wealth and Employment Creation 2003-2007
April 2003
• Interministerial Consultations
• Comments from Consultants
• Comments from Stakeholders
• National Investment Conference
4
Interim Investment Programme for the Economic Recovery Strategy for Wealth and Employment Creation 2003-2007
October, November 2003
• Interministerial Consultations
• Consultations with Development Partners
• Comments from Consultants
• Comments from Stakeholders
• International Investment Conference
5
Revised Investment Programme for the Economic Recovery Strategy for Wealth and Employment Creation 2003-2007
March 2004
6
Implementation, Monitoring and Evaluation
7
POST IP-ERS PHASE?
12


1
Formation of National Transport Policy Committee
2nd April 2003 and
1st National Stakeholders Workshop
14th April 2003
• Formation of Sub-Sector Committees
• Development of Sub-Sector Guidelines
• Status-Quo Review
2
Completion of Local Provincial Visits and International Fact Finding Missions to Brazil, Sweden, Malaysia and Uganda
• Sub-Sector Committee Meetings
• Sub-Sector Consultations
• Development of Sub-Sector Papers
3
First Plenary Retreat
to Discuss Draft Green Paper (incorporate Local and International Findings)
• Sub-Sector Committee Meetings
• Editorial Committee Meetings
• Liaison Committee Meetings
• Preparation of Media Supplements
4
Production of Draft Mature Green Paper and Draft Implementation Matrix
• Review of Draft Mature Green Paper and Sectoral Policy Documents Supplements in Newspaper Dailies
5
2nd National Stakeholders Workshop
to discuss Mature Green Paper
January 2004
• Compiling of Second National Stakeholders Workshop Report
• Evaluation of Stakeholders Comments & Suggested Inputs
6
Finalisation of Draft White Paper
Circulate to Plenary Members
Second Plenary Retreat
to Incorporate Comments from Stakeholders and the Public
Formatting & Printing of Policy Document
7
Presentation of RECOMMENDATIONS on INTEGRATED NATIONAL TRANSPORT POLICY
to
Minister for Transport and Communications
3rd February 2004
8
INTEGRATED NATIONAL TRANSPORT POLICY WHITE PAPER
9
Implementation of White Paper Monitoring, and Evaluation Continuous Policy Review
13

Improving Coordination of Transport and Poverty Policy and Strategy

Key Policy Questions

- Is the process inclusive?
- How effective are the following stakeholders?
  - Citizens
  - Members of Parliament
  - The Civil Servant
  - Civil Society
  - Development Partners
  - IMF and the World Bank
- Implications on speed of policy implementation?
- Is everyone “on the same page” in respect of the indicators?
- How effective is the M&E framework?
- How effective are the cross-sectoral linkages?

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