

Technical Paper: Broad policy frameworks and locating rural transport (Session 1.2)

This paper is a summary of the key points of the *Working Paper 93 (WP93) 'Rural Transport – Improving its contribution to Growth and Poverty Reduction in Sub-Saharan Africa' produced for the Sub-Saharan Africa Transport Programme (SSATP) Washington DC, November, 2012*. Full details of these points can be found in Working Paper 93. This technical paper was produced specifically for the Rural Transport Training Materials (RTTM). It presents an outline of the suggested new policy framework for rural transport. The policy framework was developed to support the integration of rural transport into broader efforts aimed at transforming the growth and poverty reduction potential of African agriculture.

This technical paper sets out the background of previous efforts to promote rural transport. Key lessons to be learned within the context of increasing focus on the development potential of the agriculture sector are explored. It sets a new policy framework for local, national and international institutions to better integrate rural transport with these developments. Details of the 7 building blocks of this policy framework are explained. The paper concludes with a checklist of the key elements of the new policy framework.

Introduction

The policy environment of rural access and mobility and its interaction with agriculture and rural development policy has been a subject of a number of development policy initiatives over the last 30 to 40 years. These have variously involved separate developments in rural infrastructure, rural development and agriculture. A more integrated approach to the importance of access and mobility within rural development arose from the Village Transport and Travel Studies of the early 80's. This also led to a renewed focus on the importance of the African agricultural sector and its need for effective rural access and mobility.

In recent years, as African governments have increased their focus on the objectives of growth and poverty reduction, they have renewed their interest in identifying investment activities that have the greatest growth impact. Similarly, as levels of public investment in infrastructure and agriculture rise, there is also recognition of the need to improve its viability and effectiveness in 'crowding in' private investment. The framework document of the New Economic Plan for African Development (NEPAD) emphasizes infrastructure improvement as a means to general economic growth and poverty reduction as well as a specific factor contributing to agricultural development.

In addition, African governments' renewed focus on rural development strategies has been co-ordinated through the Comprehensive African Agricultural Development Programme (CAADP). CAADP is a common framework for agricultural development and growth for African countries, based on the principle of agriculture-led growth as a means to achieve the MDG of poverty reduction. CAADP's targets are ambitious

and include the pursuit of 6 percent average annual agricultural growth at the national level, and allocation of 10 percent of national budgets to the agricultural sector. The World Bank and other donors have supported CAADP directly through an ongoing umbrella operation that will fund specific country programs and thematic pillars.

CAADP's Pillar 2 places significant emphasis on infrastructure. This is understood to include not only physical infrastructure for transport, storage and processing, but also soft infrastructure for market institutions as a means to increase smallholder commercialization and market access. Most countries have national agricultural strategies linked to, or subsumed under, national rural development strategies.

Nevertheless, in these strategies, while mention is often made of the importance of rural infrastructure for growth, they often give limited attention to the contribution of infrastructure to agricultural development, or the need for strategic inter-ministerial coordination in the agricultural strategies.

A new policy and strategy framework for rural transport for poverty reduction and rural growth.

Within this changing policy environment, there is thus a need to develop integrated policy and strategy frameworks for rural transport that focuses more strongly on poverty reduction and rural growth. A recent paper by the Sub-Saharan Africa Transport Programme (SSATP) identifies that there needs to be a policy framework that can provide local, national and international institutions with the guidance needed for planning, programming and implementation of an integration between agriculture and rural transport. It aims to achieve this through greater collaboration, by reducing sector-centred and narrow business-as-usual approaches and by working to overcome sometimes difficult institutional relationships, under resourced local administrations. The framework seeks to address the necessary policy, institutional, planning, financing, implementation and monitoring aspects of rural transport. The SSATP identifies 7 key areas that such a new policy framework needs to include. These are:

A. Set macro level objectives for rural access and mobility that supports agricultural development.

In order to ensure effectiveness in fostering growth and poverty reduction it is necessary that rural transport policy sets a series of high-level objectives that are integrated within a credible growth strategy for the whole of the economy. In most countries, the Poverty Reduction Strategy Papers (PRSPs) are the starting point for that economy-wide growth strategy. The key element within this economy-wide growth strategy is how the agricultural sector and transport sector integrate to ensure faster growth and poverty reduction.

B. Define and adopting macroeconomic and sector specific policies for a rural access and mobility objective that supports agricultural development and rural growth

There is then a need to adapt these high level objectives into objectives for rural access and mobility objectives that support rural agricultural growth. For rural access and mobility, adaptation can occur across several areas of high-level policy including:

- Agricultural and rural development policy – especially around a focus on small-farm productivity, smallholder farmers and women farmers
- Empowerment and decentralisation policy – especially around conferring significant responsibility to local government and communities, delivering sufficient resources to enable localities to deliver on these responsibilities and localities consultation on national policy development
- Rural transport policy – especially around prioritising local transport investments in line with rural productive activities.

C. Adopting long-term perspectives and anticipating scaling up needs

There is then a need to implement measures in response to these objectives over a long-term perspective and across a wide area spatially. Pilots are important where insufficient knowledge exists on the appropriate and most effective approach, but there is a need where a successful approach has been identified to upscale widely. There is clearly a need for political and institutional will and resources to do that for such up-scaling to proceed.

D. Ensuing participation and input from relevant sectors and the population in identifying and prioritising proposed interventions to achieve maximum co-benefits

Lessons learnt from earlier rural transport strategies highlight the benefit of decentralised and community-driven development which have fostered participation from all levels of government and population. This requires that any rural transport policy framework should clarify existing roles and organisational arrangements of all stakeholders, determine existing capacity of stakeholders to work together, strengthening these where necessary and ensure participation of and accountability towards each stakeholder in the planning and implementation of any rural access and mobility interventions.

E. Adopting designs and implementation approaches and methods for rural transport interventions to address specific elements of rural growth

The success of implementing such transport interventions requires strong inter-sectoral working relationships in to plan, programme locate and implement effective rural access and mobility interventions. There are a range of planning approaches and tools that can be used, some of which are detailed elsewhere in this training material. The incorporation of social as well as economic benefit is crucial to the long-term sustainability of such interventions. Maintenance is also a crucial element for sustainability of all planned investments and should be a due focus of actions and resource allocation.

F. Define road network, appropriate ownership and management roles and responsibilities, design standards and financing arrangements

The policy framework must also cover the criteria and process whereby financial allocations cover the needs for all parts of the road network including rural transport infrastructure. Strategic plans need to develop and define the rural road network in the context of an adopted system of classification of roads for different functions.

G. Monitoring and evaluation

Any new policy should also provide for the establishment of a monitoring and evaluation process. This will enable the impact of the policy to be measured, an assessment of the meeting the objectives to be made and an understanding of the lessons learnt to be made.

Check lists and guidance.

<i>Area of Framework</i>	<i>Key element of policy framework</i>	<i>Please tick when complete</i>
1	Set macro level objectives for rural access and mobility that supports agricultural development. - do objectives for rural access and mobility integrate with national agricultural and poverty reduction? - has a baseline picture of trade flows been established linking agricultural production areas with markets and demand been established?	 <input type="checkbox"/> <input type="checkbox"/>
2	Define and adopting macroeconomic and sector specific policies for a rural access and mobility objective that supports agricultural development and rural growth - does agricultural policy focus on smallholder farmers and women? - do decentralisation policies confer responsibility, resources and capacity for local transport infrastructure and services to local authorities and communities? - does rural transport policy prioritise growth and poverty reduction activities such as agriculture?	 <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
3	Adopting long-term perspectives and anticipating scaling up needs - have resources been made available and decisions been made to scale up interventions as long as pilot projects identify a successful approach?	 <input type="checkbox"/>

Check lists and guidance continued: -

Area of Framework	Key element of policy framework	Please tick when complete
4	<p>Ensuring participation and input from relevant sectors and the population in identifying and prioritising proposed interventions to achieve maximum co-benefits</p> <ul style="list-style-type: none"> - does the policy framework set out existing roles, determine capacities to act and involve all necessary stakeholders in planning and implementation of interventions? 	<input type="checkbox"/>
5	<p>Adopting designs and implementation approaches and methods for rural transport interventions to address specific elements of rural growth</p> <ul style="list-style-type: none"> - do communities, local authorities and other stakeholders participate in the planning and design of implementations? - are planning tools available and utilised to assist in the identification and location of rural transport infrastructure investments? - is maintenance properly planned and resourced? - is a knowledge of rural transport services included in the planning process? 	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
6	<p>Define road network, appropriate ownership and management roles and responsibilities, design standards and financing arrangements</p> <ul style="list-style-type: none"> - have the classification of the rural road network been clearly defined and administrative arrangements clearly developed? - have maintenance standards been developed for the rural road network? 	<input type="checkbox"/> <input type="checkbox"/>
7	<p>Monitoring and evaluation</p> <ul style="list-style-type: none"> - have indicators been developed to measure the impact of interventions in rural access and mobility? - are the social as well as economic benefits of such interventions captured? 	<input type="checkbox"/> <input type="checkbox"/>