



**Trainers' Notes**  
Rural Transport Training Materials

# Module 1: Policies and Strategies

## Part 1

Rural Transport Policy Development Process

## Part 2

Case Study from Malawi

### SESSION 1.5



**SSATP**  
Africa Transport  
Policy Program



**DFID** Department for  
International  
Development



theIDLgroup

<p><b>Learning Objectives</b></p>	<p>By the end of the session participants will be able to:</p> <p><b>Technical paper</b></p> <ul style="list-style-type: none"> <li>④ Explain the nature of policy</li> <li>④ Analyse the rural transport issues that need to be addressed through policy</li> <li>④ Describe the advantages and disadvantages of road management models</li> <li>④ Assess how policy may be designed to encourage the development of personal transport and transport services</li> <li>④ List the key aspects of policy implementation</li> </ul> <p><b>Case study</b></p> <ul style="list-style-type: none"> <li>④ Explain the role of the Malawi Rural Travel and Transport Program (MRTTP)</li> <li>④ Analyse the institutional framework of rural transport activities in Malawi</li> <li>④ Identify lessons from the Malawi experience for other countries</li> </ul>
<p><b>Rural Transport Knowledge Base papers used with this session</b></p>	<p>Rural transport policy development process  <b>By:</b> D. Robinson, and G. Banjo, World Bank (1999)</p> <p>Rural transport policy development process in Malawi: Case Study  <b>By:</b> RTTP and Government of Malawi, Lilongwe, Malawi (1999)</p>
<p><b>Training Materials</b></p>	<p><u>Presentations</u></p> <p>1.5a Rural Transport Policy Development Process</p> <p>1.5b Rural Transport Policy Development Process in Malawi – Case Study</p> <p><u>Activity Sheets</u></p> <p>21 Models and Options for managing rural roads</p> <p>22 Policy Measures for IMT</p> <p>23 Case Study: Rural Transport Policy Development Process in Malawi</p>

# Structure of Session 1.5

<i><b>Key Topics</b></i>	<i><b>Training Methods</b></i>
<b>Part 1</b>  <b>1. Introduction</b>  <b>2. Policy Processes</b> 2.1 National Level Policy 2.2 Infrastructure Provision & Management  2.3 Legal Framework 2.4 Technology  <b>3. Means of Transport</b> 3.1 Personal transport 3.2 Transport Services  <b>4. Policy Implementation</b>	<b>Presentation</b>  <b>Presentation with discussion</b> <b>Presentation</b> <b>Group Activity</b> <b>Presentation with discussion</b> <b>Presentation with discussion</b>  <b>Group Discussion</b> <b>Presentation &amp; discussion</b>  <b>Q &amp; A</b> <b>Presentation with discussion</b>
<b>Part 2</b>  <b>5. Case Study from Malawi</b> 5.1 Introduction 5.2 Overview of the Malawi Rural Travel and Transport Program (MRTTP) 5.3 Policy Framework  5.4 Role of the MRTTP in addressing policy issues  <b>Summary of session 1.5</b>	<b>Presentation</b> <b>Presentation</b>  <b>Case Study activity</b> <b>Presentation</b> <b>Presentation</b>

## Trainers' Summary

**This session is divided into two parts:**


**Part 1:** is based on the Technical Paper: Rural transport policy development process

**Part 2:** is based on the Case Study: Rural Transport Policy Development Process in Malawi


## Session 1.5 Trainers' Notes


### Part 1


## 1. Introduction

<i>Training Methods</i>	<i>Content</i>	<i>Materials</i>
<p><b>Presentation</b></p> 	<p>Introduce the session explaining the objectives and provide a brief overview of the topics to be covered.</p> <p>The first part of this session is based on the technical paper: Rural transport policy development process. This part of the session examines the role of policy issues in the provision of rural transport and infrastructure. Key issues such related to access and mobility, sustainability, infrastructure and management and the need for a cohesive policy framework are explored.</p> <p><b>Key Points:</b></p> <p><b>Session Overview Part 1</b></p> <ul style="list-style-type: none"> <li>④ Policy Processes</li> <li>④ Means of Transport</li> <li>④ Policy Implementation</li> </ul>	<p>Presentation 1.5a Slides 1 - 5</p>


## 2. Policy Processes


Training Methods	Content	Materials
<p><b>Presentation with Discussion</b></p> 	<p><b>2.1 National Level Policy</b></p> <p>Facilitate a discussion on the nature of the challenge facing policy makers. Draw on the opinions and experiences of participants. To stimulate debate ask questions like:</p> <p>What are the main problems facing the transport sector, particularly with regard to the provision of rural transport?</p> <p>What are the key policy issues related to transport?</p> <p>What aspects should be encompassed within transport policy?</p> <p><b>Key Points:</b></p> <ul style="list-style-type: none"> <li>☉ The key issues in a nutshell – under funded, poorly maintained, expensive, dangerous services</li> <li>☉ The nature of policy</li> <li>☉ Conceptualised relationships</li> <li>☉ National level policy – issues of access and mobility</li> <li>☉ National level policy – that needs to encompass economic, social, and environmental sustainability</li> </ul>	<p>Presentation 1.5a Slides 6 - 16</p>


<b>Training Methods</b>	<b>Content</b>	<b>Materials</b>
<p><b>Presentation</b></p> 	<h2>2.2 Infrastructure Provision &amp; Management</h2> <p>Introduce this section by explaining the need to examine both organisational structures and models of management, for the provision of rural roads.</p> <p><b>Key Points:</b></p> <ul style="list-style-type: none"> <li>Provision of infrastructure and organisational management may be centralised or decentralised</li> <li>An enabling environment is required for decentralisation to take place</li> <li>A process of decentralisation also requires fiscal devolution</li> </ul> <p>Introduce broad concepts of centralised and decentralised models for managing rural roads.</p> <p>This should set the scene for the group activity to follow, and so should not include detailed descriptions.</p>	<p>Presentation 1.5a Slides 17 -18</p>

Training Methods	Content	Materials
<p><b>Group Activity</b></p> 	<p>The purpose of the activity is to examine the strengths and weaknesses of different organisational models for managing rural roads</p> <ul style="list-style-type: none"> <li>④ Divide the participants into two groups</li> <li>④ <b>Group 1</b> will work on Model A which is a centralised approach. Use Activity Sheets 21a and 21b.</li> <li>④ <b>Group 2</b> will work on Model B which is a decentralised approach. Use Activity Sheets 21c and 21d.</li> <li>④ Ask each group to present their findings to the plenary.</li> <li>④ Facilitate a discussion on the key issues arising. The key learning points are discussed in detail below.</li> </ul> <p><b><u>Trainers' Note</u></b></p> <p><i>If the course is large the participants may be divided into 4 groups, with 2 groups taking Model A, and 2 groups Model B.</i></p>	<p>Presentation 1.5a Slide 19</p> <p>Activity Sheet 21 Flip chart, pens</p>





<b>Training Methods</b>	<b>Content</b>	<b>Materials</b>
<p><b>Presentation</b></p> 	<p>After the activity above summarise the Key Points. Draw on the participants' comments as well as the evidence drawn from the technical paper that is described in the presentation.</p> <p><b>Key Points</b></p> <ul style="list-style-type: none"> <li>☉ There are 4 options for the Models             <ul style="list-style-type: none"> <li>✓ Central government rural roads department</li> <li>✓ Local government management through contract management agency</li> <li>✓ Joint services committee (JSC)</li> <li>✓ Local government management through private consultants</li> </ul> </li> <li>☉ Both models and all options have advantages and disadvantages</li> <li>☉ A centralised Model A is best suited to countries with centralised governments and limited technical capabilities at local level</li> <li>☉ A decentralised Model B is more suitable where there are decentralised administrative systems</li> <li>☉ Both models should attempt to decentralise operations through the active involvement of local constituencies in priority setting and planning, and have a strong central unit responsible for co-ordination, guidance and oversight.</li> </ul>	<p>Presentation 1.5a Slide 20 - 30</p>


<i>Training Methods</i>	<i>Content</i>	<i>Materials</i>
<p><b>Presentation with Discussion</b></p> 	<h3>2.3 Legal Framework</h3> <p>Facilitate a discussion on the legal framework required for the effective management of rural roads. Ask questions like:          What factors should be included in the legal framework?          What specific legislation is needed regarding the ownership of tracks and roads?</p> <p><b>Key Points</b></p> <ul style="list-style-type: none"> <li>Thorough inventories must be taken</li> <li>Aspects of community ownership must be examined and given appropriate legal status</li> <li>Roads may be proclaimed or un-proclaimed</li> <li>Proclaimed roads require legislation and responsibility taken by the administrative body appointed</li> </ul>	<p>Presentation 1.5a          Slides 31 - 34</p>

Training Methods	Content	Materials
<p data-bbox="132 528 327 633"><b>Presentation with Discussion</b></p> 	<h2 data-bbox="421 454 695 495">2.4 Technology</h2> <p data-bbox="416 533 1206 786">Facilitate a discussion on the policy measures that need to be considered for the area of road technology. Ask questions like:            What policy measures are required related to road standards?            What should the policy be on the use of labour-based technology?</p> <p data-bbox="355 862 521 898"><b>Key Points</b></p> <ul data-bbox="421 936 1206 1485" style="list-style-type: none"> <li data-bbox="421 936 1206 1081">④ Roads standards that optimise the use of resources and are not unnecessarily stringent, and take into consideration requirements for <i>social road access</i> and <i>economic road access</i></li> <li data-bbox="421 1120 1206 1265">④ Use of contractors allows government to focus on specific aspects of management like the type, quantity and quality of infrastructure and how to finance road construction &amp; maintenance</li> <li data-bbox="421 1303 1206 1377">④ Effective use of contractors requires an enabling environment to encourage investment</li> <li data-bbox="421 1415 1206 1485">④ Works technology should make most use of labour-based technology where appropriate</li> </ul>	<p data-bbox="1267 528 1468 633">Presentation 1.5a Slides 35 - 37</p>



## 3. Means of Transport


Training Methods	Content	Materials
<p><b>Group Discussion</b></p> 	<p><b>3.1 Personal transport</b></p> <p>Introduce this section by starting with a group activity that explores the policy requirements for Intermediate Means of Transport (IMTs).</p> <p>The purpose of this activity is to examine the various policy measures required to encourage the use of IMTs. This includes encouraging their use by women in particular. Encourage participants to focus in particular on how we can ensure that policy measures are pro-poor.</p> <ul style="list-style-type: none"> <li>④ Divide the participants into groups of 4 or 5, and give them Activity Sheet 22</li> <li>④ Ask participants to discuss: <p><i>What policy measures need to be put in place to encourage the use of Intermediate Means of Transport (IMTs)?</i></p> </li> <li>④ When the group work is finished, ask participants to stick their flip charts up on the walls around the room.</li> <li>④ Ask each group to read the findings of the other groups. There is no need for each group to present.</li> <li>④ Facilitate a discussion on the key issues arising, drawing out common themes. The key learning are discussed below.</li> </ul>	<p>Presentation 1.5a Slides 38 - 39</p> <p>Flip chart</p> <p>Activity Sheet 22</p>

Training Methods	Content	Materials
<p><b>Presentation</b></p> 	<p>Building on the discussion above, explain the issues related to policy development to encourage the adoption of IMTs and personal transport. Link the information in the presentation to the findings from the participants' group activity.</p> <p><b>Key Points:</b></p> <ul style="list-style-type: none"> <li>④ Policy to encourage the use of IMTs</li> <li>④ Policy and fiscal measures to encourage local manufacture of components and spare parts</li> <li>④ Promote the use of IMT by women</li> <li>④ Critical factors <ul style="list-style-type: none"> <li>✓ The importance of taking a long term perspective</li> <li>✓ The need for sufficient scale to make a significant impact</li> <li>✓ It may be necessary to adapt IMT designs for use by women</li> </ul> </li> <li>④ Policy measures aimed at transport Services</li> </ul>	<p>Presentation 1.5a Slides 40 - 42</p>

<b>Training Methods</b>	<b>Content</b>	<b>Materials</b>
<p><b>Presentation</b></p> 	<h3>3.2 Transport Services</h3> <p>Describe the policy measures required to ensure effective transport services.</p> <p><b>Key Points</b></p> <ul style="list-style-type: none"> <li>Remove unnecessary regulatory constraints to the provision and development of transport services by the private sector</li> <li>Regulations should focus on safety &amp; insurance measures</li> <li>Eliminate import constraints for vehicles &amp; spare parts, and develop maintenance &amp; repairs capability for vehicles</li> <li>Support and promote innovative schemes for the operation of services targeted at local level needs</li> </ul>	<p>Presentation 1.5a Slides 43 - 44</p>


## 4. Policy Implementation


Training Methods	Content	Materials
<b>Q &amp; A</b> 	<ul style="list-style-type: none"> <li>Explore the process for implementing transport policy. Facilitate the discussion by asking:  <i>What are the key steps and processes that we need to go through to implement policy?</i></li> <li>Note points raised by participants on flip chart. The key learning points are discussed below.</li> </ul>	Flip chart, pens
<b>Presentation with Discussion</b> 	<p>Building on the points mentioned above, facilitate a discussion on the basic steps and process required for the implementation of policy. Ask questions like:            What should be included in a government policy statement?            Who should take the lead in the implementation of policy?</p> <p><b>Key Points</b></p> <ul style="list-style-type: none"> <li>The approach needs to be structured</li> <li>Once a policy statement has been agreed &amp; adopted by government, policy frameworks can then be put in place</li> <li>Government Policy Statement should include a draft mission statement, and a vision identifying the strategic directions in which the organisation needs to move in order to deliver the policy</li> </ul> <p><b>Continued...</b></p>	Presentation 1.5a Slides 45 - 47


<b>Training Methods</b>	<b>Content</b>	<b>Materials</b>
	<p><b>...Continued</b></p> <ul style="list-style-type: none"> <li>③ Set objectives in key areas e.g. defining levels of accessibility to the road network</li> <li>③ Undertaken by a 'lead ministry' on behalf of government, and involve consultation with a wide range of stakeholders</li> <li>③ The bodies responsible for implementing the policy similarly need a mission statement, objectives and draft standards. These must be in compliance with the stated government mission and strategies</li> </ul>	
<p><b>Presentation</b></p> 	<p><b>Concluding remarks</b></p> <p>Summarise the first part of this session by highlighting the main issues explored, including how transport policy may be implemented.</p>	





## 5. Case Study from Malawi


<i>Training Methods</i>	<i>Content</i>	<i>Materials</i>
<p><b>Presentation</b></p> 	<p><b>5.1 Introduction</b></p> <p>Introduce the second part of session by explaining the learning objectives and session structure.</p> <p>The second part of this session is based on the case study: Rural Transport Policy Development Process in Malawi. This part of the session explores the experiences of the Government of Malawi (GoM) and the Sub-Saharan Africa Transport Program (SSATP) and the role of the Rural Travel and Transport Program (RTTP).</p> <p><b>Key Points:</b></p> <p><b>Session Overview Part 2</b></p> <ul style="list-style-type: none"> <li>Overview of the Malawi Rural Travel and Transport Program (MRTTP)</li> <li>Policy Framework</li> <li>Role of the MRTTP in addressing policy issues</li> </ul>	<p>Presentation 1.5b Slides 1 - 3</p>

<i>Training Methods</i>	<i>Content</i>	<i>Materials</i>
<p><b>Presentation</b></p> 	<h3>5.2 Overview of the Malawi Rural Travel and Transport Program (MRTTP)</h3> <p>Describe the background to the Malawi case study, and the Malawi Rural Travel and Transport Program (MRTTP)</p> <p><b>Key Points</b></p> <ul style="list-style-type: none"> <li>☉ List the limitations of previous efforts</li> <li>☉ The goal of the Malawi Rural Travel and Transport Program (MRTTP)</li> <li>☉ The objectives of the MRTTP</li> <li>☉ Intended beneficiaries: rural communities and Ministries/Departments and organisations involved in Rural Travel and Transport</li> </ul>	<p>Presentation 1.5b Slides 4 - 8</p>

Training Methods	Content	Materials
<p><b>Case Study activity in groups</b></p> 	<h3>5.3 Policy Framework</h3> <h4>Analysis of the institutional framework in Malawi</h4> <p>The purpose of this activity is to examine the role of the Rural Travel and Transport Program (RTTP) in Malawi and their attempts to address issues on the rural transport sector. This activity also aims to investigate the institutional framework of rural transport activities in Malawi, and to draw out lessons that could be applied to other countries.</p> <p>The case study sheets attached describe the <i>existing</i> context and institutional framework in Malawi. It is in this scenario that the new policy process is being developed.</p> <ul style="list-style-type: none"> <li>🕒 Divide participants into groups of 4 or 5</li> <li>🕒 Give the groups Activity Sheet 11</li> <li>🕒 Ask them to read the case study extracts and to discuss the following questions <ul style="list-style-type: none"> <li>A. <i>What recommendations would you give to the Government of Malawi for implementing a pro-poor transport policy based on decentralisation?</i></li> <li>B. <i>Suggest possible strategies for addressing the issues related to capacity &amp; existing planning structures.</i></li> </ul> </li> <li>🕒 Encourage participants to draw on their experiences.</li> <li>🕒 Ask each group to prepare their findings on a flip chart and to present them to the plenary.</li> <li>🕒 Facilitate a discussion on the key issues arising, drawing out common themes. The key learning points will be discussed below.</li> </ul>	<p>Presentation 1.5b Slide 9</p> <p>Activity Sheet 23</p>

<b>Training Methods</b>	<b>Content</b>	<b>Materials</b>
<p><b>Presentation</b></p> 	<p>Building on the pointed mentioned in the activity above, describe the rural transport policy framework in Malawi, highlighting Key Points in the following areas -</p> <p><b>Key Points</b></p> <ul style="list-style-type: none"> <li>④ Specific Objectives of Rural Transport Policy</li> <li>④ Rural Transport Policy Strategies</li> <li>④ Investment Strategies</li> <li>④ Regulatory Strategies</li> <li>④ Pricing Strategies</li> <li>④ This is the policy framework in which the MRTTP is operating</li> </ul>	<p>Presentation 1.5b Slides 10 -15</p>

<b>Training Methods</b>	<b>Content</b>	<b>Materials</b>
<p><b>Presentation</b></p> 	<p><b>5.4 Role of the MRTTP in addressing policy issues</b></p> <p>Describe the policy and institutional issues occurring and the ways in which the MRTTP intends to address them, in light of a process of decentralisation.</p> <p><b>Key Points</b></p> <ul style="list-style-type: none"> <li>Components of the rural travel and transport sub-sector</li> <li>Centralised planning approach: previous development committees to be replaced by elected assemblies at district, area and village level</li> <li>Developing capacity at district level</li> <li>New funding measures</li> <li>Devolution of powers and functions</li> </ul>	<p>Presentation 1.5b Slides 16 -19</p>

Training Methods	Content	Materials
<p><b>Presentation</b></p> 	<p><b>Implementation of the MRTTP in top-down centralised planning structure</b></p> <p>Explain what the MRTTP envisages in terms of changes to rural transport policy. Describe the problems of implementation of the policy in light of the current top down centralised structure of planning, and how MRTTP will address this.</p> <p><b>Key Points</b></p> <ul style="list-style-type: none"> <li>⦿ Diverse transport requirements at community level where central planners find it difficult to appreciate divergent needs and aggregate them to satisfy rural transport requirements</li> <li>⦿ The complexity of the rural transport network makes it difficult for central government to gather &amp; process information for planning purposes.</li> <li>⦿ The time it takes for resources to move from central government to community level influences effectiveness of the programmes</li> <li>⦿ The need for non-transport interventions to improve accessibility is not recognised by central planners</li> <li>⦿ MRTTP will overcome these problems by assigning responsibilities to grassroots organisations and through policy guidance and an enabling environment</li> </ul>	<p>Presentation 1.5b Slides 21 - 23</p>
	<p><b>Summary of Session 1.5</b></p> <p>Conclude this session by reviewing the issues explored and the key lessons learnt, highlighting areas that may need further investigation or discussion.</p>	