



Forum

News

International Forum for Rural Transport and Development

Transport and Poverty

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Poverty Watch

Making Transport Count in Poverty Reduction

Poverty Watch is an ongoing international programme initiated by the IFRTD to spotlight the interface between transport and poverty reduction. Its aims are twofold:

- To identify, profile, and promote the dimensions of transport that are important for poverty reduction.
- To nurture the role of civil society in monitoring and influencing; the design of transport sector policies, transport investment programmes, and the inclusion of mobility and access issues within key national development policies.

The process for achieving these objectives is the mobilisation and capacity building of civil society to carry out analytical work on the links between transport and poverty, and to implement that knowledge through policy advocacy or practical interventions. Through this approach Poverty Watch is building a critical mass of interested stakeholders capable of debating the issues and identifying key priorities for a transport and poverty agenda in each country.

The first phase of the Poverty Watch programme has been operational in 14 countries across Asia, Africa and Latin America; Indonesia, Cambodia, Sri Lanka, Nepal, Kenya, Tanzania, Uganda, Zimbabwe, Burkina Faso, DR Congo, Senegal, Nicaragua, Peru and Bolivia. In these countries programme participants have been able to carry out studies of how and whether existing national transport policies and



IFRTD Secretariat 2005

Spontaneous wharfs serve the needs of local communities in Nicaragua. Poverty Watch researchers in Latin America identified a lack of attention to waterways.

Key Principles of Poverty Watch

The Poverty Watch programme was founded on the precept that a sector that is so strategic not only to the economy, but also to overall development, requires increased public accountability and regular auditing of its impact on poverty reduction. The programme has three underlying principles:

- The function of transport in achieving broader development outcomes is not sufficiently captured through the prevailing economic and engineering models that guide decision making processes within the transport sector.
- Although transport has no direct impact on poverty, it does play an important role in supporting overall economic growth, and specifically helps poor people to develop their physical assets and to accumulate human, social and political capital.
- It is rarely considered necessary to subject the transport sector's policies and investment decisions to pro-poor analysis. This leads to investment patterns that result in economic and social differentiation and ultimately, inequality and poverty.

strategies interface with national poverty reduction efforts. The results of these studies are now available as country case studies which have also been synthesised into 4 papers highlighting key regional issues.

These studies have yielded a wealth of information and knowledge on the role of transport and access in poverty reduction in various contexts and perspectives. IFRTD members have been able to use knowledge gained from these studies in a variety of ways, including lobbying national policy processes and making contributions to poverty reduction debates.

This extended edition of Forum News presents snapshots of selected country studies and regional syntheses. It also presents a draft Transport and Poverty Monitoring [TPM] Framework which is a key output of the first phase of the Poverty Watch programme. The draft TPM Framework was debated in a workshop held in December 2005 in Nairobi, Kenya, and is presented here in pages 4 and 5 for your critique. We anticipate that the Framework will form the basis for further debate and discussion with respect to making transport more responsive to poverty both in policy and practice.

The 14 Country Case Studies and the 4 regional synthesis papers are available at the IFRTD website: http://www.ifrtd.gn.apc.org/new/proj/pov_watch.php or by contacting the IFRTD Secretariat (See "About Us" box on Page 8).

In this issue:

1. Poverty Watch; Key Principles
2. Transport & Poverty;
International Overview

3. International Workshop; Lessons
Learned
4. Policy Change; TPM Framework

5. Framework – Policy Review;
Adding Value
6. Feedback; Framework –
Implementation & Impact
Review

7. Micro-level; Economic Recovery;
Latin America
8. News & Events



Transport and Poverty: Finding the Nexus

Poverty reduction and the achievement of the Millennium Development Goals are currently the key pillars of national and global development policy. The role of the transport sector has been under particular focus owing to the sector's strategic role in national, regional and global economies. Effective contribution of transport to poverty reduction requires pinpointing and acting on processes and mechanisms through which transport can induce poverty reducing impacts. It should be emphasised that the relationship between transport and poverty reduction is neither straightforward nor automatic. At a conceptual level transport's contribution to poverty reduction can occur in a variety of ways:

1. Through support to overall economic growth. This is the traditional perspective of a trickle down process. Improved transportation infrastructure and services undoubtedly contribute to reduced costs of transport, market expansion, improved productivity and competitiveness. These are necessary conditions for economic growth but certainly insufficient for poverty reduction. The transport sector itself cannot guarantee that the benefits of macro-economic growth will trickle down to the poor. That is a process which relies upon governance, institutional structures and policy mechanisms over which the transport sector has no immediate influence.
2. Still within the economic function of transport, the sector contributes to pro-poor growth patterns by targeting transport interventions to support the development of markets and businesses that serve and employ the poor. The sector can also directly input into poverty reduction by providing employment for the poor through the operation of transport services and by appropriate use of labour based techniques in the delivery of certain types of transport infrastructure. However it should be noted that the transport sector by itself cannot induce and sustain pro-poor growth. Other incentives

for example in land reforms, micro finance, small enterprise and development are needed.

3. Transport is important for building the human capital of the poor by facilitating access to social services such as health, education, clean water and basic administrative services. However, optimal social benefits cannot be achieved from the sector without satisfactory delivery levels in the locations where the services are sought. For example, in the case of health, there must be affordable and adequate drug supplies and relevant healthcare personnel at healthcare facilities.
4. There are many aspects of gender equality that need transport and mobility inputs. These include access to reproductive health services, reduction of the drudgery of headloading, and access to education for young girls. The extent to which transport can contribute to this depends upon the overall context of gender consciousness and empowerment within a country or region.

The flipside of transport is that it can exacerbate inequalities and deepen poverty if its negative externalities are not appropriately managed. For example poor people are more likely to suffer from traffic accidents, from HIV/AIDS prevalence along transport corridors and at hubs, and in the displacement of homes and livelihoods during the construction of infrastructure. It is vital that the transport sector pursues a socially responsible path that safeguards the rights of the poor and mitigates their vulnerability.

It is important to recognise that transport by itself cannot have a decisive impact on poverty. This suggests the need for the transport sector to strengthen its policy, planning and implementation linkages with other key development sectors such as health, education, and water and sanitation, in order to deliver more effectively towards the poverty reduction agenda.

Poverty Watch: An International Overview

The Poverty Watch case studies confirm the links between transport and poverty reduction and reveal that most countries have some form of transport policy document, either complete or in draft form. Generally where transport policies do not exist there is a widespread problem of institutional fragmentation in the implementation of transport sector activities. Conversely in cases where there is an existing transport policy, implementation of political objectives, including poverty reduction, often lags behind for institutional and structural reasons.

The relative size of the transport sector in the different regions varies from country to country. For example the transport sectors in Burkina Faso and Sénégal take on average 16% of the national budget. In Latin America and Asia, transport takes the greatest share of public investment (approximately 30%, mostly for road infrastructure) and contributes about 6% of the gross national product (GNP). In Bolivia, for example, transport takes 30% of public investment and contributes 7% of GNP. It also generates 6.9% of total employment. In Nepal, annual value addition growth rate in the transport sector during the last three planning periods has averaged 7.2%.

Transport policy objectives tend to vary depending on national context. However, evidence from the Poverty Watch case studies has shown that most initiatives include: employment creation in rural areas through road maintenance, micro enterprises and specific emergency programmes; decentralisation of administrative responsibilities (management, construction and maintenance) to local and department level; privatisation and commercialisation of transport infrastructure and services; trade facilitation through the development of international transport corridors; and also transport sector reforms such as the establishment of road network management systems, the review of road design and maintenance standards, the promotion of road safety measures, and innovative road financing mechanisms. Development partners provide a sizeable share of funding for these programmes.

Transport is increasingly recognised as a means of reducing poverty and as a key priority in the context of Poverty Reduction Strategies (PRSs). However there is still a need to address coherence between

transport policies and PRSs. In Anglophone Africa, such coherence is realised through the Medium Term Expenditure Framework (MTEF), Poverty Reduction Strategy Papers (PRSPs), and Budgetary Support, among other processes. In the case of Francophone Africa, the focus of the transport sector as defined in PRSPs is cost reduction, growth, gender balance and accessibility to basic services. In Latin America, while the transport policies of Bolivia, Nicaragua and Peru do not specifically mention the relationship between transport and poverty reduction strategies (PRS), it is implied within immediate objectives that include support to national economic development.

In general, analysis of policy content and/or the policy links between transport and poverty in Latin America has demonstrated that poverty reduction programmes are recognising the importance of transport, yet relegating the issue to the transport sector. In the context of rural development, the emphasis is on an economic (access to market) approach and policy is largely silent on transport safety (the Peruvian and Nicaraguan case studies mention high road accident rates) and other externalities.

In Asia pro-poor policies identify transport as a critical area. Poverty is directly related to isolation and is exacerbated by difficult topography. In Nepal, for example, where there is a higher percentage of poverty in the mountainous areas due to difficult accessibility, and the transport sector focuses on enhancing accessibility through improved access infrastructure. In Indonesia policies also include a poverty focus but the transport policy is concerned with urban rather than rural poverty.

In Cambodia, several pro-poor policies have been included in the rural access programme under the Ministry of Rural Development, while Sri Lanka has a poverty alleviation programme at national level called 'Samurdhi'. All sector policies in Sri Lanka include pro-poor policies, however, there is no coordination between agencies with regard to implementation resulting in fragmented interventions between the sectors. Regulatory systems for bus fares and train services are predominant in policy, and mega transport infrastructure has been prioritised with no accompanying attention

Continued on page 3



Continued from page 2

paid to connectivity to rural areas. Nevertheless, political decentralisation in Sri Lanka has been able to take healthcare and education services closer to the poor. The national policy environment has also supported the provision of subsidised bus services to rural areas and the development of high road density. More recent policies include the establishment of a road fund and a proposal to develop public private partnerships in the provision and development of infrastructure.

In terms of policy formulation, the evidence presented by the Poverty Watch studies suggests domination of the process by development partners and public sector agencies. To create balance and representation in policy formulation, participative approaches as well as public and private sector partnerships are now emerging in all regions. The situation, however, has a way to go to achieve a satisfactory level of participation. Nicaragua and Bolivia, for example, hardly demonstrate any space for civil society participation in policy formulation.

The 14 country case studies provide a strong basis for the improvement and development of transport policy frameworks that are founded on the principles of poverty reduction. By providing evidence based on the analysis of transport policies in countries with varied social, political, economic and environmental backgrounds, but where society is embedded in poverty, they are a major contribution to the local, national and international struggle for transport planning policies and strategies that truly are pro-poor.

An International Workshop

In December 2005 IFRTD hosted an international workshop in Nairobi, Kenya to develop a Transport and Poverty Monitoring [TPM] framework. The workshop brought together a number of researchers from Africa, Asia and Latin America who had taken part in the Poverty Watch programme. The workshop marked the culmination of the first phase of Poverty Watch. The objectives of the Nairobi workshop were:

- To synthesise and disseminate the learning from phase one of the Poverty Watch programme.
- To develop a framework for use in determining the key links between transport policies, strategies, programmes, and poverty reduction efforts.

Selected country case studies and the regional synthesis papers from the first phase of the programme were presented alongside additional experiences from the World Bank's regional Transport and Poverty Review process in Kenya, and the Community Parliament model developed by KENDAT, a local partner in the implementation of Poverty Watch. Group work was organised around the development of the Transport and Poverty Monitoring Framework and focused on 5 key questions:

- The identification of key principles, issues and interfaces linking transport to poverty reduction
- Agreement on the scope and limitations of the framework
- Identification of levels at which it can be applied
- Identification of stakeholders/clients for the framework
- Ways in which it can be pilot tested.

See pages 4, 5 and 6 for more information about the draft framework.

The full workshop proceedings are available on the IFRTD website at http://www.ifrtd.gn.apc.org/new/proj/pov_watch.php

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Lessons Learned

1. Transport is increasingly recognised as a means of reducing poverty and as a key priority in the context of Poverty Reduction Strategies (PRSs).
2. The transport policy-making process is mainly dominated by development partners and public sector agencies, hence the need for participatory approaches as well as public and private sector partnerships.
3. Despite a growing understanding of what pro-poor transport policy should look like, transferring this understanding into action remains problematic.
4. Despite rhetoric to the contrary, gender imbalance persists in the transport sector and women bear the greatest burden of this bias.
5. The transport sector itself is still shackled to economic growth and trickle down models. The implementation of pro-poor transport does not sit well with the institutions, mind-sets, analytical tools and practices, that have developed around the sector.
6. Effective transport policy should ensure socially, economically, environmentally and financially sustainable outcomes. The TPM Framework suggests that a transport sector that delivers on poverty reduction objectives will need to be accompanied by sound implementation strategies that are integrated with wider policy aims for poverty reduction and national development.
7. In the TPM Framework there is a need to allow for regional, national and contextual differences despite the fact that some global similarities do exist, for example, employment creation in rural areas through road maintenance, and a decentralised transport approach.



Through the Poverty Watch programme communities in Mwea, Kenya, were trained about untapped opportunities such as the recently introduced decentralised funding mechanism, the Community Development Fund (CDF). Some are now members of the CDF management committee with a say in constituency projects that are positively changing their livelihoods.

IFRTD wishes to acknowledge with gratitude the support of the UK DFID's Civil Society Challenge Fund, as well as SDC and Sida for providing financial support to the initial phase of the Poverty Watch Programme.



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Observatoire sur la Pauvreté
Poverty Watch
Vigilar la Agenda de Pobreza



Progress and Challenges in Achieving Policy Change

This programme goes by the name 'Poverty Watch' to emphasise its focus on supporting civil society to monitor the performance of the transport sector against poverty reduction goals. The activities carried out under this programme reinforce the profile of IFRTD as a network oriented towards pro-poor transport policies and programmes.

Internationally the programme is expected to contribute to ongoing debates on how we can strengthen our measurement of progress towards meeting the Millennium Development Goals. A Transport and Poverty Monitoring framework (see below) has been under development since 2004 through the collaboration of Poverty Watch programme participants.

At national level the programme has focused on creating an understanding and public awareness of how transport links to poverty reduction, and on the development of a policy advocacy strategy. In Tanzania for example, the IFRTD affiliated National Forum Group (NFG) on Transport and Development was able to host a dialogue session with members of parliament to focus their attention on how rural transport policies and investment plans in the country could be more effective in addressing poverty. Meanwhile in Kenya, the Community Parliament Model – a local stakeholder forum initiated in selected locations – is providing a useful mechanism for influencing transport related decisions at local level, and in Zimbabwe members of the IFRTD network have been involved in the preparation of a national transport policy.

In Cambodia the IFRTD affiliated national network has not only had an impact on national transport strategies but has had tremendous influence on two ministries, Public works and Rural Development. These

Ministries are traditionally very technocratic, top-down and infrastructure oriented. The influence of NFG members within the Ministries is helping to engender more people oriented approaches. The NFG has helped to develop community transport associations that organise participation in road construction and maintenance as well as monitor the poverty reduction impacts of roads.

Through the implementation of the Poverty Watch programme in different countries it has become clear that despite a growing understanding of what pro-poor transport policy should look like, transferring this understanding into action remains problematic. This could be the result of over-arching governance systems that are not aligned to the pro-poor agenda, and a lack of effective institutional processes that can translate policy rhetoric into practice.

At a more conceptual level, the relationship between poverty reduction approaches and the dominant market-led development paradigm still remains uneasy. In policy implementation, in spite of the pro-poor rhetoric, the prevailing practice of governments and donors continues to be – achieve economic growth first and deal with poverty reduction after. The transport sector itself is still shackled to the economic growth and trickle down models. The implementation of pro-poor transport does not sit well with the institutions, mind-sets, analytical tools and practices that have developed around the sector.

The entry of civil society into the transport debate is intended to spark a paradigm shift that will bring social dimensions into the agenda and influence the institutional mechanisms through which policy making and implementation is carried out.

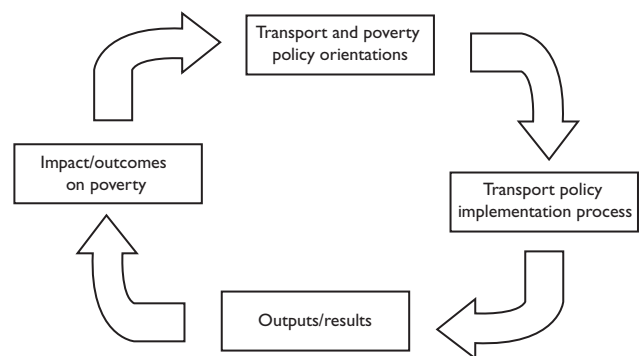
The Transport and Poverty Monitoring (TPM) Framework

The TPM framework presented on pages 5 and 6 has been developed through a consultative process, using the Poverty Watch country reviews and an extensive literature review as background resources.

This framework is designed for application at both national and local level. Nationally it can be used to review the content of policy, in particular policy related to transport and poverty. The review should judge how poverty issues are analysed and the extent to which inter-sector linkages are explored. It should also examine the extent to which policy formulation is a participatory, multi-stakeholder process. At a local level the framework can be used to review how local and national levels are linked in the policy formulation process, how policy is interpreted and implemented, and the outcomes, bottlenecks and lessons that arise. There is also potential for a more universal application of the TPM framework as a means of cross-national benchmarking and/or learning.

The starting point in any contextual analysis of links between transport and poverty is to review both transport and poverty reduction strategies and policies. In addition to transport policy statements it is necessary to review relevant laws, statutes, plans, guidelines and procedures issued or used by different agencies concerned with the management of transport sector activities at national, regional and local level. It is also necessary to review the context (topography, infrastructure stocks, demography), and economic, industrial and social factors specific to a country.

The Transport and Poverty Monitoring (TPM) Framework takes this review one stage further by recognising that a transport sector that delivers on poverty reduction objectives will require more than just good policy. The right policies must be accompanied by sound implementation strategies that are integrated with wider policy aims for



The Framework Process – Policy AND Practice

poverty reduction and national development. Effective transport policy should ensure socially, economically, environmentally and financially sustainable outcomes.

The TPM Framework summarises key fields of interest in transport and poverty linkage analysis. It seeks to ensure that the links and interdependence between policies, implementation processes, outputs and expected poverty impacts are monitored and evaluated. The cyclical representation of the framework process above represents the ongoing nature of the policy formulation process, allowing for incremental improvements over time that reflect lessons learned and changing contexts. Tables 1 and 2 on the following pages present the relevant variables and indicators for the monitoring of poverty-responsive transport activities at the policy and implementation stages respectively.



Table I – Operational Guide for the Transport and Poverty Monitoring Framework: Policy Review

<i>Question</i>	<i>Justification</i>	<i>Indicators</i>
Is the policy well grounded in the poverty context of the country?	Transport cannot be effective in poverty reduction if the national policy environment is not pro-poor and equity oriented.	<ul style="list-style-type: none"> ■ A transport policy that outlines clear ways to contribute to poverty reduction. ■ Well defined implementation strategies and poverty impact monitoring mechanisms.
Does the policy recognise the need to pay attention to infrastructure and transport modes used by poor people?	The majority of poor people in urban and rural areas do not use motorised transport. Without an integrated approach to infrastructure and services, investment in transport is unlikely to have a significant impact on poverty.	<ul style="list-style-type: none"> ■ Financial provisions for local level infrastructure and access networks. ■ Incentives for affordable transport modes and services ■ Increased use and access to transport services.
Is the link between transport and access to services recognised?	Difficult access adversely affects the effectiveness of service delivery to rural and urban communities. It exacerbates isolation of the poor and reduces opportunities for better health, job opportunities, markets, and income.	<ul style="list-style-type: none"> ■ Sectoral integration at implementation level. ■ Access to basic services particularly for the poor.
Are there safeguards against negative externalities related to the transport sector?	While increased mobility of people and goods is associated with increased economic and social benefits, mobility can have negative externalities. E.g. High levels of HIV/AIDS prevalence, accidents, and high crime rates.	<ul style="list-style-type: none"> ■ Informed and sensitive approach in planning transport interventions. ■ Safer and more secure transport utilities. ■ Safety nets put in place to mitigate negative externalities.
Are the transport needs of the urban poor and rural poor distinguished?	Poor communities in rural and urban areas have distinct transport needs. E.g. transportation of agricultural goods in rural areas or mobility to employment in urban areas.	<ul style="list-style-type: none"> ■ Use of dialogue in an inclusive policy making process. ■ Transport interventions planned and executed within the wider context of livelihoods, resources, knowledge and rights.
Is there a long term perspective to rural and urban infrastructure and transport service investments?	For effective development greater sustainability is needed for both maintenance of infrastructure and operation of services.	<ul style="list-style-type: none"> ■ Falling costs of transport. ■ Clear strategies for financing development and maintenance.
Is gender mainstreamed into transport policy?	Men and women have distinct transport needs. Imbalances should be addressed by transport policy and greater gender awareness created.	<ul style="list-style-type: none"> ■ Commissioning and use of gender disaggregated transport statistics in policy formulation. ■ Gender analysis in transport planning incorporated in all interventions. ■ Increased awareness of gendered transport issues.
Are special needs recognised?	The special needs of school children, the elderly and disabled must be mainstreamed in transport planning.	<ul style="list-style-type: none"> ■ Planning for special transport needs, including; design, security, transport routes and schedules at all levels.
Does the policy recognise the potential for pro-poor employment?	Employment intensive programmes generate more direct and indirect employment opportunities and income by using locally available inputs and thus creating greater demand for local products and services, than high technology programmes reliant on imports do.	<ul style="list-style-type: none"> ■ Use of labour based approaches and initiatives aligned more directly with the MDGs. ■ More financial resources committed to labour intensive transport projects. ■ Expansion of employment in transport service operation. ■ Maximum use of local resources for local transport infrastructure improvements.
Does the policy provide clear implementation plans and performance monitoring mechanisms?	Rigorous monitoring and evaluation is the only means to ensure feed-back to the policy formulation process, and guarantee that policy making evolves over time to reflect changing context.	<ul style="list-style-type: none"> ■ A monitoring framework and implementing agency is established. ■ Regular and ongoing monitoring are conducted at all levels in relevant areas. ■ Review of policy is undertaken regularly.
Is the physical, social and political context in which the transport activities take place well defined?	Good transport policy needs to be concerned with the balance between the social, economic and environmental aspects of sustainable transport.	<ul style="list-style-type: none"> ■ The trade off between accessibility, availability and mobility on one side and the environment and safety on the other, is well defined and factored into the transport strategy made.

Adding Value

The anticipated added value of the Transport and Poverty Impact Monitoring Framework includes:

- A starting point or common reference for the formulation and implementation of more effective pro-poor transport policies and strategies.

- Wider accountability – the involvement of government and independent civil society actors.
- Encouragement for the transport sector to explore inter-sectoral linkages that can lead to improved delivery of poverty reduction outcomes.



Table 2 – Operational Guide for the Transport and Poverty Monitoring Framework: Implementation and Impact Review

Issue	Output	Impact	Indicator
Coordination and integration of transport policies and actions with other sectoral plans at different levels.	Formulation of objectives and standards that link with objectives in relevant sectors. Coherent management and administrative structures in sync with local needs and conditions.	Efficient Service Provision. Functional social and economic sectors e.g. agriculture both benefits and contributes to poverty reduction.	<ul style="list-style-type: none"> ■ Reduced cost of transport (monetary and time). ■ Improved access to services (monetary and time). ■ Reduced traffic accidents.
Partnership approach and sharing of responsibilities in implementation of transport policy.	Public Private Partnerships. Collaboration between central and sub-national governments. Stakeholder consultations entrenched. Institutionalised bottom-up, top-down approach to decision making.	Planning standards, guidelines and regulations that are more responsive to local needs. Deeper local level inter-sectoral co-ordination. Improved service delivery. Increased public engagement.	<ul style="list-style-type: none"> ■ Reduced costs. ■ Faster speed of implementation.
Upward and downward accountability.	Adequate mechanisms for equitable distribution of resources and fiscal oversight.	Efficient and effective allocation and use of resources. Financial transparency and sustainability.	<ul style="list-style-type: none"> ■ Improved information flow to all stakeholders.
Adequate and growing capacity for implementation of anti-poverty programmes.	Effective monitoring systems. Information sharing and institutional learning. Capacity building programmes undertaken.	Overall knowledge base among stakeholders and implementing agencies improved. Higher degree of technical competence.	<ul style="list-style-type: none"> ■ Improved approaches to planning and implementation of anti-poverty measures.
Public engagement and participation.	Effective instruments put in place for delegating ownership to communities and interest groups. Use of participatory processes in the planning and execution of infrastructure and service delivery.	Greater attention given to local priorities. Direct and active participation of local constituencies in planning and implementation as well as in monitoring and evaluation.	<ul style="list-style-type: none"> ■ Local ownership of anti-poverty action. ■ Use of local knowledge and resources in implementation.
Development of transport services.	Impediments to the growth of competitive transport services addressed.	Overall accessibility improved. Increased employment opportunities in transport services.	<ul style="list-style-type: none"> ■ Reduction in transport costs. ■ Improved incomes in transport service sub-sector.
Sustainability in the management of infrastructure.	Comprehensive inventory of local transport assets and services established. Framework for sustainable financing established. Human resource requirements addressed. Optimal use of local resources including labour.	Adequate funding for improvement and maintenance of infrastructure for pedestrian and other intermediate means of transport. Improvement in network management.	<ul style="list-style-type: none"> ■ Reduced costs of transport. ■ Improved access levels.

Snapshots: Transport and the Economy

One of the justifications for the Poverty Watch programme was recognition of the significant impact that transport has on national economies through contribution to national output, employment creation, and demand on investment resources. Here are some snapshots from the Poverty Watch case studies:

- Transport contributes to the economy through value addition to goods and services, employment and income generation. In many developed countries, transportation accounts for between 6% and 12% of GDP.
- Transportation accounts on average for between 10% and 15% of household expenditures while it accounts for around 4% of the costs of each unit of manufacturing output.
- Transport commonly accounts for 5% to 8% of total paid employment in developing countries.
- Around 15% of the World Bank's total lending portfolio goes to transport, and 60% of this is related to road transport investments.
- In Bolivia the sector contributes 9.3% to GDP and provides 6.97% of all jobs currently available in the country. Average incomes in the sector are US\$160 compared to the Bolivian Average of US\$77. The sector takes about 30% of the national public investment budget.
- In Senegal and Burkina Faso the government's public investments into the transport sector are around 16% of the public sector budget, more than 90% of this investment is spent on the road sector.
- In Kenya the transport sector contributes 6% to GDP and consumes 6.3% of the national public investment budget. In Tanzania the contribution is an average of 5% GDP and in Uganda 6%.

Feedback and Pilot Testing

This framework is a work in progress. Feedback and further dialogue are required to strengthen it as a tool for monitoring the impacts of transport on poverty at local, regional and national level.

It is suggested that the framework will be piloted in a number of countries, at least one of which should be a good performer in poverty reduction. The Poverty Watch team are interested to review what role transport has played in poverty reduction processes and how policies are linked to implementation processes.

It is foreseen that a final framework will be launched at an international transport and poverty networking event in 2007.

Please send your comments to: Peter Njenga, IFRTD Secretariat, Email: peter.njenga@ifrtd.org.

Micro-Level Impacts

As part of the Poverty Watch programme the Lanka Forum for Rural Transport and Development (LFRTD) commissioned 4 case studies in different locations in Sri Lanka. Each study focused on the relationship between transport and poverty and how positive impacts can be optimised while mitigating negative externalities. All the studies demonstrated that improved transport infrastructure and connectivity increase the availability and access to a variety of transport services and modes which in turn stimulate trade and

Continued on page 7



Continued from page 6

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IFRTD Poverty Watch publication

increased access to markets. Women in particular were able to take up jobs in garment factories secure in the knowledge that they would have transport each day. Access to schools and hospitals becomes easier and villagers are able to visit relatives, maintain social networks and participate in political processes. One of the case studies described how a lack of transport services and infrastructure exacerbates isolation and induces out-migration, particularly of the more skilled members of the community, with negative consequences for local development.

However, some of the studies also demonstrated how improved connectivity is helping to stem out-migration as villagers are now able to commute back and forth to access key services.

A case study in Malberigama demonstrates the importance of providing opportunities for women to take part in the planning and implementation of projects. 63 out of 75 people involved in the community road construction project were women, their participation facilitated by a project design which gave them the opportunity to combine their household tasks with working at the project site. The case studies have also documented negative impacts ranging from the emergence of chemical based agricultural practices, through the commercialisation of family land, and environmental destruction.

In 2005 the case studies and related analysis were published in a book 'Promoting Pro-Poor Transport Policies and Action in Sri Lanka'.

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Kenya's Economic Recovery Strategy – an adequate framework for a transport sector response to poverty?

Poverty Reduction strategies in Kenya are embedded in a policy framework known as the Economic Recovery Strategy for Employment and Wealth Creation (ERSEWC). The ERSEWC has three main pillars:

- Acceleration of economic growth
- Equity and Poverty Reduction, focusing on universal primary education, improved access to basic health, expansion in agriculture and social and economic investments in arid/semi-arid areas and slum settlements where the majority of poor people live.
- Good governance, focusing on public governance, judicial reform, improved security and the restructuring of public administration.

Poverty diagnostics are well profiled within the ERSEWC. In 2003 it was estimated that that 56% of the population lived below the poverty line, a rise from 49% and 55% in 1990 and 2001 respectively. 75% of the poor are estimated to reside in rural areas. Key determinants of poverty in Kenya include the education level of household heads, the structure of households (female headed households have higher incidences of poverty), geographical location (urban, remote, rural, remote), access to land, access to markets, and absence of infrastructure – especially roads.

Unsurprisingly the links between economic growth and poverty reduction lack conceptual clarity. In particular the approach to poverty reduction remains conformist and lacking in innovation. Policy is heavily oriented towards the classical notion of wealth creation. In the context of the huge wealth disparities in Kenya the design of a growth and poverty reduction policy should have a sharper focus on how the benefits of growth can be spread more widely as well as how the poor themselves can become actors in the process of wealth creation. Other omissions include the lack of a strong position on; small and medium scale indigenous

Recommendations for Latin America

Between 50 to 70% of the population in Latin America is poor and around 25 to 40% is extremely poor; these figures rising in rural areas. One of the main concerns for the Poverty Watch researchers was that methods for measuring poverty do not take into account more relevant aspects for human development such as access to facilities and services like health and education, natural resources and social interactions. In rural areas, distance increases and opportunities shrink. As access to modes of transport is often non-existent, the body is used as a means of transporting loads. Women often take the heaviest burden due to the different roles that they fulfil within the family and the community, and for this reason, they often remain the poorest of the poor.

There is a huge investment on road infrastructure, the biggest compared to other national budget items, reaching around 22% in Nicaragua and 30% in Peru and Bolivia. Funds for this investment come from multilateral agreements and increased foreign debt. National transport policies do not take into account the needs of poor rural people. Even rural road programmes have a strong economic bias with the main investments made in road infrastructure. They do not reach low density areas with scarce resources, denying them for a second time the chance to get out of poverty. Transport services, alternative modes of transport, rural waterways, animal traction and other non-motorised means of transport are largely ignored in government programmes.

In none of the country case studies had transport policy explicitly referenced its relationship with the national poverty reduction strategy. Within the framework of poverty reduction strategies, national governments, through institutions related to road maintenance, carry out aid programmes with the aim of creating short term employment and creating micro enterprises for road maintenance.

The Poverty Watch researchers in Latin America recommend addressing gaps in the law, particularly in relation to regulation of transport services. It is also important that the government opens spaces for dialogue with civil society. This should address the lack of awareness amongst the population of the importance of transport in their development. An option to tackle this could be educational campaigns and studies that examine in-depth, transport systems and alternatives to improve them. Corruption is another key issue that needs to be addressed.

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enterprises, decentralised resource management across all regions and clear policies on local economic development.

The weaknesses of the ERSEWC are partly attributable to its third pillar – governance. An economic growth rate that lags behind the population growth rate is only a partial explanation of poverty in Kenya. Currently, Kenya's economic structure is too dualistic and lacking in linkages and symbiosis between, on the one hand, the "global economy sector" and the tenacious indigenous sector still struggling to enter the economic mainstream. The governance pillar of the ERSEWC falls short of acknowledging this fundamental problem. By limiting itself to security and reforms in judiciary and public administration the strategy on governance fails to comprehensively address the institutional issues and processes that disable the majority of Kenyans to participate in mainstream economic processes.

If the Kenyan transport policy is derived from this overarching policy framework then it will mirror these weaknesses. As outlined in the Transport and Poverty Monitoring Framework (See pages 5 & 6) the contribution of transport to poverty reduction is dependent upon the general macro policy environment. Some of the weaknesses identified in the ERSEWC, particularly the lack of attention to the lower end of the economy (small and medium scale enterprises) may obscure the fact that the majority of Kenyan transport sector operations are to be found in medium, small and micro enterprises, including pedestrian and non-motorised traffic.



News and Events

Second gTKP General Assembly

In February 2006 the Global Transport Knowledge Partnership (gTKP) is hosting its second annual assembly in Tunis. Established by the UK Department for International Development (DFID), the gTKP is an initiative to promote and disseminate sustainable transport knowledge in developing and transition countries.

More information can be found at: www.gtkp.com

Ethiopia Workshop on transport, HIV/AIDS and Human Rights

The Ethiopia National Forum for Rural Transport and Development (ENFRTD) organised a one day workshop on Transport, HIV/AIDS and Human Rights on 29th October 2005. The primary objective of the workshop, held in Mojo, south of Addis Ababa, was to sensitise stakeholders on the rights of citizens to access and mobility, and the right to life as it relates to transport.

The workshop focused on; the responsibilities and accountability of national, regional and local government in providing basic transport infrastructure, and the duties and obligations of citizens in the context of constitutional and legal frameworks, moral and humanitarian values, and international human rights conventions. The challenges of transport availability, irregularity, management and affordability were discussed in relation to the violation of human rights. The issues faced by transport operators in relation to HIV/AIDS were also addressed.

One of the key outcomes of the meeting was the formation of a Transport Committee to discuss and present suggestions regarding the prevention and control of HIV/AIDS and the improvement of transport services, with respect to human rights, to relevant authorities. The Committee will be established by the Mojo Justice Office and the ENFRTD. The workshop participants also decided to formulate and disseminate a code of conduct for public and private transport operators to address transport, HIV/AIDS and human rights issues.

Workshop participants numbered over 70 and included; representatives of different government offices such as; the Ethiopian Transport Authority; the Ethiopian Road Authority; the Limu Woreda Administration; Mojo Town Administration; Limu Woreda (sub-district) Agriculture and Rural Development Office; Health Centres; Police; HIV/AIDS Prevention and Control Office; and from the private sector and NGOs such as; the Horse Cart Owners Association, mini bus and medium and long distance bus owners, CBOs, schools, enterprises and members of the ENFRTD.

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Towards a Transparent Transport Sector

Bribery and fraud are thriving, undermining aid effectiveness in many aspects of international development. Practical and effective tools do already exist to help improve transparency and accountability, however they are not yet widely utilised. It is clear that if improved progress is to be made in achieving the Millennium Development Goals, then a more level playing field is required for the award of construction contracts, particularly within the transport infrastructure sector. Only this will ensure that the consultants and contractors involved are the best, rather than those who are prepared to bribe in order to win work.

To provide or facilitate the specific services that would help curb corruption, an international centre is planned in Edinburgh, UK. Its services will include:

- Support to and external verification of companies' anti-corruption procedures;
- Accreditation of independent assessors when integrity pacts are used;

- Maintenance of related databases

Feedback and comments on this initiative are encouraged. Help to turn the tide against corruption by visiting the website at www.ethicaledinburgh.org or Email: Hamish@Goldie-Scot.freemove.co.uk

Executive Committee Meeting and Strategic Planning Workshop

The IFRTD held its 12th Annual Executive Committee Meeting in Stockholm Sweden from 21st to 23rd November 2005. The meeting was hosted by one of our core donors, the Swedish International Development Cooperation Agency (Sida). The meeting was attended by the IFRTD Secretariat, NFG representatives from Africa, Asia and Latin America, representatives of the gender and transport network (GATNET), the Waterways and Livelihoods network, ILO, ILO-ASIST, Skat, SDC, Sida, DFID and gTKP.

The Executive Committee meeting was followed by a one day strategic planning workshop, marking the beginning of IFRTD's next strategy cycle 2006-2011. The Strategy planning process which will take place throughout 2006 is facilitated by the independent consultant Bruce Britton.

For the agenda and minutes of the Executive Committee Meeting please refer to the IFRTD website

<http://www.ifrtd.gn.apc.org/new/about/gov.php>

For more information and/or to participate in IFRTD's strategy planning process please refer to the IFRTD website

<http://www.ifrtd.gn.apc.org/new/about/strat.php> or email the IFRTD Secretariat: ifrtd@ifrtd.org.

About Us:

The IFRTD is a global network of individuals and organisations working towards improved access and mobility for the rural poor. It provides a framework for collaboration, information sharing, debate and advocacy that bridges traditional geographic and institutional boundaries.

Membership of the IFRTD is free. All members receive Forum News and any other publications that are made available to the network. In over 20 countries autonomous networks that subscribe to the vision of the international network have become affiliated to the IFRTD as National Forum Groups (NFGs).

The IFRTD is facilitated by a small, decentralised Secretariat based in the UK, Kenya, Peru, Senegal and Sri Lanka.

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