

ANNEX 1. TERMS OF REFERENCE FOR A COUNTRY STUDY OF RURAL TRANSPORT SERVICES

This annex provides generic terms of reference for a study on rural transport services and intermediate means of transport. The text should be adjusted to the circumstances of the country or area being studied.

BACKGROUND

These terms of reference focus on a survey of rural mobility in a particular country or region with the aim developing a strategy or interventions to improve rural transport services. They set out a situation analysis, including the actual use of and the assessed demand for rural transport, try to identify constraints to the provision of rural transport solutions, and develop a strategy to mitigate these constraints in order to promote the availability and affordability of transport solutions for the rural poor. The survey should address the whole range of transport provision relevant to the area, including motorized and nonmotorized means as well as transport services and private transport.

COUNTRY CONTEXT

The lack of rural transport solutions is frequently identified as a major constraint to rural development. Transport services as well as infrastructure are often poor or lacking, and planners generally do not take an integrated approach to the problem. They have traditionally focused on improvements to transport infrastructure, usually roads, as the principal remedy, on the assumption that private initiative would respond to the resultant demand for mobility. However, there are often problems that hinder the development of this private initiative, so the supply and quality of transport services are unsatisfactory. Evidence from development projects funded by the World Bank and other donors shows that good roads do not necessarily mean good transport services. Indeed, it is common to see quality roads mainly used by pedestrian and nonmotorized means of transport in developing countries.

Government policy and regulation of the market for transport services as well as transporter associations and unions might impede the provision of rural transport services. Often an urban/rural imbalance can be observed. Queuing for loads at truck parks on certain urban or interurban routes with a scarcity of services on rural routes is common. Despite decreased government control of transport services, private cartels sometimes have take their place and lead to significantly distorted transport markets. This combined with other factors leads to three to

five times higher transport charges in Africa as in Asia. Lower charges would increase the effective demand for transport services from rural communities.

Private transport services such as bicycles, carts, animals, and motorbikes are often underused by the rural poor and often by the most vulnerable, such as women, who often have the main responsibility for transporting goods in parts of the world. Use is limited partly by high costs; lack of supply, maintenance, and spare-parts in rural areas; and sociocultural factors. Decreases in taxes on transport vehicles have been shown to increase the number of vehicles, while promotional efforts such as credit, awareness raising, and training have increased their use.

OBJECTIVE OF THE STUDY

The principal objective of the study is to identify the problems with rural mobility in a country or region that are hindering development and to develop a strategy or interventions that can be implemented by policymakers, task managers, program officers, community planners, NGOs, and the like to enhance the provision of transport services. The situation of the area should be outlined, a plan of actions described with a linkage to overall plans (if any), who is responsible, timeframe proposed, and pitfalls considered.

SCOPE OF WORK

The study needs, in short, to survey what is going on in the field of rural mobility within and outside the specific region or country to draw lessons from other cases. The study should have an approach where different transport solutions are considered based on conditions and potentials where transport services and infrastructure are integrated, though the specific interventions should focus on the mobility. Due to various standards of roads and population density on a specific route, the study must also consider the linkages between motorized and nonmotorized transport. The study should succinctly summarize the rationale and justification for improving rural mobility, review its contribution to the objectives of increasing agricultural productivity and rural welfare and to facilitating access to economic and social services.

The report is should be divided into three sections. The first should examine the existing situation to increase the understanding of prevailing conditions in terms of use, supply, and demand of rural transport, means of transport available, laws and regulations, tradition and culture, and so on. The second part should highlight the constraints and problems in relation to the provision and use of rural transport. The third section should outline a strategy where programs and activities can be undertaken to promote and develop rural mobility. The strategy should identify and address the various players who can contribute to the development, communities, government, operators, manufacturers, donors, institutions, NGOs. A number of issues should be addressed under each section; the major ones are mentioned below.

Part 1 Situation Analysis: The Nature of Rural Transport (Mobility and Infrastructure)

Describe the transport conditions in the area by assessing the variety of transport services in the area and people's access to these and the existing and planned road infrastructure (including larger roads as well as smaller paths, footbridges, and the like) and the responsibilities to construct and maintain these.

- Assess access to facilities and the needs and preferences for transport solutions. Identify transport users. Assess demand patterns and any seasonal variations.
- Describe gender and cultural conditions affecting transport needs and usage.
- Analyze affordability and economical options for transport services (income and distribution, available credits and subsidies to purchase vehicles or use services, cost of vehicles, spare parts, maintenance and services, ownership, and so on).
- Assess community awareness and capacity for transport options and potentials.
- Review the process of identification, planning, and initiation of transport services; the participation of communities and the public and private sectors; the involvement of donors, NGOs, and government departments; and the impact of policies affecting the sector. Identify stakeholders and their roles.
- Describe the organization of rural transport services by identifying stakeholders, users, operators, cartels, regulatory authorities, management of rural transport services, and legal framework for the transport sector (such as taxes and duties on vehicles and services). Review the rural transport policy (if any) and its implementation.
- Assess the economic efficiency and profitability of transport services including transport costs, vehicle operating costs, and socioeconomic disadvantages or benefits of existing transport options.
- Describe the supply, maintenance, and aftermarket available for the transport sector.
- Analyze safety and environmental problems related to existing transport solutions.
- Study other options of accessibility, such as rural markets.

Part 2 Problem Analysis: Analyze Problems Related to Existing Transport Solutions

- Access to transport services.
- Affordability and economical options.
- Gender and cultural hindrances.
- Community's lack of empowerment and participation in planning.
- Local and national awareness and capacity.
- Local initiatives.
- Transport operations.
- Reasons for lack of services and vehicles, road infrastructure, affordability, critical mass, and so on.
- Supplies and aftermarket of vehicles and spare parts.
- Lack of or unfavorable laws and regulations.
- Institutional arrangements and involvement of stakeholders.
- Rural markets, poor access to facilities, provision of infrastructure.
- Safety and environmental problems.

Part 3: Proposed Strategy for Improving Rural Mobility

Promotion of private solutions

- Outline options for appropriate rural transport services and show how complementarity and diversity can improve mobility among communities.
- Provide guidance on appropriate spending for transport services in relation to people served, tonnage handled, increased income from sales, and so on. Consider economical options to enhance affordability and use of transport among the poor (including credits, subsidies, taxes and duties).
- Propose ways to adopt participative planning and empowerment and explain the benefits.
- Propose ways to enhance human capacity and awareness and to stimulate local initiatives.
- Propose interventions to address gender and cultural obstacles to make transport available to those in need.

Promotion of transport services

- Consider ways to improve the supply and distribution of vehicles and maintenance.
- Consider ways to improve effective demand.
- Outline options for improving safety and environmental conditions.
- Consider economical options to promote transport use (credits, subsidies, taxes, duties).
- Outline options for institutional arrangements and stakeholder involvement.

Other options

- Consider alternative ways to improve mobility (rural markets, relocation of facilities, provision of infrastructure).

ESTIMATED CONSULTANT'S INPUT

The consultant's first task will be to draw up an initiating memorandum detailing the questions to be examined, the work methodology, and work schedule. The memorandum will be discussed and agreed before the beginning of the study. It is expected that the study will require a total of (insert variable) person-weeks. The team should include a transport economist, rural transport specialist, and social scientist.

The consultant will report to the client. The consultant will present the initiating memorandum to the client and the task team leader before starting the substantive part of the work. The preliminary and final reports will be reviewed by the client and the task team leader. Comments will also be sought from professionals and institutions with experience in transport, planning, and rural development.

REPORTING REQUIREMENTS

A preliminary report must be produced one month after commencement of the study. A draft final report should be produced two weeks after completion of services. The final report must be provided two weeks after reception of feedback. The consultant will produce (insert variable) copies of each report as well as a diskette of the final report.