

CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) – PART I

Report Symbol U-447

1. PROJECT TITLE Rural Roads System	2. PROJECT NUMBER 615-0168	3. MISSION/AID/W OFFICE USAID/Kenya
4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 615-183-03		
<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION		
5. KEY PROJECT IMPLEMENTATION DATES A. First PRO-AG or Equivalent FY <u>77</u> B. Final Obligation Expected FY <u>80</u> C. Final Input Delivery FY <u>84</u>	6. ESTIMATED PROJECT FUNDING A. Total <u>21,248,000</u> B. U.S. <u>14,748,000</u>	7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>OCT 1, 1981</u> To (month/yr.) <u>OCT 31, 1982</u> Date of Evaluation Review <u>JAN 10, 1983</u>

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
<p>This summary sheet pertains to the Rural Access Roads portion of Project No. 615-0168; a complimentary summary sheet pertains to the Roads Graveling Project No. 615-0168. The copy of the Joint Donors Review and Evaluation report enclosed, presents the conclusions reached. The main issues discussed pertained to maintenance of completed roads. The issue of missing drainage structures e.g. culverts and bridges on constructed roads was also raised. The main points for action are given below:</p> <p>(See attached sheet)</p>		

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS <table style="width: 100%;"> <tr> <td><input type="checkbox"/> Project Paper</td> <td><input type="checkbox"/> Implementation Plan e.g., CPI Network</td> <td><input type="checkbox"/> Other (Specify) _____</td> </tr> <tr> <td><input checked="" type="checkbox"/> Financial Plan</td> <td><input type="checkbox"/> PIO/T</td> <td>_____</td> </tr> <tr> <td><input type="checkbox"/> Logical Framework</td> <td><input type="checkbox"/> PIO/C</td> <td><input type="checkbox"/> Other (Specify) _____</td> </tr> <tr> <td><input checked="" type="checkbox"/> Project Agreement</td> <td><input type="checkbox"/> PIO/P</td> <td>_____</td> </tr> </table>	<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____	<input checked="" type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	_____	<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify) _____	<input checked="" type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____	10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT A. <input checked="" type="checkbox"/> Continue Project Without Change B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan C. <input type="checkbox"/> Discontinue Project
<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____											
<input checked="" type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	_____											
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify) _____											
<input checked="" type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____											

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles) Drafted: PRJ:JThuo 01/19/83 Clearance: PRJ:JPastic PRJ:SShah PROG:RCrist	12. Mission/AID/W Office Director Approval Signature: <i>[Signature]</i> Typed Name: _____ Date: <u>March 2, 1983</u>
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A. List of decisions and/or unresolved issues etc.	Name of officer responsible for action	C. Date action to be completed
<p>(a) <u>Backlog of Graveling:</u></p> <p>MOTC will continue to reduce the number of earth construction units in favor of graveling units and implement supplemental graveling operations.</p>	MOTC	Oct 5, 1983
<p>(b) <u>Maintenance:</u></p> <p>Maintenance needs on completed roads will be assessed and maintenance program strengthened. Sufficient funds for maintenance have to be provided. MOTC will concentrate on rehabilitation maintenance program after 1985.</p>	MOTC	Oct 5, 1983
<p>(c) <u>Target end of project:</u></p> <p>MOTC will submit the remaining 240 km of road for approval so that the construction can be completed before PACD date of February 29, 1984.</p>	MOTC	Feb 29, 1984
<p>(d) Obtain MOTC's assurance that maintenance provisions on all USAID funded roads have been made prior to USAID approval.</p>	Thuo	March 31, 1983
<p>(d) <u>Drainage Structures:</u></p> <p>MOTC will expedite the construction of missing bridges and culverts.</p>	MOTC	Oct 5, 1983
<p>(e) <u>Impact Study:</u></p> <p>The progress of the study has not been satisfactory. To speed up the analysis USAID will attempt to engage the services of a systems analyst for an intermittent</p>		

A. List of decisions and/or unresolved issues etc.	B. Name of officer responsible for action	C. Date action to be completed
<p>period of six months. MOTC will investigate his availability and commit his services.</p>	<p>MOTC</p>	<p>March 1983</p>
<p>After data on topical studies are available MOTC would arrange for a marketing study based on terms of reference to be prepared by February 1983.</p>	<p>MOTC</p>	<p>February 1983</p>

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WORLD EMPLOYMENT PROGRAMME

**THE KENYA RURAL
ACCESS ROADS PROGRAMME**

Report of the Joint Donors Review and Evaluation



Geneva, November 1982

WORLD EMPLOYMENT PROGRAMME

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4. Speech by Mr. C. Alexander of the Sudanese Delegation

Review and Evaluation Report of the
Kenyan Rural Access Roads Programme

PREFACE

This is the report of the 6th Joint Donors Review and Evaluation of the Rural Access Roads Programme. The meeting was held from the 19 to 28 October 1982. This report was compiled by the donors under the Chairmanship of Dr. G.A. Edmonds of the ILO.

The report is somewhat shorter than previous years reflecting a trend on the part of donors to deal with substantial policy matters rather than the detailed mechanics of the Programme which are felt to be working satisfactorily.

The meeting was memorable for the policy statement given by the Ministry of Transport and Communications regarding the eventual transformation of the RARP into a Minor Roads Rehabilitation Programme.

This report represents the consensus view of all the donors. Whilst not yet financially involved in the Programme, CIDA wishes to be associated with this report.

1. GRAVELLING

1.1. The donors wish to register their concern over the increased backlog, 3,700 km as at June 1982, of ungravelled earth roads in the programme. They note that, so far, the Ministry has failed to arrest the increase in the backlog and to present an acceptable and comprehensive programme for clearing the backlog. The donors understand that the MOTC is still committed to gravelling all the roads constructed, subject only to the limitations of the RARP's gravelling capacity.

1.2. The donors are pleased with the initiative by the Ministry to have a study undertaken with a view to determining what earth roads do not require gravelling. They, however, do not consider that low traffic is an acceptable criteria against the gravelling of any Rural Access Roads (RARs).

1.3. In response to a request by the RARP management the donors shall, tentatively through NORAD, provide financial support to compile an inventory report on the roads already constructed. The donors consider that this report should include an assessment of the maintenance requirements for the roads. Accordingly, the donors have drafted for the Ministry an outline for this study (see Annex 1). The donors expect that the RARP management shall provide all possible assistance to the study team. In particular, the field supervisors shall accompany and assist the members of the study team during the field visits to the units.

1.4. The donors appreciate that many roads that now require gravelling have been constructed at distances too far from gravel sites to permit the effective and efficient use of the tractor-trailer combination for hauling the gravel. Therefore, the donors do not object that the RARP management may use tippers and/or flatbeds to supplement the tractor-trailers for the relatively long hauling distances.

1.5. The donors, nevertheless, recommend that the Ministry should continue with the tractor-trailer combination as the basic hauling equipment within the RARP. Accordingly, the donors do not expect the Ministry to embark on a process of phasing out the tractors and trailers with tippers and lorry replacements. Rather, the donors urge the Ministry to expedite the replacements of old tractors and trailers with new and, maybe, improved models and makes of these types of equipment.

1.6. Most donors are not at this stage willing to consider financial support for the acquisition of tippers or flatbeds. DANIDA, however, has agreed to finance the eventual purchase of 16 flatbeds for use in the 8 RARP units it presently supports. The position of DANIDA is on the understanding that the flatbeds shall be utilised to haul the gravel only over the long distances where the tractor-trailer combination is considered inefficient or ineffective.

1.7. The donors commend the RARP management for the measures it has taken since the last joint donors review and evaluation meeting in order to enhance the management capacity and effectiveness on the gravelling sites. The donors understand these measures to include:

- (a) the relocation of unit officers in charge of gravelling sites;
- (b) the posting of a qualified mechanic and an additional overseer to each gravelling site;
- (c) instructions to the field supervisors for increased, regular and closer supervision of gravelling operations; and
- (d) strengthening the capacity of the offices of the Regional Co-ordinators to assist in the repair and maintenance of equipment through, for example, the provision of larger arc-welding machines.

1.8. The donors reiterate their past recommendation that the number of earth road construction sites on each of the existing RARP units should be reduced to two. They therefore request the Ministry to urgently effect this measure where this has not already been done.

1.9. The donors recommend to the RARP management that they explore ways and means that go towards increasing the effectiveness of the above measures. They also recommend that additional measures should be sought in order to maximise on the utility of the gravelling resources available. For example, the RARP management should consider providing each RAR unit with the large arc-welding machines.

2. MAINTENANCE

2.1. The donors are pleased to note the progress that has been made in the implementation of the routine maintenance set up for the RARP. The donors understand that maintenance contractors have been engaged for all the completed roads, and that the required number of supervisory personnel have been trained and are in-post. The present problem of training maintenance overseers to drive motorcycles is expected to be solved by the end of 1982 as stated in progress report No. 15. The donors still expect that the MOTC will pay more attention to the supervision of maintenance contractors.

2.2. The Discussion Paper on maintenance, financed by the ILO, indicates that about 50 per cent of the already completed RARs is suffering from the previous lack of maintenance. It is now necessary to carry out an inventory in order to identify which roads sections require substantial rehabilitation works to bring them back to a maintainable standard. The inventory will be carried out together with the gravelling study, and an outline of the study is given in Annex 1. As soon as the inventory has been completed, the donors expect that MOTC takes the necessary steps to rehabilitate the deteriorated roads. This work should have priority over the construction of new roads.

2.3. The ILO paper proposed that a study should be carried out to assess the maintenance requirements for varying road conditions of surface materials, rainfall, traffic and topography. The output for various maintenance activities should be monitored in order to improve the supervision of maintenance contractors. The MOTC agrees to the proposal and the possibility of getting assistance from TRRL will be examined.

2.4. The ILO report indicated a regravelling requirement of about K£250 per km per year as an average (6 yearly regraveling cycle), while MOTC assumes that due to the low traffic volumes on RARs, only spot improvement/regravelling will be required. When the gravelling/maintenance inventory has been carried out, it will be possible to assess the resources necessary for periodic maintenance. The donors have observed that some spot-improvements are already being executed with recurrent funds and they encourage this effort.

2.5. The donors are concerned about the low allocation of recurrent funds to RARs in the present financial year. The allocation will only cover about 60 per cent of the routine maintenance requirement. If sufficient funds are not secured, the whole maintenance set-up might fall to pieces. Consequently, if sufficient funds are not allocated for the future maintenance of rural access roads the donors may have to re-assess their commitment to the Programme.

3. TOOLS AND EQUIPMENT

3.1. Yet again, the donors registered their concern over the situation regarding hand tools. The donors understand that another tender has recently been called for and it can only be hoped that this time good quality tools will soon be available to the Programme.

3.2. The donors strongly support the Ministry's recommendation that only tenderers with established stocks of the items requested should be approved. In addition, the donors suggest

that a pre-qualification of tenderers is instituted before the next tender is called for. Given the future extension of labour-based techniques to the minor roads, it is vital that an effective system is created. Moreover, the increased demand for hand tools can be utilised to build upon the existing manufacturing capability in Kenya.

3.3. In principle, the donors do not support the importation of hand tools.

3.4. The donors noted with satisfaction the Ministry's intention to standardise the equipment for the Programme. This has relevance in that the Ministry will shortly embark upon a large-scale renewal of its equipment.

4. IMPACT STUDY

4.1. The donors find that the usefulness of the impact study has been considerably reduced by its slow rate of completion. As a result of the slow progress, it is doubtful that impact study results will provide useful feedback in time to assist in the selection and screening of proposed rural access roads. It is recognised, however, that the lessons learned from the Kenya Rural Access Roads programme on the impact of these roads will eventually be useful at least in subsequent RAR programmes, be they in Kenya or in other countries. In relation to its broader implications, therefore, the impact study should be aggressively pursued.

4.2. The donors understand that the following data is now available or will be available:

- Baseline Study of Seven RAR Areas conducted in 1979 and 1980 (including monthly cyclical follow-up data which extended up to 1981).
- Initial Aerial Survey (by Eco-Systems).
- Study on Impact of RARs on Women and the Family (Phase I). Phase II was not undertaken because Phase I findings were inconclusive.

- Study on Migration.
- Study on Land Tenure (discontinued due to inadequate data base).
- Study on Regional Integration in the Nyeri District.
- Labour Survey.
- Study on Agriculture and Livestock Development, due by December 1982.
- Study on Investment Linkages, due by November 1982.
- Third Baseline Survey, due by November 1982.
- Fourth Baseline Survey, due by May 1983.
- Cyclical Farm Data, due in September 1983.
- Household Budget Survey, due in March 1983.

4.3. The donors note, with concern, that MOTC is very dependent on CBS for the necessary support in collecting, processing and analysing data. However, much of the CBS support seems to be available only on an "as-available" basis. This arrangement is unacceptable because it frustrates rational planning and management of the study. The MOTC should obtain strengthened commitments from CBS to provide data and support as and when needed, and especially to insure adhering to the above time-table.

4.4. The donors understand that the services of Mr. Harvey Herr, on contract to UN and seconded to CBS, are uniquely needed to support the impact study. However, Mr. Herr's plans to continue beyond December 1982 are not yet finalised. Donor support for Mr. Herr is available from USAID, but funds are adequate only to finance him for approximately 6 months. His services are needed however on an intermittent basis for 12-18 months.

MOTC should determine Mr. Herr's availability as soon as possible, and make a firm written commitment for his services.

If he will not be available, MOTC should advise of alternative plans to obtain the services of a systems analyst. The issue should be monitored at the monthly co-ordination meetings.

4.5. The MOTC proposed that a repeat aerial survey be conducted in 1983 or 1984. The donors however understand that there is no direct or readily identifiable links between the data generated by the aerial survey and the baseline data and topical studies. Furthermore, the donors believe that even if found to be useful, repeat data from aerial surveys would be effective for comparison only if obtained after a gap of at least 5 years.

A decision on a repeat aerial survey should be deferred for at least one year.

4.6. The MOTC plans to prepare terms of reference for a marketing study after the topical studies on agriculture and livestock development and investment linkages are completed and reviewed, and after data is available from the third baseline study. The terms of reference should be completed by February.1983.

MOTC should prepare the terms of reference as planned, and submit them for review and comment by the donors.

4.7. It was agreed among donors and MOTC at the March 1982 review that monthly co-ordination meetings would be held on the progress of the impact study. For various reasons, only one such meeting was held in June 1982. MOTC has pointed out that lengthy preparation (such as for the preparation of bar charts) is required for these meetings and has hindered actual progress on the impact study. While sympathetic to the problems posed in preparing for such meetings, the donors nevertheless believe that periodic progress reviews held at approximate intervals of 4-8 weeks at the convenience of the impact study co-ordinator are essential. These meetings should preferably be informal and held directly between the donors and the impact study co-ordinator.

The MOTC should be committed to regular informal progress meetings with donors sponsoring the impact study. Donors will not expect especially prepared reports at these meetings, but will expect oral progress briefings.

4.8. The donors understand that the accessibility index model will utilise data taken on a cluster basis from 648 clusters. Data for use in this model will start being available from CBS in August 1983, assuming a smooth pace of operations at CBS.

The expanded number of clusters will provide control groups against which to compare data previously gathered on the seven RAR study areas. Therefore, this effect represents an expansion and incorporation of the on-going data effort. The donors support this approach of building on already available data.

The MOTC should pursue development of the concept of an accessibility index and report results to donors as soon after August 1983 as possible. This task should be monitored monthly at the co-ordination meetings.

4.9. The donors believe that a summary report on impact study findings will be very useful in synthesising and reconciling the several study components. However, at present important data elements are missing such as results of the accessibility index model and some topical studies. The donors will rely primarily on MOTC to determine that sufficient data is available to proceed with the summary report. The donors believe that sufficient data will be available by October 1983 on which to make a decision to proceed with the report.

The MOTC should prepare a position paper, for consideration at the next annual donor review, addressing the pros and cons of proceeding with commissioning a summary report. This report should include MOTC's decision and its reasons therefore.

5. STRUCTURES

5.1. During the field visit at Kakamega District, the donors have noted with concern that many culverts, structures and bridges were missing. In fact, out of 31 rural access roads in the District, 24 need a total of 20 bridges and 36 other structures. Also, among the 31 roads there is the need to install 296 lines of culverts.

5.2. The donors hope that this extreme situation is limited to Kakamega District only. Among the 20 bridges only two are of a length of 5 metres or less. The remaining 18 bridges are longer and therefore are not covered by the RARP. Nevertheless, it is the opinion of the donors that these bridges should be built. The importance of constructing these 18 bridges with a span of more than 5 metres has been decided upon by the DDC. The construction is the responsibility of the Bridge Unit which is attached to the P.E.

5.3. The donors have noted with concern that during the last financial year the total output of all Bridge Units within the Republic of Kenya amounts to 82 constructed bridges. The donors suggest that the MOTC establish without delay a second Bridge Unit in Kakamega, with a view to reducing this backlog of unconstructed bridges. Finally, some of the bridges which may be financed by the DDC could be contracted out to private firms to speed up the completion of this scheme.

5.4. Coming back to the remaining two bridges of 5 metres span, the 36 structures and the 296 lines of culverts which have to be built, the donors feel that priority should be given to solving this problem as these Rural Access Roads are not presently up to the required standard.

5.5. The donors would like to be kept informed about what steps the MOTC will take to complete these structures.

6. FINANCING

6.1. It has come to the donors' notice that the problems with payment still remain unsolved and seem even to have worsened. This situation in particular affects the gravelling operation, which has, in certain areas, come to a complete standstill due to the inability to make timely payments for essential supplies, in particular fuel. It should be noted that this seriously hampers the implementation of the policy, agreed upon by the Ministry and the donors, to reduce the backlog of roads which have not been gravelled.

6.2. The Ministry recognised the gravity of the situation and stated that it would do everything possible to solve this problem.

6.3. As a specific measure to solve the problem, the donors urge the Ministry to ensure that cash for the RARP is specifically earmarked within the disbursements to the Provincial Engineer's Office.

7. GENERAL POLICY IN RELATION TO MINOR ROADS

7.1. The MOTC stated that, as part of the next Development Plan, they will introduce labour-intensive techniques into the rehabilitation and maintenance of minor roads. As far as rehabilitation of minor roads is concerned it is intended that this activity will take over from and incorporate the Rural Access Roads Programme. In addition, the subsequent maintenance of rural access roads and minor roads will be carried out using the labour-based system presently utilised for the RARP. Recurrent funds for this will be allocated under a separate vote to the Provincial Engineer's Office.

7.2. It is intended that each Provincial Engineer would have two sections within his office. One would deal with major roads maintenance, principally using equipment. The other would

use labour-based techniques for the maintenance of minor roads. The donors fully support the transformation of the Rural Access Roads Programme into a Minor Roads Rehabilitation Programme. This could take place by 1985.

7.3. The Ministry noted that Provincial Engineers had already been advised to utilise labour-based techniques to the fullest extent in their maintenance activities.

7.4. All donors welcomed this statement of policy by the Ministry and strongly endorsed the Ministry's suggestion of extending the use of the methods successfully applied in the RARP, to the minor roads.

7.5. NORAD stated that their new agreement concerning the extension of financing of their 7 units could include an acceptance of the use of funds for the rehabilitation of minor roads in the Districts supported by NORAD. They are also ready to consider the financing of a re-gravelling unit.

7.6. DANIDA is already committed to the funding of Units in the RARP until 1985. It would be prepared to consider future financial support to a Minor Roads Rehabilitation Programme.

7.7. USAID stated that, in the light of the Ministry's statement they would explore the possibilities of funding this programme in a new project after 1983 when the Government's emphasis has clearly shifted from new rural access road construction to the maintenance of its existing road network.¹

7.8. The World Bank's positive attitude is reflected in their most recent Highway Appraisal report for Kenya.

7.9. The Swiss Government is very interested to finance a Rehabilitation and Maintenance Training Unit for minor roads, from the middle of 1983.

¹ USAID underlines the provision of the project agreement with the Government that all works to be financed by USAID must be completed not later than 29 February, 1984. USAID notes that MOTC must complete all gravelling operations by this date to avoid lapsing of funds back to the US treasury.

This could be a pilot unit in which the systems and procedures for this new programme would be developed. The provision of financial assistance for such a project by the Swiss Government is contingent upon the preparation by the Ministry of the following documents.

- (a) A general policy paper for rehabilitation and maintenance of rural access roads and minor roads.
- (b) A description of the implementation phases and procedures for the rehabilitation of minor roads in a programme form.
- (c) The preparation of a training programme for rehabilitation of minor roads through a pilot project comprising:
 - training set-up;
 - number and type of persons to be trained;
 - expatriate technical advisor requirement;
 - counterpart and local instructor requirement;
 - supporting staff requirement;
 - capital inputs representing buildings, vehicles, tools, equipment and training aids;
 - cost of the training programme for the pilot project including running expenses, salaries, construction costs, hostels and accommodation expenses, etc.
- (d) An analysis of the most feasible location of the pilot project bearing in mind the already built facilities which could be made available and a minor roads situation in a particular district favourable for a training programme.
- (e) A study paper on eventual assistance by the present RARP and STD set-up at Kisii which could be the basis for the beginning of this pilot scheme.
- (f) A study paper of the financial and human resource requirements of the introduction of a labour-intensive project on rehabilitation and maintenance of minor roads as compared with the present capital-intensive methods.

7.10. The new policy will have important repercussions. Many of the 25,000 kms of "E" or minor roads will require rehabilitating before they are in condition to be able to be maintained. The donors who are interested in co-operating with the Ministry in this new policy would require an indication of its assessment of the managerial, organisational, administrative, technical and financial implications of the new policy.

8. Next meeting

The next meeting will take place from 5-13 October 1983.

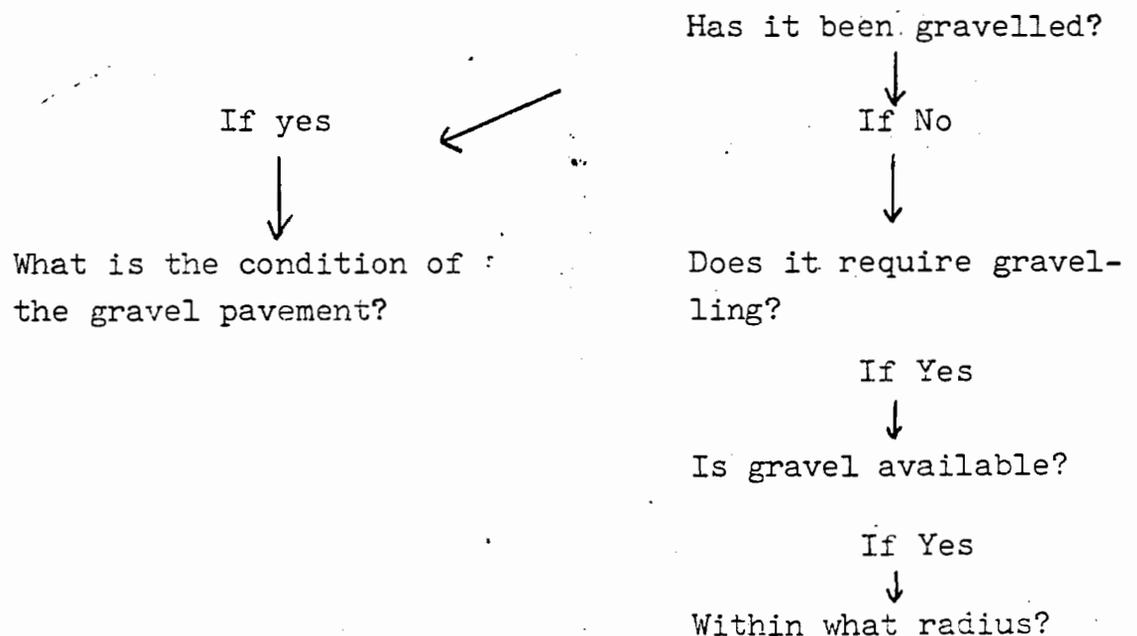
Gravelling and Rehabilitation Requirement
Study: An Outline

The study will have two objectives, viz:

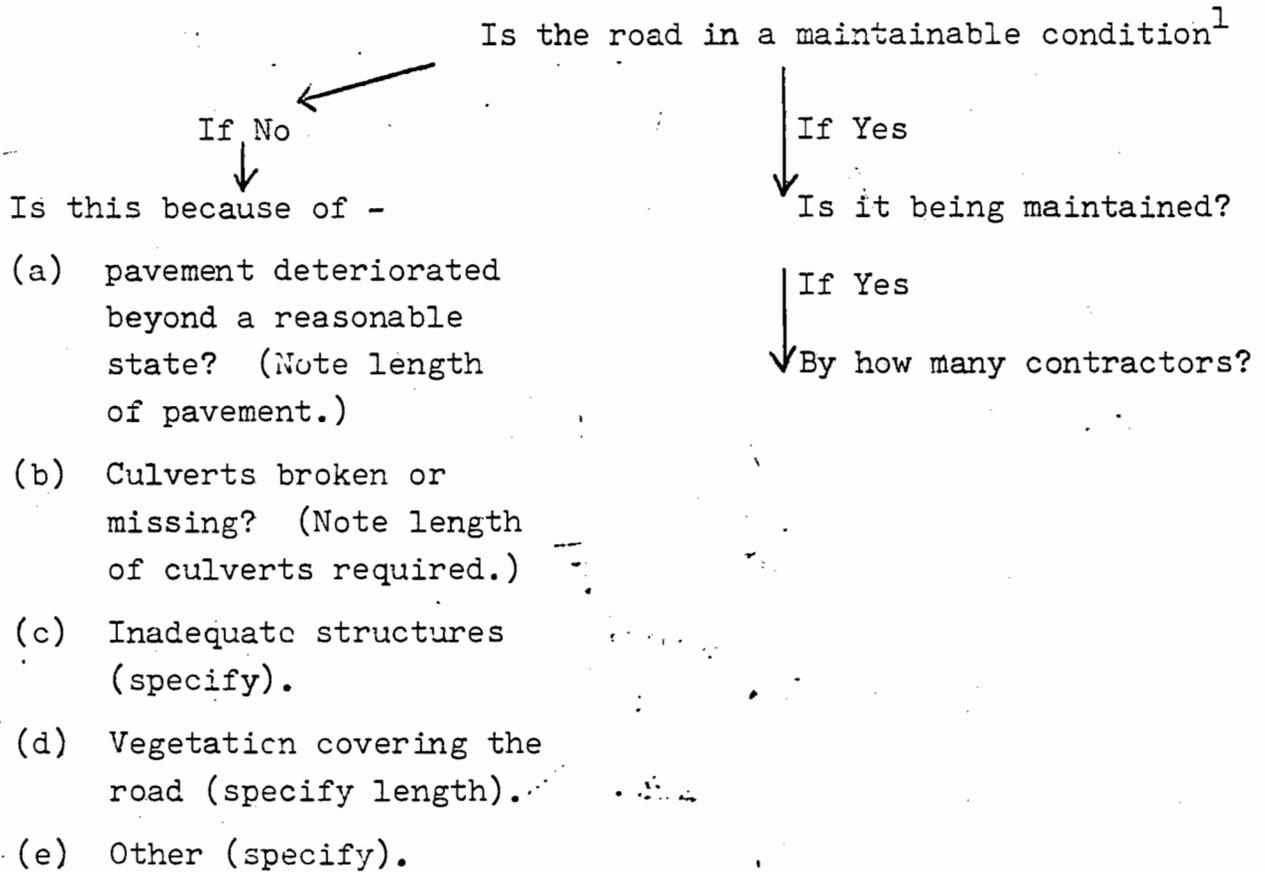
- (a) to assess how many kilometres of ungravelled earth roads do not require gravelling;
- (b) to establish how many kilometres of constructed RARs require rehabilitation before routine maintenance can be effectively applied to them.

The study will take the form of an inventory of all roads constructed by the RARP. The inventory will, in relation to each road, establish the following:

A. Gravelling



B. Rehabilitation



One of the important aspects of the study will be the location of suitable gravel in the vicinity of the roads. This will enable estimates to be made of the resources required to gravel those roads that require gravelling.

Inputs

It is expected that the inventory of the 6,000 kms of Rural Access Roads will require 200 man-days. A team of three people working for three months ought, therefore, to be able to complete the study.

Regarding sources of gravel, it is recommended that other sources of information, e.g. TRRL, be contacted to ascertain what other data presently exists.

¹ i.e. the road does not require more work than is possible to be carried out by the maintenance contractor.

LIST OF PARTICIPANTS

ILO

Dr. G.A. Edmonds

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Mr. A. Hartman

NORAD

Mr. Knut Kayser

Mr. Tores Gjøs

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UNITED KINGDOM

Mr. W. Stump

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Mr. F. Nederitu

Mr. S. Asfar

Mr. J. Mwase

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Dr. B. Obama

SPEECH BY MR. S.J. MBUGUA, THE PERMANENT SECRETARY
FOR THE MINISTRY OF TRANSPORT AND COMMUNICATIONS
ON THE OCCASION OF THE OFFICIAL OPENING OF THE
SIXTH ANNUAL REVIEW AND EVALUATION MEETING FOR
THE RURAL ACCESS ROADS PROGRAMME - 19/10/1982

Distinguished Guests,
Ladies and Gentlemen,

On behalf of the Government of the Republic of Kenya and the Ministry of Transport and Communications in particular, it gives me great pleasure to greet and welcome you all to this Meeting. As you well know, this is the Sixth Meeting of what has now become an annual event and it also marks the eighth full year of implementation of the Rural Access Roads Programme. It is my sincere hope that all of you, whether participating as donors or as implementing officers do share the same sense of fulfilment when you look back at what has been achieved since the humble beginnings of the programme in 1974.

The Rural Access Roads Programme was initially designed to embrace the construction of some 14 thousand kilometres of access roads in twenty-three high priority districts employing the locally available labourforce. As of March 1982, a total of 5508 km had been constructed to earth standard and 2013 km of this, or nearly 36 per cent had been gravelled. During the 1981/82 financial year alone, a total of 1247 km were constructed to earth standard and 657 km gravelled. This was achieved despite the liquidity problems that were experienced by the Kenya Government particularly in the months of January and February this year. In addition, operating costs were generally kept low during this financial year. An overall average expenditure of K£2077 per kilometre of roads constructed was realized. This figure which includes the cost of gravel-ling 58 per cent of the roads constructed shows a drop in operating

costs over the K£2190 per kilometre during the previous reporting period. These figures, if they are anything to go by, are indicative of the vast amount of experience that has been accumulated over the years, both in the management of the programme, and in the day to day road construction in the field. Indeed, our involvement in the programme has been a source of useful and unique experience to us in many ways.

It has been useful in that we have been able to extend our road network to reach and serve a large number of farmers in a manageable manner and at vastly reduced costs. The programme has also been a source of employment for those it is intended. We are proud of it not only because it is the first large scale labour intensive programme of its kind in Kenya, but also because of the grass-root involvement and participation at all stages of planning and execution that has been built into it. The idea behind involving local participation through the District Development Committees emanated from the realization that these bodies are in a better position to know the wishes and aspirations of the rural population and as such, they are able to identify specific development objectives in the various sectors of the local economy.

Distinguished Guests,
Ladies and Gentlemen,

Transport facilities in general and roads in particular, are a means to an end but not an end in themselves. Typically, rural road investments are financed with the expectation that they will trigger significant social and economic development in their area of influence. It is not enough therefore, to merely review the physical progress that we have made in the current year and compare with the targeted levels or with the achievements made a year before. It is necessary to go a step further and review the programme in terms of its original goals and objectives. As you may recall, the

major objective of this programme at the time of its inception was to provide access to areas of undeveloped or underdeveloped agricultural potential and the potentially high population areas. As a result of facilitating access to markets, water supply areas, and other service centres, it was envisaged that small scale farmers would be encouraged to produce surplus food, and where possible, change over from subsistence farming to cash-cropping.

In other words, the Rural Access Roads Programme was designed to encourage increased agricultural production in the rural areas through various direct and indirect cause and effect relationships brought about by the provision of access. This objective is more relevant now than at the time when the programme was formulated because the need for self-sufficiency, particularly in food production, has become both important and acute. It is my opinion therefore that, the issue that needs to be delved into is not whether the programme objectives are still relevant to our present circumstances but whether the objectives are being realized. In this regard, I am happy to note that a very considerable amount of work has been done in the Impact Study which was deliberately incorporated in the programme to serve as an empirical research exercise designed to measure the degree of effectiveness of the programme.

The Rural Access Roads Impact Study has produced many studies reports and papers which have been received by the donors to the programme and many other people. Each of these reports is part of the composite outcome being sought by this Ministry via the Impact Study. During the 1981 Donor's Meeting, the Ministry was asked to summarize the findings of the Impact Study to the present time, identify the implications of these findings for the Rural Access Roads Programme, and prepare brief summaries of all the individual studies and analytical efforts carried out under the auspices of the Impact Study. I am glad to inform you that a report has been prepared which draws together the central findings and conclusions from all Impact Study work to date, integrates and analyses them, and presents the results and their implications for the Rural Access Roads Programme and

the Impact Study as wholistically as possible. In this regard, I wish to thank all those, who, in one way or the other have been associated with the study: the donors for their generous and continuing financial support for the study, the Central Bureau of statistics for their support in data collection, University of Nairobi to whom the various topical studies had been contracted and the staff in my Ministry who have had to shoulder the responsibility for directing and coordinating the study.

Let me dwell very briefly on the Central findings and conclusions of the Impact study to date. In summary, the evidence is clear that the roads and the programme do positively impact on socially and economically needy groups. The most important social and economic impacts of the roads and the programme include positive changes in agriculture, travel time, mobility and access, migration, population shifts, integration and marketing. In agriculture, several changes attributable in part to the rural access roads include increased output, crop storage, milk output and livestock product sales. The change over from subsistence farming to cash cropping is also well documented e.g in Nyeri. The programme clearly provides employment for the needy persons, and it has been of central importance in helping to meet the basic human needs of those from the disadvantaged groups who have been able to become part of the programme..

Economic and Social integration is also enhanced by the rural access roads. Economically, they contribute to a more centralized marketing system that integrates impact area residents with regional and national markets. They create substantial shifts in the viability of local markets, depending on their location with respect to more central markets and the roads that serve them. The decreased travel time introduced by the roads enable longer trips and more time for participation in economic and social activities in a wider geographical area. Thus, larger systems of exchange- economic, social, information, communication, etc. are created by the roads. These larger exchange systems introduce the likelihood over time of

more cultural and economic homogeneity and a reduction of emphasis on local or ethnic issues in favour of more emphasis on regional or national ones.

Distinguished Guests,
Ladies and Gentlemen;

I have only outlined a few of the findings of the Impact Study, but the major implication of these findings for the Rural Access Roads Programme is that it is a positive and beneficial programme, the emerging results of which justify its continuance. In this connection, I wish to underline the Government's commitment to continue with this noble programme and to appeal to you all to continue giving us your support and participation until we get to the logical conclusion of this programme.

I note that as in previous years your programme includes field visits to a number of construction units. This should prove a useful break from your concentrated deliberations and give you an opportunity to see rural access roads under construction and to see our people in the countryside who are the beneficiaries of the Programme. I urge all of you to make use of the opportunity and hope that the experience can be of benefit to you.

I trust that you will have useful discussions on the various aspects of the programme and that this Meeting can be, as in the past, an ideal medium for generating familiarity and trust between the various Donor Agencies and the Government of Kenya representatives and additionally afford us all an opportunity to learn more about the programme and appreciate even more the need to implement it to its logical conclusion.

Finally, I wish to take this opportunity to once again thank most sincerely all the donors for the support you have given the programme to-date and to express on behalf of the Government of the Republic of Kenya, our appreciation for the support and our hope for your continued commitment and participation in future. It is gratifying that our collective efforts have made possible the realization of over 5500 km. of road.

On this note, ladies and Gentlemen, it is now my greatest pleasure to declare the Sixth Rural Access Roads Annual Donors Meeting officially open.

MOTC Headquarters, Nairobi.

October 19, 1982.

SPEECH BY MR. C. ALEXANDER OF THE SUDANESE DELEGATION
ATTENDING THE RURAL ACCESS ROADS PROGRAMME - 1982
JOINT DONORS REVIEW AND EVALUATION MEETING

Mr. Chairman,

Dear Donors,

Ladies and Gentlemen,

On behalf of the Sudanese delegation attending this JOINT DONORS REVIEW AND EVALUATION MEETING, I would like to register our gratitude to the Kenyan Government and in particular to the Ministry of Transport and Communications, Roads Department for the kind invitation they accorded to the NORWEGIAN CHURCH AID/Sudan Programme in Torit, Southern Sudan, and in particular the Rural Access Roads Programme Coordinator Mr. Mwangi. I should also express our thanks to the Director of the NCA/SP for attending the invitation to the Regional Government in Juba, which is to-day represented by the Department of Roads and Bridges in the Regional Ministry of Communications Transport and Roads.

Mr. Chairman, we were very keen, following the discussions with great interest, right from the opening of the seminar, through the site visit and back to the conference hall. We appreciate the open manner and frankness of the participants in discussions various aspects of the Rural Access Roads Programme tasks. The site visit through the construction units of the Rural Access Roads Programme in Western Province, Nyanza Province and part of Rift Valley Province, have given us good experience throughout the continued site discussions with your Engineers and the Donors, on the labour base programme method, its policies and procedures developed for the Road Construction.

Mr. Chairman, allow me to point that the Staff Training Section of your Ministry deserves a credit, for the well done job it has carried out for the success of the Rural Access Roads Programme. We are confident that, the Training will continue to

be flexible for the future improvements and expansions or extensions of your road network programme to other classified earth and gravel roads. We are attracted to the activities of the training programme and would hope to benefit from them.

Mr. Chairman, Dear Donors, this unforgettable opportunity has become a challenge and an obligation for us to explore all the possible requirements for introducing the labour-base method programme in the Southern Sudan. We are encouraged and convinced that, the climatic conditions and other construction aspects are quite relevant to the system and policies of the programme. We assure the participants at this stage, that, we will convey our experiences to our Government, and hopefully will be given greater attention and consideration.

In conclusion, Mr. Chairman, we are fully agreeable with the comments given by the DONORS and members of the Ministry. We hope the resolutions passed will contribute to a further improvement of the Rural Access Roads Programme project, and thank you for listening.

Mr. Stanley Wani	(Regional Ministry of
Mr. Caesar Alexander	(Communications Transport
Mr. Arthur J. Hoy en)	(and Roads, JUBA
) Norwegian Church Aid/Sudan
	Programme, Torit.)

Speech by Caesar Lafak Alexander for Sudanese Delegation.

- cc: 1) H.E. The Minister
Regional Ministry of Communications,
Transport and Roads,
Southern Region,
JUBA.
- 2) The Director
Norwegian Church Aid/Sudan Programme
Torit - Sudan.
- 3) Mr. Caesar Alexander
D/Director Regional Ministry of CTR, Juba.