

**INSTITUTIONAL SUPPORT TO  
THE MINISTRY OF TRANSPORT**

**TRANSPORT POLICY**

**Submitted to:**  
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**Prepared by:**  
Institutional Reform and the Informal Sector (IRIS)  
2105 Morrill Hall  
University of Maryland, College Park  
College Park, MD 20740

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## 1. TRANSPORT POLICY

- 1.1. The development of a National Transport Policy Statement (NTPS) outlines a country's transport philosophy and provides the framework and foundation for the country's transport legislation, regulation, and institutions. While it is possible for a country to get along without developing a National Transport Policy Statement, a good NTPS can focus national efforts and resources on agreed upon goals. In this fashion the NTPS helps avoid conflicting policies and conserves scarce transport financing.
- 1.2. This is a particularly appropriate time for Malawi to be reviewing its NTPS. The country is in the process of shifting from a system of government operation and management of large portions of the transport sector to a system that relies on the private sector for the operation and management of its transport sector. This shift has important economic, safety, environmental, and public interest implications. The process of developing a NTPS provides an opportunity for government and the private sector to reflect on these issues and develop a transport policy that best meets Malawi's transport needs.
- 1.3. A sound transport policy that is imbedded in a favorable legislative and regulatory framework with effective institutions provides an environment that encourages transport system efficiency and promotes private sector participation and investment. The development of a sound transport policy is the first step in this process.
- 1.4. The actual process of transport policy development is as important as the final NTPS itself for a number of reasons. First, it compels the Government and the transport sector to identify and focus on transport developments and issues. It highlights problems. Second, it draws together a diverse group of interests involved in transport and forces them to develop a consensus, at some level, on what the country's transport objectives and goals should be. It identifies possible alternatives and solutions. Third, if the process of developing a transport policy is successful, it will lead to a prioritization of transport needs and objectives that takes into account existing budget constraints and possible revenue sources. It leads to implementation. At this stage, the transport policy improves the efficiency of government expenditures on transport and insures that the most important transport problems receive priority.
- 1.5. It should be noted that while the National Transport Policy Statement provides a relatively fixed statement of transport goals and objectives, the actual process by which government and the transport sector develop and implement transport policy is ongoing and evolutionary in nature. In both cases the process is as much political as it is economic. Although every country's transport policy will be a bit different reflecting its own circumstances, most countries that have a competitive private sector orientation will at least share the following common goals in

developing their transport policy.

- 1.5.1. Development of a common set of objectives and goals to guide and promote the transport sector.
- 1.5.2. Ensuring that resources that are spent on transport are efficiently utilized.
- 1.5.3. Providing policy guidance to transport sub-sectors.
- 1.5.4. Providing a stable framework for private sector participation and investment.
- 1.5.5. Encouraging improved system performance.

## **2. Development of Malawi's National Transport Policy**

- 2.1. Malawi has come a long way in the process of developing a transport policy. The process first began in earnest in 1994. At that time much of Malawi's transport sector, both passenger and freight, was financed, managed, and operated by the government. Service levels and transit times were often poor and transport costs were high. The annual deficit of Malawi Railway/Lake Service alone was threatening to bankrupt the government. With the assistance of USAID and the World Bank, Malawi made an important decision to shift from public financing and operation to a market based transport system that encourages private sector operation and investment. A letter from the Minister of Finance to the World Bank on November 2, 1994, articulated the need for a new policy that promotes economic deregulation and the evenhanded treatment of modes. This letter also transmitted the initial transport framework paper and called for consultation with stakeholders to develop a transport policy.
- 2.2. Discussion over transport policy continued in Malawi during 1995, both within government and with the transport sector. The Ministry of Economic Planning and Development developed a draft Rural Transport Policy. In December, 1995 the Secretary of Transport formed a Transport Policy Committee with representatives of Civil Aviation, Maritime, Road Traffic, the Economic Planning and Development, and the Ministry of Works.
- 2.3. On May 27-28, 1996, a workshop for government agencies and officials was held and a draft National Transport Policy was discussed. Based on these discussions, the draft was revised and the new draft was presented to stakeholders at a workshop on National Transport Policy held at Broadzula, Mangochi August 12-14, 1996. Stakeholder comments were incorporated and the Proposed National Transport Policy (PNTPS) of Malawi was prepared. The Ministry sent this document to Cabinet where it has been referred to Sub Committee. This was the policy statement provided to the IRIS team when it first met with the Ministry of Transport Policy Committee in February 1999.
- 2.4. The Proposed National Transport Policy Statement reflected a lot of hard work and effort by the government and stakeholders. It essentially fulfilled the first two reasons mentioned above for developing a transport policy document. That is, it

identified and focused government and public interest on transport issues and involved the diverse groups and individuals involved in the transport sector in determining Malawi's transport objectives and goals

### **3. Revised Transport Policy**

- 3.1. It became apparent during the first few meetings of the Ministry of Transport Policy Committee that the existing Proposed National Transport Policy of Malawi was a bit out of date and could benefit from some revision. The PNTPS indicated, for example that the Government would be responsible for railway maintenance. Under the proposed concession agreement, however, this will be the responsibility of the concessionaire. The PNTPS is primarily a consensus document. It identifies common issues and objectives but does not attempt to resolve or address more difficult issues, such as prioritization of transport goals or consideration of fiscal constraints that the Malawi Government must face in dealing with the transport sector. There also was a lot of repetition in the text of the PNTPS concerning each transport sub-sector.
- 3.2. The IRIS team, in conjunction with the Ministry of Transport Policy Committee and with the assistance of the Transport Planning Unit prepared a revised Proposed National Transport Statement that is included as part of this report. The revised Statement divides the original PNTPS into two sections; the main policy section and an appendix where support detail has been provided. Much of the statistical data in the earlier document has been eliminated from the revised version. The statistics are out of date and in some cases inaccurate.
- 3.3. Duplication, such as the description of the need for human resource development contained in each sub-sector, was eliminated, and the section consolidated in the appendix.
- 3.4. Functions that are no longer the responsibility of Government under a competitive system have been eliminated. Training of railway workers, for example, will become the responsibility of the concessionaire and not the government in the future.
- 3.5. Finally, the revised document now clearly articulates that the Government of Malawi will be looking to the private sector for financial support for future expansions of Malawi's transport infrastructure.
- 3.6. The Revised Transport Policy was distributed, at the Transport Symposium at Club Makokola on April 22-23, 1999, and an invitation was made for written comments. A follow-up letter was sent to all Symposium participants indicating that the comment period would close May 7. Comments were received from, among others, Malawi Cargo Centers Ltd., Press Corporation Ltd., and the European Union. These comments were addressed and incorporated, where appropriate, in the Revised Policy Statement at a meeting of the Ministry of

Transport Policy Committee on May 12, 1999.

3.7. The Revised Proposed National Transport Policy Statement, as agreed to by the Ministry of Transport Policy Committee is included in this report.

#### **4. Policy Framework within the Ministry of Transport**

4.1. The Ministry of Transport, with the transfer of planning functions from the Ministry of Works and the Ministry of Economic Planning and Development, will be the primary agency of government responsible for transport policy and planning. It has the overall responsibility for developing the National Transport Policy and ensuring a safe, efficient, effective and co-ordinated transport system that responds to the needs and promotes the development of the Malawi economy.

4.2. The Transport Planning Unit is the principal policy and planning unit within the Ministry of Transport. It provides support to, and advises the Principal Secretary and the government on all major transport issues. The Departments of Road Traffic, Marine, and Civil Aviation are responsible for implementing and monitoring these policies in their respective sub-sectors.

4.3. In the past, it appears that most major transport planning and budget decisions were made at the highest political levels. Decisions were passed down through the Ministry for implementation. The level of feed-back from lower levels of government and from all but the largest transport organizations was fairly minimal. This top-down approach worked fairly well as long as government was responsible for the financing, operation, and management of the transport sector. With the increasing participation of the private sector in transport operations and financing, however, there is a greater need for bottom-up involvement and transparency in transport decision making. This has important implications for transport policy implementation.

4.4. The Ministry will need to provide more detailed justification for its transport decisions and planning priorities. The private sector will demand this rigorous analysis before being willing to commit private resources to transport initiatives.

4.5. Weak law enforcement and an overburdened judicial system have also negated important transport policies. The overloading of trucks, for example, is widespread despite legislation prohibiting this. Full implementation of an effective transport policy will require a strengthening of a number of Malawi's institutions.

## 5. Conclusions and Recommendations

5.1. The revised Proposed National Transport Policy of Malawi provides a suitable transport policy framework to encourage the safe and competitive development of transport services and enterprises, which in turn provide improved transport services at lower cost. Realization of this goal, however, requires much more than the development of a policy document. The following recommendations are therefore made to help insure fulfillment of the policy goals. It is recommended that the Ministry of Transport:

- 5.1.1. Seek Cabinet approval of the revised National Transport Policy in order to give it official standing and provide for its implementation.
- 5.1.2. Develop a Transport Action Plan as outlined in the Policy Statement. The action plan would detail the procedures for implementing each strategy outlined in the Policy Statement.
- 5.1.3. Require individual sub-sectors to develop action plans on a bottom up basis wherever possible. The action plans should clearly indicate the lines of authority, responsibility and accountability.
- 5.1.4. Instruct sub-sectors to prepare and justify their budgets and programs on the basis of their consistency with the objectives contained in the revised PNTPS.
- 5.1.5. Review sub-sector regulations, policies, and procedures for consistency with the revised PNTPS.
- 5.1.6. Reactivate the Inter-Ministerial Transport Committee. This Committee should meet at least quarterly to consider transport sector issues.
- 5.1.7. Prepare an annual report on the status of Malawi's transport sector and the progress being made toward implementing the National Transportation Policy.
- 5.1.8. Broaden the interaction between the Ministry and the transport sector, particularly shippers and passengers. The Ministry has good contact with the larger shippers and carriers. There appears to be much less contact with smaller operators and passengers.

# **PROPOSED NATIONAL TRANSPORT POLICY OF MALAWI**

*Revised May 1999*

# **PROPOSED NATIONAL TRANSPORT POLICY OF MALAWI**

## **1.0 GOAL**

- 1.1 The goal of the National Transport Policy of Malawi is to ensure the provision of a coordinated transport environment that fosters a safe and competitive operation of commercially viable, financially sustainable, and environmentally friendly transport services and enterprises.

## **2.0 KEY POLICY STATEMENT**

- 2.1 Transport is a service sector whose role is not only one of meeting effective consumer demand, but also of stimulating economic growth within the country. The Malawi economy is heavily dependent on the international trade. Therefore, the availability of external transport links which are dependable and less costly is crucial. At the domestic level, transport is crucial in the distribution chain. It is because of the foregoing that if the Malawi economy is to grow at all, the transport sector must play its full role.
- 2.2 The Government recently embarked on a number of policy reforms in the transport sector geared toward promoting the operation of a competitive and efficient transport system. These include granting of freedom to the transport industry to set tariffs and the removal of restrictions on entry and exit to passenger and freight transport industry. The government has also created a National Roads Authority and a dedicated Road Fund.
- 2.3 Despite all these changes, there is need for the Government to continue with the policy reforms with a view to eliminating the remaining restrictions which are currently contributing to the poor performance of some modes of transport, particularly rail and lake. As regards infrastructure, the sector has suffered through weak and unsuitable institutional and maintenance policies thus leading to grave deterioration of the infrastructure.
- 2.4 With this background, Government is committing itself to further move towards achieving complete deregulation and pursue a policy of treating all modes of transport equitably. This will entail the need to further minimize controls, remove all forms of protectionism except where operators resort to anti-competitive activities such as cartels or cut-throat competition. Private sector investments and operations will be promoted and where necessary, promotion of a more business-minded approach by public sector bodies will be given priority.
- 2.5 Government will support better utilization of existing infrastructure and facilities through more efficient pricing which reflects cost of services, and improvement in the

- management of infrastructure and transport parastatals. Economic viability will also be strictly applied as the key factor for allocation of resources. Where Government deems it necessary to provide the essential social services, Government shall compensate the provider for the losses to be incurred on the resources, facilities and services. The Government will also ensure that all the investments and operations are environmentally friendly. Social and other national priorities shall be taken into account.
- 2.6 The Government will support human resources development of its staff and encourage the transport sector and all sub-sectors to help develop the human resource and institutional capacity of their employees through training, skills development, and job retention efforts at all levels.
  - 2.7 Malawi's transport infrastructure and maintenance needs are much greater than the funds available to Government for investment in this sector. Only those transport projects that have a substantially positive rate of return should be undertaken. Priority should be given to those transport projects with the highest potential rate of return.
  - 2.8 The Ministry of Transport has the overall responsibility for national transport planning and policy in Malawi. Other government agencies with significant responsibilities for implementing policy and maintaining and improving transport infrastructure include the National Roads Authority and the Ministry of Local Government.
  - 2.9 To provide the capacity for effective transport analysis, the Ministry of Transport will coordinate with other government agencies and the private sector to develop a transport data base that is sufficient to allow cost/benefit and generally accepted economic analysis of transport investments in infrastructure and maintenance.
  - 2.10 The government will also commit itself to improve organizational set-up for planning and overall administration of the transport sector. To this end, the Ministry of Transport will be strengthened to enable it to undertake policy analysis on a continuous basis, monitor the performance of the transport sector more closely, improve a mechanism of data collection, and enforce safety-related regulations more rigorously. An action plan will thus be drawn which will be reviewed annually at a transport forum to assist the Ministry of Transport to incorporate policy and action changes arising from the demands of the changing environment.

### **3.0 OVERALL POLICY OBJECTIVES**

The policy seeks to achieve the following:

- 3.1 to meet economic demand and socio-political needs while minimizing cost to the economy;
- 3.2 to ensure safety, security, and disaster preparedness and response;

- 3.3 to minimize negative impacts of sectoral activities on the environment;
- 3.4 to achieve effective co-ordination between and within the sectors;
- 3.5 to encourage the transport sector to strengthen institutional capacity through human resource development;
- 3.6 to promote private sector investment and operations, wherever possible, and to promote a more business-minded approach by public sector bodies;
- 3.7 to promote competition within and between modes;
- 3.8 to obtain maximum national and regional benefit from cooperation with the multi-lateral bodies and donor community;
- 3.9 to improve availability and maximize utilisation of transport infrastructure and equipment in both urban and rural areas;
- 3.10 to provide meteorological services and products to suit each individual transport mode so as to realize maximum benefit and minimize losses.

#### **4.0 GUIDING PRINCIPLES**

- 4.1 Underlying these broad policy objectives are certain key principles which will guide policy development and implementation strategies:
  - 4.1.1 the government shall refrain from instituting regulations which restrict the ability of any mode to respond to market forces or to compete freely with any other mode of transport;
  - 4.1.2 each mode shall bear the full cost of resources, facilities and services provided;
  - 4.1.3 each mode of transport shall receive full compensation for resources, facilities and services that it is required to provide in public interest;
  - 4.1.4 each mode of transport shall conform to the Environmental and other Laws of Malawi.

#### **5.0 SUB-SECTORAL OBJECTIVES**

- 5.1 The broad objectives defined above apply to each of the transport sub-sectors. It is nevertheless necessary to further define the strategies and programmes of action that have to be followed.

## **6.0 ROAD TRANSPORT**

- 6.1 Road transport is the most heavily used mode of transport in the country. It reaches remote parts of the country and services a variety of people engaged in diverse socioeconomic activities.
- 6.2 While the Road transport planning function has in the past been disjointed, this function is now centralised in the Ministry of Transport.
- 6.3 The Ministry of Transport is entrusted with the responsibility for ensuring the provision of safe, reliable, effective, efficient transport operations and a fully integrated road transport infrastructure which best meets the needs of freight and passenger customers at improving levels of service and cost in a fashion that supports government strategies for economic and social developments on a sustainable basis.
- 6.4 An acceptable level of standards in road traffic management services, with emphasis on road safety, can only be ensured on the Malawian urban and rural road network if budgetary provisions enable this Ministry's Department of Road Traffic to improve road traffic safety, enhance road traffic discipline, protect the expensive capital investment in the road system, and enhance administrative and economic order in the field of road traffic management. This policy argues for depositing part of the fees collected for registration, road licenses, etc. in a Fund from which money shall be used for road traffic management.

## **7.0 ROAD TRANSPORT POLICY OBJECTIVES**

### **7.1 POLICY GOAL**

Create an environment to ensure provision of adequate, safe, reliable, efficient and economical road transport services in order to meet the country's current and future road transport needs.

### **7.2 GENERAL OBJECTIVES AND STRATEGIES**

The general objectives of the Road Transport Policy are as follows:

- 7.2.1 to create a climate that nurtures, encourages, and sustains the participation of the private sector in the financing, the construction, the maintenance and the management of roads in Malawi;

#### **Strategies**

- 7.2.1.1 enact a law that is seen transparently by the private sector to contain strong protection for the sanctity of contracts, and that imbues promoters, concessionaires, funds and builders in the private sector with confidence

that a concession agreed during the term of office of the incumbent government will not be revoked by future governments;

- 7.2.1.2 establish formal consultative for a between government, public and private sectors, operators, stakeholders and users in order to promote interactive participation in the maintenance of an acceptable quality of road system with its road signs intact;
- 7.2.2 to provide an adequate network of roads for the movement of goods and people within, into and out of Malawi, and facilitate the continued development of the country's rural areas.

### **Strategies**

- 7.2.2.1 construct and/or promote the construction of economically justified domestic and inter-country roads capable of meeting current and future traffic trends linking areas of production to areas of consumption at national, sub-regional and international levels;
- 7.2.2.2 use and enforce appropriate road design standards and specifications;
- 7.2.2.3 enforce road safety measures and the maintenance of road signs;
- 7.2.2.4 promote the increased participation of the private sector in the construction of new roads;

## **7.3 SPECIFIC OBJECTIVES AND STRATEGIES**

The specific objectives of the policy are as follows:

- 7.3.1 to ensure an acceptable standard in road traffic services, paying special attention to road safety on rural and urban road networks;

### **Strategies**

- 7.3.1.1 review and strictly enforce the provisions of the Road Traffic Act with the vigor and dynamism it deserves;
- 7.3.1.2 vigorously enforce vehicle weight limits and vehicle dimensions in order to protect road infrastructure;
- 7.3.1.3 introduce punitive fines to deter the use of over-loaded vehicles on the Malawi roads and ensure that excess loads are off-loaded at any check points;
- 7.3.1.4 enforce strictly the restrictions on dual coupling of foreign to Malawi registered vehicles;

- 7.3.1.5 enforce vigorously the road safety statutory regulations such as vehicle roadworthiness, speed limits and driver competence in order to minimize vehicle damage, injury and loss of life;
  - 7.3.1.6 support the autonomous Roads Authority charged with a responsibility of managing and maintaining the road network in part or in whole;
  - 7.3.1.7 ensure the adequate funding of the Road Fund solely dedicated towards road rehabilitation and maintenance;
  - 7.3.1.8 use the Road and Bridge Management Systems for planning, budgeting and monitoring road maintenance;
  - 7.3.1.9 increase the use of private sector firms in routine maintenance of roads from 30 per cent in 1996 to 95 per cent by the year 2000;
  - 7.3.1.10 encourage training for minor contractors in technical management and implementation of periodic and routine maintenance;
  - 7.3.1.11 strengthen and maintain the road transport data base (such as fleet capacity, cross-border traffic figures, flow of domestic traffic) for planning purposes;
  - 7.3.1.12 establish a Fund which will be used for sustained enforcement of road traffic regulations;
- 7.3.2 to remove physical and non-physical barriers within the transport sector in order to facilitate domestic and cross-border trade and travel, and to ensure provision of efficient and economic road transport services;

### **Strategies**

- 7.3.2.1 review and strictly enforce the Road Traffic Act with the vigour and dynamism it deserves;
- 7.3.2.2 involve private sector participation in the monitoring and operations of the weighbridge equipment;
- 7.3.2.3 implement appropriate road user charges;
- 7.3.2.4 evoke the principle of reciprocity when Malawian hauliers are subjected to unfair treatment as may be the case if some of the neighbouring countries do not comply with harmonized road transit charges;
- 7.3.2.5 accede to international conventions deemed to be important for the development of road transport;

- 7.3.2.6 harmonise the country's highway code, roads signs, signals and axle-load regulations within the region;
- 7.3.2.7 liberalise the provision of road passenger transport services and deregulate tariffs;
- 7.3.2.8 for urban areas:
- i. introduce effective traffic management systems and proven low-cost engineering measures (i.e. signals, pedestrian walkways, etc);
  - ii. apply effective parking control systems and sustain the control systems through the introduction of parking fees;
  - iii. strengthen the institutional capacity of urban authorities to implement urban transport policy and to plan and maintain urban transport network, traffic movement information facilities and equipment;
  - iv. conduct reviews of public transport industry operations in the urban areas;
  - v. provide adequate capacity for traffic flow and public safety in urban areas;
  - vi. ensure that transport needs are included in land use planning in urban areas;
- 7.3.2.9 for rural areas:
- i. review the legislation to govern non-motorised transport elements;
  - ii. review duties and all tax levies on rural means of transport to ensure that they do not prohibit the development of the sub-sector;
  - iii. provide road signs in the rural areas;
  - iv. encourage investment and active participation of stakeholders in the rural transport industry;
  - v. facilitate availability of appropriate low cost means of transport;
- 7.3.2.10 encourage Malawi entrepreneurs proposing to provide a road transport service deemed to be in the public interest especially in rural areas;
- 7.3.2.11 support the development of a sustainable Malawian trucking industry, capable of handling the bulk of domestic and cross-border traffic;

## **Environmental Issues**

- 7.3.3 to prevent adverse environmental effects of road construction and ensuring that the infrastructure itself is environmentally friendly;

### **Strategies**

- 7.3.3.1 include in the planning for the construction of roads environmental impact assessments (EIAs) and energy conservation;
- 7.3.3.2 promote environmental protection and resource conservation;
- 7.3.3.3 ensure that roads do not impede drainage and cause accumulation of water pools that become breeding grounds for mosquitoes;
- 7.3.3.4 ensure that drainage outlets do not become the primary sources of soil erosion;
- 7.3.3.5 promote use of more energy-efficient and less pollutant modes of transport;

## **Agreements and Conventions**

- 7.3.4 to comply with the agreed national obligations arising from bilateral, regional and international road transport and traffic conventions to which Malawi is a Party;

### **Strategies**

- 7.3.4.1 design and coordinate annual programmes aimed at implementing the relevant bilateral, regional or international agreements; and
- 7.3.4.2 review the agreements to assess relevance and level or status of compliance.

## **Border Posts**

- 7.3.5 to ensure smooth movement of traffic through the border posts;

### **Strategies**

- 7.3.5.1 establish inter-departmental Committees to ensure coordinated provision of resources at each border post.
- 7.3.5.2 provide adequate and qualified personnel and facilities at the border posts;
- 7.3.5.3 design border posts to allow for the smooth flow of traffic;
- 7.3.5.4 promote and maintain effective cooperation between the traffic control and adjudication functions;

## **Traffic Control and Management**

- 7.3.6 to promote law enforcement (traffic control) and reduce the number and severity of traffic accidents.

### **Strategies**

- 7.3.6.1 nurture, promote and sustain cooperation between traffic authorities and the public; and
- 7.3.6.2 engender a spirit of voluntary compliance of road users with the law.
- 7.3.6.3 involve public volunteers in the enforcement of the traffic laws.

## **7.4 LEGAL FRAMEWORK**

To ensure that the Road Traffic Act and other legal policy instruments are updated periodically and strengthened to serve as effective deterrents and corollarily foster sustainable road traffic safety;

### **Strategies**

- 7.4.1 empower the Traffic Police, the Director of Road Traffic and officers subordinate to him or authorised by statute to seize any vehicle that is not road worthy or whose use on the local roads contravenes the laws of Malawi, tow it to a garage at owner's expense and release after it has been repaired at owner's expense and certified roadworthy;
- 7.4.2 strengthen the enforcement provisions in the Road Traffic Act by:
- i. substantially increasing fines payable for offences and terms of imprisonment;
  - ii. removing the option to habitual offenders of paying a fine instead of serving a sentence and making the prison term mandatory so that an offender will be required to pay a fine and also serve imprisonment in respect of an offence under the Act.

## **8.0 RAIL TRANSPORT POLICY OBJECTIVES**

### **8.1 POLICY GOAL**

The objectives of the Ministry of Transport with respect to Rail Transport are to provide in Malawi a well-managed, viable and sustainable railway system that promotes accessibility and the safe, affordable, reliable movement of people and goods.

## 8.2 GENERAL OBJECTIVES AND STRATEGIES

The general objectives of the Rail Transport Policy is to create a climate in Malawi that promotes and sustains the participation of the private sector in the operation, financing, the construction, the maintenance and the management of rail lines and provides Malawi with an efficient and competitive outlet to the sea.

### **Strategy**

- 8.2.1 enact a law that contains strong protection for the sanctity of contracts, and imbues promoters, concessionaires, funders and builders in the private sector with confidence that a concession agreed during the term of office of the incumbent government will not be revoked by future governments;

## 8.3 SPECIFIC OBJECTIVES AND STRATEGIES

The specific objectives of the policy will be aimed at:

- 8.3.1 improving operational efficiency and commercial viability of railway companies;

### **Strategies**

- 8.3.1.1 promote private participation in railway operations and in the infrastructure under a consessionary arrangement.
- 8.3.1.2 let Malawi Railways have complete autonomy in setting tariffs, determining its staff levels and freedom to initiate, drop or alter the nature and frequency of services;
- 8.3.2 to improve levels of service at an affordable cost;

### **Strategies**

- 8.3.2.1 promote the expansion of railway network, where economically feasible, to cater for national and regional requirements;
- 8.3.2.2 promote railway safety and environmental protection;
- 8.3.2.3 establish a Railway Regulatory Unit in the Ministry of Transport
- 8.3.2.4 strengthen bilateral and multilateral Agreements;
- 8.3.2.5 maintain Malawi's membership in regional and international transport organizations;
- 8.3.2.6 examine the feasibility of developing the rail network within urban areas;

- 8.3.2.7 grant concession and/or operational responsibility of the rail to private entrepreneurs;

## 8.4 LEGAL FRAMEWORK

To ensure that the Railway Act and other legal policy instruments are updated periodically and strengthened to ensure safe railway operations.

### **Strategy**

- 8.4.1 strengthen the enforcement provisions in the Railway Act

## 9.0 MARITIME TRANSPORT

### 9.1 POLICY GOAL

The goal of the Maritime Transport Policy is to encourage an efficient and productive maritime transport system that will contribute towards local and international trade and tourism and ensure safety of life and property and the prevention of pollution of the environment.

### 9.2 GENERAL OBJECTIVES AND STRATEGIES

The general objective of the Maritime Transport Policy is to facilitate efficient and economic inter-linkages with other modes, where economically feasible, in order to foster and sustain accessibility and ensure the safe, affordable, reliable movement of people and goods. The general objectives, will, therefore, be to:

- 9.2.1 encourage the private sector to promote the development and operation of an economically justified transport system for lakes and major rivers;

#### **Strategies**

- 9.2.1.1 create an enabling environment that will encourage the private sector to invest in this sector;
- 9.2.1.2 promote private participation in maritime operations and in infrastructure under concessionary arrangements.
- 9.2.2 promote private enterprise in port operations in a manner that provides the most cost-effective services, including the development and operation of cargo handling facilities;

#### **Strategies**

- 9.2.2.1 ensure that free market forces dictate the entry and exit of players in the

provision of port services, and the setting of price structures within the ports;

### 9.3 SPECIFIC OBJECTIVES AND STRATEGIES

#### **Inland Shipping**

The specific objectives of the policy are to:

- 9.3.1 encourage the continued operation and strengthening of the lake shipping network to meet national and regional requirements, including remote lakeshore areas;

#### **Strategies**

- 9.3.1.1 promote the involvement of the private sector in the operation of Lake shipping services;
  - 9.3.1.2 ensure that operators of lake shipping services have complete autonomy in aspects such as setting tariffs, determining staff levels and freedom to initiate, drop or alter the nature and frequency of services;
  - 9.3.1.3 improve and promote navigation of each of Malawi's lakes and major rivers, where economically feasible.
  - 9.3.1.4 improve the technical and economic performance of inland navigation vessels and port facilities;
  - 9.3.1.5 harmonise and update documentation, legislation and regulations with riparian countries;
- 9.3.2 promote marine safety and environmental protection;

#### **Strategy**

- 9.3.2.1 prevent, control or combat pollution of the marine environment;
- 9.3.3 improving port productivity, marine safety, operational efficiency and commercial viability of lake services;

#### **Strategies**

- 9.3.3.1 ensure that port facilities are adapted to meet the challenges of modern shipping technologies;
- 9.3.3.2 ensure that the Malawi Lake Services Limited is concessioned or privatized into an efficient and commercially viable company;
- 9.3.3.3 update hydrographic charts;

- 9.3.3.4 formulate marine search and rescue action plan;
- 9.3.3.5 develop an appropriate port infrastructure;
- 9.3.4 to commercialise and privatise ports and improving cargo handling equipment and infrastructural availability and reliability;

**Strategies**

- 9.3.4.1 eliminate bottlenecks that hinder productivity and faster and efficient modal transfer;
- 9.3.4.2 undertake port reform

**International Shipping**

- 9.3.5 The objective of the policy is to foster increased participation by the Malawi private sector in international shipping in order to contribute to economic development and the promotion of foreign trade;

**Strategies**

- 9.3.5.1 strengthen the national maritime administration;
- 9.3.5.2 revitalize the National Shippers Council of Malawi;
- 9.3.5.3 ratify and enact International Maritime Conventions that are relevant to Malawi requirements;
- 9.3.5.4 establish, where feasible, joint ventures in shipping services cargo sharing arrangements or multinational shipping consortia in liner and bulk trade;
- 9.3.5.5 maintain selective membership in international organisations and strengthen bilateral and multilateral agreements.

**Multimodal Transport**

- 9.3.6 The objective is to improve the coordination of all modes of transport to allow for smooth carriage of cargo in one transport chain;

**Strategies**

- 9.3.6.1 promote the establishment of inland dry ports;
- 9.3.6.2 promote the effective coordination of all transport modes in order to provide door to door service;
- 9.3.6.3 enact or review maritime legislation, particularly merchant shipping codes;

- 9.3.6.4 harmonise legislation and simplify documentation to facilitate and accelerate cross-border trade;
- 9.3.6.5 establish an integrated transport system for international trade;
- 9.3.6.6 designate and promulgate transport corridors;
- 9.3.6.7 establish hub points on the corridors;
- 9.3.6.8 improve infrastructure of hub points including communication for transit facilitation;
- 9.3.6.9 encourage international shipping investment by the private sector;

#### 9.4 **LEGAL FRAMEWORK**

To ensure that the Inland Waters Shipping Act and other legal policy instruments are updated periodically and strengthened to ensure safe maritime operations.

##### **Strategies**

- 9.4.1 empower the Marine Police, the Director of Marine Services and officers subordinate to him/her to seize any boat/ship that is not sea worthy or whose use on the Malawi's national water bodies contravenes the laws of Malawi;
- 9.4.2 strengthen the safety enforcement provisions in the Inland Water Shipping Act.

#### 10.0 **CIVIL AVIATION**

##### 10.1 **POLICY GOALS**

The goal of the Air Transport Policy is to attain and maintain a competitive self sufficient civil aviation environment that ensures safety in accordance with national and international standards and enables the provision of services in a reliable and efficient manner.

##### 10.2 **GENERAL OBJECTIVES AND STRATEGIES**

The general objectives of the Air Transport Policy are to promote the development of safe, efficient, reliable and productive aviation industry that is capable of competing both domestically and internationally, and facilitating as well as enhancing the expansion of trade and tourism. The general objectives will, therefore, aim at enhancing the provision of orderly, safe, reliable and efficient services and encouraging private sector participation in the aviation industry;

### **Strategies**

- 10.2.1 provide and improve aviation infrastructure consistent with demand and available financing;
- 10.2.2 ensure a safe, efficient and cost-effective operation of airports;
- 10.2.3 ensure that air transport is operated in a safe and sound economic environment and enhance sustained aviation security in all air transport activities;
- 10.2.4 ensure the compliance with International Civil Aviation Organisation Standards in the design, construction and operation of airports and associated facilities;
- 10.2.5 ensure the implementation of the 1988 Yamoussoukro Declaration on African Air Transport Policy and other conventions that may be deemed of benefit to Malawi;
- 10.2.6 establish where feasible an autonomous airport or Civil Aviation authorities to operate and manage airports, and aviation equipment on commercial principles;
- 10.2.7 create an environment in which investors can realise adequate returns on their investments;
- 10.2.8 promote the establishment of appropriate export processing zones in the vicinity of airports;
- 10.2.9 institute and monitor maintenance programmes for both aerodromes and aviation equipment;
- 10.2.10 undertake environmental impact assessments in all new airport projects;
- 10.2.11 construct aerodromes where feasible;

### **10.3 SPECIFIC OBJECTIVES AND STRATEGIES**

To develop an air transport regime that is able to make full use of Malawi's aviation infrastructure for the promotion of a sustainable basis of tourism, airfreight, business travel and other air transport activities;

### **Strategies**

- 10.3.1 liberalise entry into the air transport market;
- 10.3.2 encourage technical and commercial joint ventures and marketing efforts in airline industry;
- 10.3.3 embark on new negotiations and ensure regular review of existing Bilateral and

Multilateral Air Service Agreements;

10.3.4 restructure and privatise the national airline and some airports where feasible;

10.3.5 introduce support measures and incentives to carriers proposing to provide scheduled services on thin domestic routes;

10.3.6 establish an independent unit to take on functions of aircraft accident investigations;

10.3.7 review the existing legislation regularly and update where necessary to align with new policies;

10.3.8 maintain close liaison with relevant organisations in the promotion of air transport services and facilities;

10.3.9 deregulate domestic air fares and rates;

10.3.10 implement conventions ratified by government on environmental protection

10.3.11 prevent environmental degradation in air transport;

#### 10.4 **LEGAL FRAMEWORK**

To ensure that the Aviation Act and other legal policy instruments are updated periodically and strengthened to serve as effective deterrents and corollarily foster sustainable air traffic safety;

##### **Strategy**

10.4.1 strengthen the safety enforcement provisions in the Aviation Act.

#### 11.0 **PIPELINE**

##### 11.1 **POLICY GOALS**

The goal of the policy on pipelines is to ensure that there is no impediment to private sector investment in pipelines that can provide an orderly, efficient and economic flow of liquid cargo into Malawi.

##### 11.2 **OBJECTIVE AND STRATEGIES**

The main objective of the policy on pipelines will, therefore, be aimed at encouraging private participation in the establishment of pipelines where feasible.

#### 12.0 **RURAL TRANSPORT**

## 12.1 **POLICY GOAL**

The goal of the national rural transport policy is to nurture and promote a sustained improvement of standards of living of rural communities through increased access to facilities and socio-economic services.

## 12.2 **GENERAL OBJECTIVES AND STRATEGIES**

The general objectives of the policy are to improve the mobility and accessibility of rural communities to goods and services in the rural areas at low cost to the economy. The general objectives will, therefore, be to promote the provision of vehicular access to rural centres, the use of non-motorised vehicles, and the improved physical access to services and facilities;

### **Strategies**

12.2.1 ensure that basic socio-economic services such as grinding mills, fuel sources, health clinics, markets, schools and water supply are served with transport infrastructure and services;

12.2.2 promote the improvement of road network in the rural areas;

12.2.3 foster an increase in the ownership of non-motorised means of transport by appropriate fiscal measures;

12.2.5 involve stakeholders in planning for various transport service.

## 12.3 **SPECIFIC OBJECTIVES AND STRATEGIES**

The specific objectives and strategies are as follows:

12.3.1 to promote an integrated approach to rural transport planning;

### **Strategies**

12.3.1.1 obtain data on the scope of rural transport needs;

12.3.1.2 promote the improvement of institutional planning capacities in the rural local authorities;

12.3.1.3 encourage community participation, particularly women, in infrastructure planning and development;

# **PROPOSED NATIONAL TRANSPORT POLICY OF MALAWI**

## **APPENDIX**

*May 1999*

## **APPENDIX 1**

This appendix is a supplement to the Proposed National Transport Policy of Malawi that further describes the country's transport system and objectives.

### **BACKGROUND**

1.1 Malawi is a landlocked country in Southern Africa, which shares common borders with Mozambique to the East and Southwest, with Tanzania to the North and Northeast and with Zambia to the Northwest. The total surface area of the country is 118 500 square kilometers of which some 24 600 square kilometers comprise Lake Malawi and other smaller lakes and rivers. The country's diverse topography is dominated by rolling plateaux which rise from 1 450 meters to 2 500 meters above sea level and eroded escarpments. The climate of Malawi is varied and influenced by the topography and the lake.

1.2 Malawi's transport system currently includes about 14 594 kilometers of roads, 810 kilometers of railway track, 4 major lake harbours and 4 commercial airports. As a landlocked country, Malawi depends on her road and rail systems and those of the neighbouring States for the transportation of the bulk of her exports and imports to sea ports. The international routes are by rail through Mozambique to the port of Nacala, covering a distance of 799 kilometers from Blantyre; 807 kilometres from Limbe; and 988 kilometers from Lilongwe; by rail to the port of Beira (currently non-operational) was a distance of 568 kilometres from Blantyre and 934 kilometres from Lilongwe; by road to the port of Beira covering a distance of 800 kilometers from Blantyre and 996 kilometers from Lilongwe; to the port of Dar-es-Salaam by rail/Lake covering a distance of 1 784 kilometres from Blantyre, by road covering a distance of 1 905 kilometres from Blantyre and 1 660 kilometers from Lilongwe; by road to the port of Durban covering a distance of 2 661 kilometres from Blantyre via Mwanza and 2 911 kilometres from Lilongwe via Mwanza; and by air to the outside world.

1.3 The efficiency and effectiveness of Malawi's external transport links, those of a landlocked country, are especially important for promotion of the international trade. However, currently, there are a number of impediments that hamper smooth flow of traffic within and outside this region. These impediments are basically due to lack of harmonisation of transportation standards and procedures in the region. In order to address these problems, the Government has signed a number of bilateral and multi-lateral agreements to ensure common approach.

1.4 It is widely recognised that an adequate level of transport services is necessary for national development and that it is catalytic and complimentary to other sectors of the economy. Malawi has several modes of transport, namely road, rail, lake and air transport. It is, therefore, in the national interest that these services are developed at a rate which is consistent with that of the other sectors of the economy, and that those modes rendering services for which they are most suited are efficiently used.

1.5 It is in recognition of the foregoing reason that the mission of the Ministry of Transport is to

nurture and support, on a sustainable basis, safe, reliable, effective, efficient and fully integrated, competitive transport operations and infrastructure that best meet the needs of society in general, of passenger and goods customers in particular, of the economy that transport has to satisfy, and of environmental sustainability. This calls for the type of transport planning that supports appropriate strategies such as development of corridors, optimum use of land, and an integrated regional economy through, *inter alia*, establishing transport infrastructure and services linking industrial centres and current as well as future centres of socioeconomic activity and growth.

1.6 Malawi's transport system currently reveals the need for the creation and maintenance of a sustainable, integrated, well-managed transport infrastructure. A sustainable, integrated, well-managed transport infrastructure can be nurtured and promoted only if the responsibility for the planning of the different transport modes is not fragmented between different Ministries, and only if the construction of public works is not regarded as the monopoly of government.

## **INTERNATIONAL ROUTES**

1.7 As a landlocked country, it is important for Malawi to have a variety of well maintained, competitive international routes for the transportation of her export and import traffic. It is for this reason that Malawi supports the development and maintenance of international corridors such as the Nacala Corridor and the Northern Corridor.

1.8 The bulk commodities of Malawi are tobacco, sugar, fertilizer, fuel and tea. These are products best suited to rail movement. Nacala has a direct rail link to Blantyre/Lilongwe- major source/use of these products and this opportunity should be harnessed to the advantage of the Malawi economy.

### **Nacala Corridor**

1.9 It is a well known fact that the shortest routes to the sea for Malawi are through Mozambique. Malawi's current reliance on Beira and Durban ports is a costly option in the immediate and long run as economies of the primary users of these ports expand and their port requirements grow. Malawi's access strength lies in the Nacala Corridor which is currently the shortest rail access route to a sea port. Malawi continues to support development of the nearby Nacala port facilities. Malawi intends to carve out its own integrated transport access to the sea, and the only logical and cost effective port is Nacala.

1.10 Nacala serves only two major hinterlands, Northern Mozambique and Malawi. This catchment can be extended to Zambia and even Southern Tanzania.

### **Northern Corridor**

1.11 Similarly, the Northern Corridor provides an important additional alternative route for Malawi's export and import trade. The transport sector should be encouraged to consider this alternative international route.

1.12 There is not much to be done on the Northern Corridor in terms of major investment

compared to Nacala other than completing the loose ends on Lake Malawi, particularly Chipoka port, shuttle vehicles between Mbeya MCC and Chilumba, and road links on the Malawi side to the Tanzania system. As an integrated transport system, this route has shown that it can provide Malawi with a successful transport link. It provides the necessary transit costs/price leverage and insurance to the sea for Malawi. The recent establishment of Mbeya MCC as a dry port means that Mbeya is now the nearest port to Malawi, only 120 km away. It should be noted that the Northern Corridor, i.e. the lake and road components, link Nacala to the extended hinter lands of Southern Tanzania.

## **ROAD TRANSPORT**

1.13 Road transport is by far the most heavily used mode of transport in terms of both volume of freight and passengers moved and the size of transport network. It reaches the remote parts of the country and serves a variety of people engaged in diverse activities. Since independence, the Government has given the development of an all weather primary road network a high priority to meet growing demand for freight and passengers both at domestic and international level. Roads in Malawi are classified into main, secondary and rural roads.

1.14 In functional terms the main roads effectively make up the country's primary road network with district and other roads acting as a feeder system to the primary network. Of this primary network, the North-South portion both on the plateau and lake shore has been bituminized providing a high quality all weather surface. Most major road links with neighbouring countries are of bitumen surface, providing reliable access at all times. These are:

Blantyre to Mwanza; en route to Mozambique and beyond;  
Lilongwe to Mchinji; enroute to Zambia and beyond;  
Limbe through Thyolo, Mulanje and Muloza; enroute to Mozambique; and  
Karonga to Songwe enroute to Tanzania and beyond.

1.15 The district roads, which act mainly as feeder roads to the primary network, are normally of earth standard and are the responsibility of local authorities. The remaining other roads category includes urban roads, private and estate roads. There is also a substantial number of rural roads linking farms and farming communities to the official network.

1.16 Access and feeder roads to and from some rural areas are grossly inadequate and, where they exist, become unusable during the wet seasons, thus hindering socio-economic development of the rural areas, especially where development potential exists.

1.17 Resources available for road maintenance are inadequate to meet the cost of sustaining the huge investments that have been put into the construction of roads.

1.18 Although the road coverage is considered adequate in general, various initiatives aimed at improving maintenance practices and road standards are required to bring a greater percentage of the road network to all weather conditions.

1.19 Road transport plays a significant role in the movement of both domestic and international freight. The overall international route tonnages show that the Tete Corridor is the most competitive route, seconded by the Mchinji and Northern Corridor. The Government will ensure that all the existing corridors are maintained to provide alternate routes for the international traffic originating or destined for different geographic regions.

1.20 The Road Traffic Act provides a legal framework for ensuring a safe, reliable and efficient road transport industry. The Act empowers the Road Traffic Department with the responsibility of administering the regulatory provisions pertaining to the vehicle weight limit controls, vehicle licencing inspection and licencing, driver testing and licencing, and the processing and the issuance of appropriate permits for both freight and passenger operations.

1.21 Road transport is but one mode of transport and requires harmonisation with other modes. It is now the intention of the Government that its policy in the transport sector promotes and sustains a smooth and efficient interaction that allows society and economy to assume their preferred form. It must be outward looking, shaped by the needs of society in general, of passenger and goods customers in particular, and of the economy that transport has to satisfy.

1.22 The Ministry of Transport recognizes that the large investment in its road system calls for its protection against damage in order to give satisfactory service during its life time. At present, however, corrugations and pot-holes are common features on Malawi roads. The consequences are high maintenance costs and short life span of both the roads and vehicles. This calls for both advanced technology to satisfy structural and geometric design requirements oriented to heavy traffic volumes and high vehicle speeds, and an effective coordination effort complemented by law enforcement, and a commitment to timely road maintenance.

1.23 The road traffic regulations, however, are not being enforced with the vigour and dynamism they deserve. Consequently, there are a number of unroadworthy vehicles and unlicensed operators plying on the roads. Incidences of overloading are also common contributing to infrastructural damage and accidents. An increase in the population of vehicles in Malawi at a time when funds allocated to the Ministry have significantly been reduced has also been observed to result in an increased number of motor traffic accidents due to lack of enforcement. The effectiveness of the enforcement machinery of the regulations is, however, constrained by the unavailability of adequate functional vehicles and funds for the purchase of the fuel to mount adequate traffic patrols. The increased number of accidents is partly a manifestation of the ineffectiveness of the enforcement of the provisions of the Road Traffic Act. This has resulted in an increased number of individuals:

1.23.1 who are not competent drivers;

1.23.2 whose vehicles are legally not supposed to be found on the roads of Malawi (i.e. with no certificate of fitness (COF), road tax or valid driving licence); and

1.23.3 with forged COF or driving licences.

1.24 The failure to enforce the regulations as averred above has resulted in an under-collection

of revenue. Enforcement of the Road Traffic Act will ensure that fees for renewal of licences, COF, road tax, etc., are collected, and consequently enable the Department to increase revenue collection commensurate with the increased population of vehicles.

1.25 Often vehicles carry loads in excess of weights for which the roads are designed, with the consequent rapid wear and tear of roads long before their designed life. In addition, vehicles are often in poor mechanical condition and travel at excessive speeds at the hands of incompetent operators, thus resulting in high rate of accidents, injury, loss of life and property.

1.26 All the debt-ridden developing countries that are burdened with severe austerity in fiscal spending, now have less borrowing capacity and fewer budgetary resources of their own to finance either the maintenance of the roads or the construction of new ones. This has caused corrugations and pot-holes to be common features on, for example, most of the Sub-Saharan Africa's roads that have deteriorated through lack of maintenance due to limited budgetary resources. For Sub-Saharan Africa, it has been estimated that annual expenditures of about US\$1.5 billion will be required to restore as well as stop further deterioration of the economically justified roads for the next decade. It is strongly believed that cutting back on maintenance as demanded by the exigencies of reducing inflation is self-defeating because, each US\$ dollar reduction in road maintenance increases overall vehicle operating cost by US\$ 2 to US\$ 3.

1.27 It has been estimated that to restore and maintain Malawi's road network, up to MK 450 million (July 1997 price) is required annually for the first three years and about MK 250 million (July 1997 price) annually thereafter.

1.28 As an institution entrusted with the function of providing safe, reliable, effective, efficient and fully integrated transport infrastructure and operations, the Ministry of Transport finds some merit in the Road Maintenance Initiative (R.M.I.) The Ministry believes that the limited budgetary resources can be left untouched for the transport infrastructural construction and maintenance if a policy initiative is able to encourage the private sector to build the infrastructure at no cost to the government, and, some time later, in a much shorter period than the long-term, 99 year-old-fashioned-type to concessions and well within the economic life of that infrastructure, return it to public ownership.

1.29 The innovation referred to above is what is known as Build Operate Transfer (BOT) scheme and it is the granting of a concession which empowers the right to operate and profit from the infrastructure created by the concession through a road toll on users. On expiry of the concession, the infrastructure transfers, at no cost, to the government.

## **RURAL TRANSPORTATION**

1.30 Transport in the rural areas encompasses the movement of people and goods by any means. This includes movement needs in relation to agricultural production and marketing to meet domestic requirements for water, firewood and food processing; and to utilise social services such as health care and education. Many of these movement needs of rural dwellers who account for 90 per cent of the population entail distances ranging from 7 km to 10 km. For the majority of rural

households the only means of transport available is walking and head loading. This is very limiting in terms of carrying capacity range and speed of travel.

1.31 A reduction in the time and effort spent by rural households on transport and the more productive use of that time and effort would release their resources for more productive work and facilitate activities and greater use of social services. It would have a particular impact on women, for whom time and energy are some of their most valuable resources. It would allow rural women, and particularly female heads of households, to fulfil their many responsibilities more effectively, and to devote greater attention to the well-being of their families and to productive activities.

1.32 Rural transport development encompasses infrastructure construction and maintenance provision of vehicular access to rural centres, use of nonmotorised vehicles, and improved physical access to services and facilities. Several projects have strived to respond to specific rural transport needs.

1.33 The majority of the people in the rural areas walk and head load as a means of transporting goods and meeting the social service demands largely due to the unavailability of alternative means of transport. Low levels of income per capita of the rural people constrain the people to buy such low cost means of transport, as bicycles, oxcarts, handcarts, and wheelbarrows which can improve their mobility and reduce head loading.

1.34 Most socio-economic services are not conveniently located and as a result most people are forced to walk long distances to reach such facilities. While some are sited conveniently, the problem of poor access due to lack of appropriate rural transport infrastructure and facilities still forces people to make long detours to reach a facility.

1.35 Sustainable development of the rural transport sub-sector hinges on addressing the key policy issues encountered in the execution of the rural transport projects. A number of lessons have been learned and these include community participation in infrastructure development, inadequate financing, limited alternatives of appropriate technology, attention to gender needs, access to credit facilities, integration of rural transport activities and institutional capacity for sustainability of the activities. These challenges will need to be addressed for the successful implementation of the rural transport programmes in the country.

1.36 The development of the rural transport sub sector requires sufficient resources. Previously most of the government resources allocated to the rural transport sub-sector were for road infrastructure development. Resources to this sub-sector need to be increased not only to cater to designated road infrastructure development but also for the rural roads, foot paths and trails development; means of transport and capacity building.

1.37 Gender imbalance remains a very critical problem in the rural transport sub-sector and, presently, most of the rural transport burdens are borne by women. Solutions require a multi-sectoral approach and within the rural transport sector. Efforts will be aimed at increased civic education, promotion of gender neutral technologies, improved access to credit facilities for the

disadvantaged socio-economic groups geared towards changing the cultural prejudices and attitude toward activities that are presently viewed as gender specific, and improving the access of females to socio-economic services. The participation of women in the decision making process will need to be increased. All the relevant institutions will be encouraged to come-up with solutions required to achieve these targeted areas.

### **Urban Transportation**

1.38 The country's urban population is rising very fast, and public transport is inadequate and residents find it difficult to commute to and from their places of work.

1.39 Mini-buses and taxis have made a significant contribution towards the alleviation of transport problems in the countryside and in major towns. Many of the mini-buses and taxis are not, however, roadworthy and this, together with disregard of traffic regulations, can pose danger to passengers and other road users.

### **RAIL TRANSPORT**

1.40 The rail sub-sector played a major role in Malawi over the past years in movement of international trade. This role declined in the mid 80s due to the closure of the international rail routes in Mozambique in 1984/85 during the civil war in that country. During this period, the international traffic was diverted to the road to the port of Durban which is more than four times the distance. This prompted the Government to develop a relatively shorter alternative route to the sea through the Port of Dar-es-Salaam in Tanzania. Both the re-opening of the Nacala route in 1989 and the end of the civil war in Mozambique have, however, now revived the importance of this mode of transport in freight movement and it is hoped that after the completion of the Malawi Railways Restructuring Project the rail sub-sector will capture back considerable freight traffic.

1.41 Currently the Malawi government has no body that oversees safety issues relating to railways and rail transport. There is, therefore, an urgent need for the establishment of a unit that is entrusted with the responsibility for these functions including major accident/incident investigations relating to rail transport. Provision should also be made for environmental monitoring of railway operations.

### **CIVIL AVIATION**

1.42 The aviation infrastructure comprises of 33 aerodromes, five of which have paved runways, and two of which are used for international scheduled services. Most of the minor aerodromes are maintained for tourism and national security. During the last twenty years the aviation subsector benefited from heavy investment in aviation infrastructure through the building of a modern international airport in Lilongwe and equipping of navigational and telecommunication equipment at four major airports. Most of this investment has, however, aged and is in need of major rehabilitation in order to maintain the required international standards.

1.43 Civil Aviation in Malawi is a small but extremely sensitive area in view of the clientele it serves and the operating environment. This linkage can and should be exploited to the full to maintain acceptable safety standards and service delivery because aviation has “no second chances”. Owing to the nature of specialized equipment used, the Malawi Government cannot afford to maintain or replace certain facilities without adequate financial resources. The private sector should be encouraged to invest in Civil Aviation.

1.44 To ensure the maintenance of international standards in aviation. Civil Aviation and air transport are an area where Malawi needs to pay special attention with regard to the maintenance of international standards. As a small landlocked country, there is no question that Malawi needs a vibrant aviation policy and activity.

1.45 Malawi has reciprocating governments with whom air service agreements should be explored and aggressively encouraged to assist in the development of her air transport system. This is so because the aviation facilities and services are of mutual benefit. With a small air transport industry, Malawi should not lose sight of the fact that one of the major trends in the global air transport market is the co-operation between airlines in order to become global competitors and to expand market base. The co-operation includes alliances, equity exchanges, code-sharing, franchising and branding. On its own under such world trends in airline co-operation and open skies policy, Air Malawi cannot expect to survive. It shall, therefore, be the Malawi government policy to encourage Air Malawi to enter into joint ventures with other airlines in order to ensure that the down stream and multiplier benefits that accrue from civil aviation continue to play in this country’s national economy.

1.46 Aviation policy needs to address as a matter of priority fire and rescue and associated services. These are services that Malawi, by law and international conventions, is obliged to provide.

1.47 Air transport currently plays a minor but growing role in the transportation of exports and imports and plays a significant role in the international movement of passengers. There are 30 aircraft on the Malawi register and nine major airlines operating regional and international scheduled services as at 1996, including one national airline which also serves the domestic network. There is an increasing trend of total traffic as shown in Table 5. Most of the traffic is on the Johannesburg, Nairobi, Harare, London, Amsterdam and Lusaka routes

1.48 The speed of modern aircraft, cost of air navigation infrastructure and procedures associated with the control of air traffic, dictate a seamless airspace with as much centralisation of control of the airspace as possible. The Malawi government recognises the need for more efficient management of airspace, and that management of the country’s national airspace must be conducted in a manner whereby the safest, most efficient service can be provided to the benefit of all users, and in the national interest. Malawi’s Aviation Act provides a legal framework for ensuring safe, economic, reliable and efficient air transport operations in the country.

### **Maritime Transport**

1.49 The Ministry of Transport has responsibility for ensuring that transport services on

Malawi's lakes and rivers are provided. This is an area that needs further development. It was formerly viewed that government should provide support for commissioning of vessels such as "Mtendere" and "Ilala". Unfortunately, fiscal constraints make that increasingly difficult to do. There are opportunities if the private sector is motivated to operate a marine transport service.

1.50 There are 21 ports and landing points on Lake Malawi, four of which have freight and passenger handling facilities. Although the infrastructure has undergone substantial improvements under the Northern Transport Project, there is need for more investment in port development and navigational aids to cope with growing traffic on the Northern Corridor.

1.51 Inland Shipping plays a minor but important role in both freight and passenger transport but with potential to improve. Currently, there is one operator, Malawi Lake Service, with ten ships providing freight and passenger transport services on the lake. The Lake Service has been experiencing a decline in freight and passenger volume due to low water levels on Lake Malawi and laying off of some ships .

1.52 There are also boats, canoes and ships registered for other activities such as tourism and fishing, which are all administered under the Inland Shipping Act. The Government is restructuring the Lake and Port Services so that they can be run commercially to promote efficiency. Malawi Lake Service company has thus been established since April 1994 as an independent entity to operate Lake Services and consultancy reports are in consideration for the restructuring of both the Lake and Port Service operations.

1.53 Interest has been expressed in using the Lower Shire River to launch barges to the Indian Ocean and then to Beira. Such an operation has been done in the past. Its potential for major movements will however remain limited for the same reason, i.e. marginal access to the facilities in Beira and navigation problems which have yet to be fully investigated. It will also require major transshipment facilities to handle any sizeable cargo. This development will however, remain, a private sector drive, rather than government. Government can nevertheless play an active catalytic role in support of possible investors.

1.54 Technology pertaining to lake transport, for example containerization, changes very fast, and requires the phasing out of equipment after only a short while. Due to limited financial resources, for which there are competing demands by other sectors of the economy, the country cannot afford to phase out equipment at the pace that the technology is changing.

1.55 Lake transport is not synchronized with the other modes of transport such as road and rail. Some parts of Lake Malawi's coast line may be suitable for the development of ports if adequate financing were available.

## **HUMAN RESOURCES DEVELOPMENT AND RETENTION**

1.56 High quality human resource development in both the public and private transport sectors is essential to enable Malawi to achieve the maximum benefit and efficiency from its transport investments and operations.

1.57 In the Public Sector Human Resource Development is needed to develop requisite high quality human resources through education and training in order to strengthen the institutional capacity required to effectively implement the policy;

*Strategies*

- 1.57.1 develop the human resource and institutional capacity to improve the operation, organisation, and management of the rail transport system;
- 1.57.2 develop a career structure that allows for promotion and retention of staff in their position of competence and specialisation;
- 1.57.3 create conditions for the retention and optimum utilisation of managerial, technical and scientific talent that is required to maintain staff.

**PRIVATE SECTOR**

1.58 The difficulties facing the indigenous entrepreneurs in the transport industry, including construction, maintenance, haulage, and other modes will be addressed. The relevant policies affecting them will be reviewed to enable the local entrepreneurs to expand their businesses and compete favourably in a free market environment. Priority will be to build the local transport industry so as to generate employment, save foreign exchange on transport costs, and reduce transport margins.

*Strategies*

- 1.58.1 Encourage the private sector to develop the human resource and institutional capacity to improve the operation, organisation, and management of their staff
- 1.58.2 to create and maintain an environment in which every employee is able to reach his or her maximum potential in a climate favouring excellence and high output.