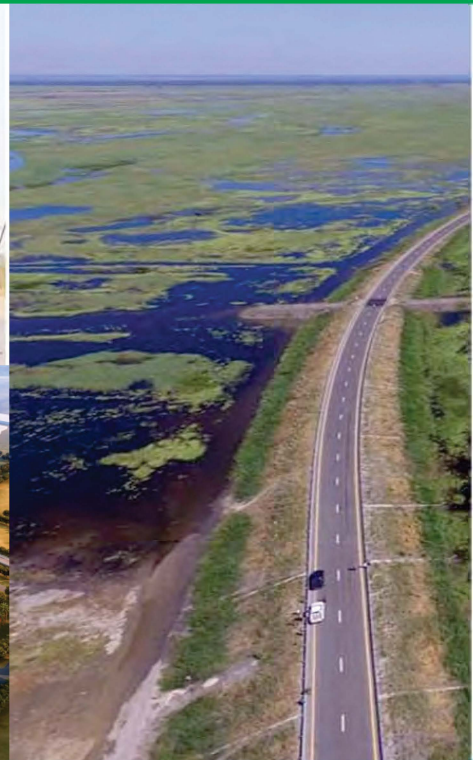




REPUBLIC OF ZAMBIA

MINISTRY OF TRANSPORT AND COMMUNICATIONS

NATIONAL TRANSPORT POLICY



MAY 2019



REPUBLIC OF ZAMBIA
 MINISTRY OF TRANSPORT AND COMMUNICATIONS
NATIONAL TRANSPORT POLICY



Towards an efficient and integrated Transport System in Zambia by 2028

FOREWORD



Social and economic development in Zambia has recorded remarkable growth as evidenced by the sustained annual Growth Domestic Product above 6% in the last ten (10) years. The Transport Sector has particularly played a critical role in facilitating the development process in all economic and social sectors as guided by the 2002 National Transport Policy. Transport infrastructure provision has been steered mainly by the public sector and its development partners, while transport services have been largely provided by the private sector.

This National Transport Policy aims at enhancing the facilitatory role of the transport sector in social and economic development of the public and private sectors. It seeks to promote private sector involvement in infrastructure development and service provision under a regulated environment. Further, it focusses on promoting integrated modal transportation of goods and passengers, enhancing cost efficiency in transport service provision; ensuring optimal maintenance and rehabilitation of existing transport infrastructure; promoting regional corridor competitiveness and promoting safe transport infrastructure and services.

As the primary Ministry responsible for transport, we shall coordinate and support the implementation of the National Transport Policy to enhance multi-sectoral national economic growth and improved livelihoods of our Zambian population by improving accessibility to markets for goods and services whilst reducing the trading costs. Incidents and accidents and fatalities from transport sector operations shall be significantly reduced by imposition of occupational health and safety standards for all modes of transport to be complemented by intelligent ICT solutions and other instruments.

The successful implementation of this Policy rests on collaborative stakeholder participation and commitment in sectoral planning, programme execution and monitoring and evaluation. This Policy shall be implemented with a dynamic approach to domestic, regional and international supply and demand factors so as to retain its relevance and responsiveness to the needs of the country.

A handwritten signature in black ink, appearing to be 'B. C. Mushimba'.

Eng. Dr. Brian C. Mushimba M.P.

MINISTER OF TRANSPORT AND COMMUNICATIONS

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ACKNOWLEDGMENT



The Ministry of Transport and Communications commits to the coordination, formulation, development and implementation of policies in Transport, Communications and Meteorology sectors for enhanced socio-economic development of Zambia. This Policy provides the focus and framework for collaborative development of an integrated transport system that will be accessible, efficient and safe for all. The development of this Policy was consultative to encompass desires and aspirations of line Ministries as well as other stakeholders in the transport sector.

We thank His Excellency, Mr. Edgar Chagwa Lungu, President of the Republic of Zambia for splitting the then Ministry of Transport, Works, Supply and Communications which resulted in the formation of the Ministry of Transport and Communications. The Ministry's mandate of policy coordination and formulation in the transport sector is outlined in Gazette Notice No. 836 of 2016.

We acknowledge the guidance and support provided by officials from the Policy Analysis and Coordination Division at Cabinet Office, Ministries of Works and Supply, Housing and Infrastructure Development, Local Government, Agriculture, and Commerce, Trade and Industry. We also wish to acknowledge the guidance and support provided by officials from Transport Authorities, Agencies and Zambia Institute for Policy Analysis and Research. Further, we wish to acknowledge, the private sector players who were consulted and more particularly, the members of the Technical Reference Group who dedicated their professional competencies and expertise to ensure and assure the realisation of the 2019 National Transport Policy.

It may not be possible to mention all the stakeholders who made valuable contributions to the formulation of this Policy. However, allow me to make special mention of the World Bank for the provision of technical and financial support.

We look forward to collaborating with all stakeholders for the successful implementation of this Policy.

A handwritten signature in black ink, appearing to read 'Misheck Lungu', written in a cursive style.

Eng. Misheck Lungu
PERMANENT SECRETARY
MINISTRY OF TRANSPORT AND COMMUNICATIONS

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WORKING DEFINITIONS

“Co-modality” The use of different transport modes on their own and in combination with the aim to obtain an optimal and sustainable utilisation of resources.

“Cost-Benefit Analysis (CBA)” is a systematic approach to estimating the strengths and weaknesses of alternatives that satisfy transactions, activities or functional requirements for a project. It is a technique that is used to determine options that provide the best approach for the adoption and practice in terms of benefits in labour, time and cost savings etc. Cost-Benefit Analysis (CBA) is also defined as a systematic process for calculating and comparing benefits and costs of a project, decision or government policy.

“Intermediate Means of Transport (IMT)” includes wheelbarrows, bicycles, rickshaws, various animal carts and wagons, motorcycles, motorised three-wheelers, and two-wheel tractors that fill the gap between more expensive motor vehicles and tedious human effort.

“Modal Split” Also known as modal share is the percentage of travelers and freight using a particular type of transportation or number of trips using said type.

“Multi-Criteria Analysis (MCA)” is a decision-making tool developed for complex problems. In principle it’s a technique to assess alternative options according to a variety of criteria that have different units (e.g. €, tons, and kilometres). Unlike traditional decision-aiding methods (e.g. Cost – Benefit Analysis) where all criteria need to be converted to the same unit, Multi-Criteria Analysis (MCA) assigns weights and scores to options so that both quantitative and qualitative criteria (e.g., yes/no, pluses and minuses) can be analysed.

“Open Skies” Open skies is an international policy concept that calls for the liberalisation of the rules and regulations of the international aviation industry - especially commercial civil aviation - in order to create a free-market environment for the airline industry. Its primary objectives are:

- To liberalise the rules for international aviation markets and minimise government intervention as it applies to passenger, all-cargo, and combination air transportation as well as scheduled and charter services; and
- To adjust the regime under which military and other state-based flights may be permitted.

“Private Partnership (PPP)” involves a contract between a public sector authority and a private party, in which the private party provides a public service or project and assumes substantial financial, technical and operational risk in the project. In some types of PPP, the cost of using the service is borne exclusively by the users of the service and not by the taxpayer. In other types (notably the private finance initiative), capital investment is made by the private sector on the basis of a contract with government to provide agreed services and the cost of providing the service is borne wholly or in part by the government.

“Public Transport” (also known as public transportation, public transit, or mass transit) Means of transport which is a shared passenger-transport service which is available for use by the public, as distinct from modes such as taxicab, carpooling, or hired buses, which are not shared by strangers without private arrangement.

“Road Management System” A system to be used as the basis for the on-going development of the core road network and to guide decision-making on, and determine priorities for, future road maintenance, rehabilitation and construction programmes. Furthermore, the system will be used to identify black spots and analyze traffic accidents. Thus, factoring in the safety of all road users during planning, design, construction and maintenance of roads.

“Road Safety Audits” Formal safety performance examination of an existing or future road or intersection by an independent, multidisciplinary team. It qualitatively estimates and reports on potential road safety issues and identifies opportunities for improvements in safety for all road users.

“Taxicab” a public service vehicle having seating accommodation for not more than seven persons other than the driver which is let with a driver over a period of less than twenty-four hours for the carriage of passengers at separate fares.

“Transport Sector” The category of stocks of aviation, maritime and inland waterways, pipeline, rail and road infrastructure and equipment. Furthermore, this sector includes industries providing transportation of passengers and cargo, warehousing and storage for goods, scenic and sightseeing transportation, and support activities related to modes of transportation.

“User Pays Principle” The principle that a user of a service or resource pays directly for the amount they use, rather than the cost being shared by all the users or a community equally. Until users know how much it costs (in "hidden" infrastructure or environmental damage as well as fuel costs or driver's wages) to travel a particular route at a particular time and are fairly charged, transport behaviour is unlikely to change and for instance congestion will continue to increase, putting additional strains on the environment, on the quality of life and the efficiency of business.

LIST OF ACRONYMS

CAA	Civil Aviation Authority
COMESA	Common Market for Eastern and Southern Africa
ICAO	International Civil Aviation Organisation
IWT	Inland Waterway Transport
MHA	Ministry of Home Affairs
MLG	Ministry of Local Government
MCTI	Ministry of Commerce, Trade and Industry
MEDNP	Ministry of Economic Development and National Planning
MOF	Ministry of Finance
MOFNP	Ministry of Finance and National Planning
MHID	Ministry of Housing and Infrastructure Development
MTC	Ministry of Transport and Communications
MWS	Ministry of Works and Supply
MTNR	Ministry of Tourism Environment and Natural Resources
MTWSC	Ministry of Transport, Works, Supply and Communications
NCC	National Council for Construction
NRFA	National Road Fund Agency
NTP	National Transport Policy
RDA	Road Development Agency
RTSA	Road Transport and Safety Agency
SADC	Southern African Development Community
TAZ	Truckers Association of Zambia
TAZARA	Tanzania Zambia Railway Authority
TMD	Trunk, Main and District roads
ZACL	Zambia Airports Corporation Limited
ZASTI	Zambia Air Services Training Institute
ZCLL	Zambia Cargo & Logistics Ltd (former MOFED)
ZRL	Zambia Railways Limited

INTRODUCTION

This document presents the revised National Transport Policy which arises from the review of the 2002 National Transport Policy. The 2002 National Transport policy was developed to provide a policy framework to guide developments in the Transport Sector. The implementation period for the Policy was 2002 to 2007. As we came to the end of the policy implementation period, it was critical to review the policy. The Ministry of Transport and Communications reviewed the 2002 National Transport Policy to ensure that it responds to emerging challenges of transport infrastructure and service provision. Several domestic, regional and international economic and social issues have emerged since the adoption of the Policy in 2002 necessitating the need for the policy to be revised and ensure that all aspects are comprehensively captured and incorporated.

This Policy document is divided in Five (5) parts namely the Situation Analysis, Vision for the Transport Sector, Rationale, Guiding Principles and the Implementation Framework. The Situation Analysis gives an overview of the performance of the transport sector during the period 2002 to 2017. The document then gives the Vision for the transport sector which is aligned to the National Vision 2030. The Vision gives an indication of what should be achieved by the sector when the Policy is effectively implemented. The Policy also gives the Rationale which explains the justification for reviewing the 2002 to 2007 Policy. The policy further provides guiding principles upon which the policy will be implemented. Policy objectives and policy measures which outlines strategies to attain the set objectives follow the guiding principles. The Policy ends with an implementation framework which outlines the Institutional Arrangements, Legal and Monitoring Framework to support the implementation of the Policy. Also provided as annexure is the Implementation Plan covering the period 2018 – 2028.

The thrust of this Policy is to create an intermodal transport system which will provide for interlinkages among the four modes (Rail, Road, Air and Water) of transport and ultimately transform Zambia into a regional transport hub by 2028. The Policy will further introduce institutional reforms in the transport sector for improved implementation capacity and greater coordination at all implementation levels.

2.1 Geographical Context

Zambia is a landlocked country situated in Central and Southern Africa, neighbouring Angola, Botswana, Democratic Republic of the Congo (DRC), Malawi, Mozambique, Namibia, Tanzania, and Zimbabwe. It has overall land mass of 752,614 square kms with an estimated population of 16 Million people which is projected to increase to 27 million by 2035. Its central geographic position and deliberate government policy has transformed Zambia into a land-linked country and exposed it to multiple import and export trade routes.

These trade routes have been designated as regional transport development corridors by various Regional Economic Communities. The trade routes traverse Zambia and provide access to all Southern Africa Development Community (SADC) sea ports, but remain largely unexploited. Zambia's position can be exploited into a regional intermodal transport hub, thereby optimising economic benefits for itself and the region. However, having no direct access to the sea port, Zambia faces high transportation costs which affects its competitiveness on the regional and international markets.

2.2 Economical Context

Zambia is a lower middle-income country with Gross Domestic Product estimated at USD20 billion. The economy grew at an average annual rate of 7% between 2010 and 2014. However, global headwinds and domestic pressures have strained the Zambian economy. Consequently, growth in 2015 fell to an estimated 3% (compared to 4.9% in 2014) following a six-year low in copper prices, low rainfall causing increased power outages and El Nino-related poor harvests. Growth is expected to rebound, subject to a futuristic positive outlook in the agriculture sector, mining industry's reaction to higher copper prices, and stabilisation of the power situation. The benefits of economic growth have accrued mainly to the richer segments of the population in urban areas.

During the period under review the transport sector grew at an average of 14.6% . However, the share contribution of the transport, storage and communications sector to GDP remains low and averaged 7.9 % for the same period.

The recovery of growth in the Mining and Quarrying Industry significantly increased the demand for freight services domestically and in the region along the corridors to major sea ports outstripping local supply. This has presented a need for a well-developed transport system which is essential for the promotion of all other economic industries to sustain the growth momentum.

2.3 Intra-Urban Transport Systems

It is estimated that 46% of the Zambian population lives in the urban areas. Currently, most of the urban population depends on public transport for their daily transit, but the service is of relatively low quality and is more expensive compared to other countries in the region. As a result, cities in Zambia have experienced increased usage of private motor vehicles leading to traffic congestion and road safety concerns. Further, traffic congestion has increased vehicle emissions which pollute the environment.

2.4 Rural, Non-Motorised and Intermediate Transport

Approved public transport operations in rural areas are almost non-existent. For transit, people largely depend on trucks, pick-ups and at times Non-Motorised Transport like ox-carts and bicycles. Currently, road infrastructure provides little or no facilities for Non-Motorised road users. This increases the risk of fatalities in the event of a road traffic crash and inhibits growth.

2.5 Aviation Sector

Legal and Institutional Framework

The Republic of Zambia has enacted the Aviation Act No. 5 of 2016, which has provided a solid and up-to-date legal framework for the aviation sector. However, the existing operating and technical regulations are being updated in compliance with the provisions of ICAO standards and recommended practices. The institutional framework has largely been made in compliance with international standards. The Civil Aviation Act provides for the establishment of the National Civil Aviation Security Committee, the Aircraft Accident Investigation Board, and the Transport Health Board. These are yet to be established and there is need to accelerate their establishment. Furthermore, the institutional framework is not clear on the administrative and management arrangements of district and provincial aerodromes.

Zambia has made significant progress in implementing international standards and recommended practices, with about 60% to 65% effective level of implementation at present. However, further

improvement of safety and security standards is required and should be prioritised. Zambia has made substantial efforts to upgrade its civil aviation personnel at all levels. However, much effort is still required to satisfy the sector's demands. The CAA, the Department of Transport and other private and public institutions are not operating at full functional capacity.

Specific priority for the CAA is to become financially self-sufficient. In addition, training facilities do not satisfactorily meet international standards and are under-funded. The Zambia Air Services Training Institute (ZASTI), the only civil aviation training centre in the country has lost its recognition as a regional aviation training centre of excellence for southern Africa. ZASTI is currently unable to secure international accreditation as a training centre, due to lack of investments.

Air Transport Infrastructure

Although Zambia has four international airports, namely Harry Mwaanga Nkumbula, Kenneth Kaunda, Mfuwe and Simon Mwansa Kapwepwe, these are highly under-utilised resulting in low revenue to operation cost ratio. However, there is indication that the aviation sector in Zambia is growing with a projected growth of 13% in the short to medium term. There are a further seven domestic airports and 43 air strips, most of which are in a very poor state of maintenance.

Air Transport Services

Zambia is a signatory to the Yamoussoukro Decision (YD) signed by 44 Member States of the African Union in 1988. The YD aspired to create a liberalised, air transport market across Africa by 2002, superseding bilateral agreements. However, it has not been fully implemented. Both domestic and international air fares in Zambia are comparatively high because competition is lacking, and utilisation rates are low. As fares have a high relation to aviation activity, this seriously reduces frequencies, destinations and connectivity by air.

Although much effort is being made particularly in upgrading international airports in Zambia (supply driven), a comprehensive and coordinated plan for attracting new traffic, passengers and carriers (demand driven) seems to be absent. Such a coordinated plan requires engaging possible new business strategies and concepts, identifying demand and possibilities to obtain customer preference.

2.6 Maritime and Inland Waterways Sector

Legal Framework

The current legislative framework for Maritime and Inland Waterway Transport in Zambia principally consists of the Inland Waters Shipping Act of 1994, Cap 466, of the Laws of Zambia and the Merchant Shipping Act of 1969, Cap 468 of the Laws of Zambia. However, the Legislative Framework is outdated while the institutional framework is too weak to manage the sector and does not meet the regulatory requirements and maritime occupational health and safety standards.

Currently, the regulatory function of the sector is vested in the Department of Maritime and Inland Waterways and the Marine Unit of the Zambia Police under Cap 466, of the Laws of Zambia. The Department of Maritime and Inland Waterways acts as the regulator, implementer and enforcer. However, the Department is not fully functional, and the waterways are not adequately manned by Vessel Inspectors, making navigation highly risky.

Inland Waterway Transport Infrastructure

Although Zambia has an extensive network of inland waterways consisting of lakes, rivers and man-made canals and swamps, the development of Inland Waterway Transport infrastructure lags far behind other transport modes. This Sector has not had any major investment programmes except for the recent procurement of dredging equipment and water vessels. Among the key harbours and ports in Zambia are Mpulungu on Lake Tanganyika, Mulamba on Zambezi River, Siavonga on Lake Kariba, Nchelenge on Lake Mweru, and Samfya on Lake Bangweulu. Almost all these Ports and Harbours need significant infrastructure upgrades.

Mpulungu Port provides a critical gateway to the Great Lakes Region spanning the region from South Burundi, West Tanzania, East DRC and going beyond to Rwanda, Uganda and Kenya. The water corridor has great potential for commercial shipping even though it is largely underdeveloped at the moment. Despite the immense potential for increased traffic at Mpulungu Port, it faces many challenges concerning vessel turnaround time, navigation aids, dry port and it has no critical linkage to railway.

Apart from harbours and ports, Zambia has a wide network of canals which are also inadequately maintained and as a result are not navigable enough to serve their purpose. Among these canals

is the Rivungu-Shang’ombo canal, which has significant economic impetus to enhance domestic and international trade with Angola.

Zambia presently operates twenty-two pontoon river crossing points through the Engineering Services Corporation (ESCO). However, the pontoon services are of poor quality and have frequent breakdowns causing business delays and increased transportation costs. Nevertheless, pontoon services have great potential to improve rural community mobility.

Inland Waterway Transport Services

The inadequate state of Inland Waterway Transport infrastructure, poor state of vessels and inadequate personnel in Zambia has resulted in unsatisfactory waterway provision of transport services. This is despite the country having abundant navigable lakes, rivers and canals. It is also worth noting that, there are places in Zambia where Inland Waterway Transport is the only transport mode, despite the low penetration of the services.

2.7 Pipeline Sector

Legal and Institutional Framework

Currently, Zambia has only one legal instrument for pipeline; the TAZAMA Act No. 18 of 1967. The mandate for the operation of the pipeline lies with the Ministry of Energy.

Strategy and Long-Term Use

Presently, there is no long-term plan for the development of pipelines in Zambia. However, there is great potential for pipeline development in Zambia considering the agglomeration of people in urban centres and the long distance between towns making other modes of transportation more costly as an alternative in the long-run.

Infrastructure

Zambia has 1,710 km of oil pipeline, the Tanzania-Zambia Mafuta extending from Dar-es-Salaam in Tanzania to Ndola at the Indeni Refinery. The pipeline which was established in 1968 is jointly owned by the Tanzanian and Zambian Governments. The initial transport capacity was 1.1 million tonnes per year. However, the pipeline at present transports about 640,000 tonnes of comingled oil per year due to inefficiency.

2.8 Railway Sector

Legal Framework

The current legislative framework for the railway sector in Zambia principally consists of the Railway Act of 1994 and TAZARA Act of 1995. However, the legislative framework is outdated and does not meet the regulatory requirements and railway occupational health and safety standards.

Investment

The railway sector has over the years had limited public investment programmes. Challenges include the dilapidated permanent way, obsolete locomotives and wagons, inadequate corridor connectivity and development. Due to dilapidation of the permanent way, there are so many speed restriction areas which pose security risks to cargo. As a result, the performance of the railway operators has declined in terms of freight volumes and passenger counts. Further, there are no grade separations (under or overhead bridges) at rail-road crossings. The sector is not able to stay competitive because of the high operating costs associated with poor infrastructure and obsolete rolling stock due to failure to undertake scheduled preventive and corrective maintenance.

The railway sector has faced numerous staffing challenges due to the lack of succession planning and unavailability of local training. As a result, both ZRL and TAZARA have critical operational challenges. Zambia is lagging behind with respect to migration to the standard railway gauge. This is due to the significant level of infrastructure using the cape gauge within the country. Migration to the standard gauge is essential for international corridor development and to make Zambia a transportation hub. Further, Zambia is operating single-track railway systems that result in delays and increase the risk of accidents. Currently, the signaling and telecommunication system is analogue and inadequate for the desired growth.

Land Use Planning for Railway

Considering the substantial changes that have occurred in land use, especially the shift in location of economic activities from the current line of railway to other regions, the business case for railways in Zambia to make it responsive to the transport demands for emerging new economic zones requires a review. The railway network requires realignment to the current socio-economic and commercial needs, and the recent developments in the other modes.

2.8.1 Railway Freight Services

Railway transport has lost its market share of freight to road transport even in market segments that could be better served by railway transport such as bulk cargo. Currently, railway freight services in Zambia do not fully meet the demand by the industry with respect to capacity, lead times and reliability as required by the industry. As a result, the performance of both ZRL and TAZARA has decreased. TAZARA's performance has decreased from 0.5 million tonnes in 2011 to 0.09 million tons in 2014 whereas that of ZRL has dropped from 1.8 million tonnes in 2003 to 0.96 million tonnes in 2014. Both ZRL and TAZARA share just about 8% market share for freight and 7% for passengers.

There is very little integration between the railway and other modes. Rather than complementing each other, the railway and road modes are in competition with each other. Railways face competitive prices, especially from foreign road transporters who are willing to pick up backloads for any price. Railway passenger and freight cost are currently higher compared to road rates. Further, the railway sector pays fuel levy which is meant for road maintenance, thereby cross-subsidising the road sector.

2.8.2 Railway Passenger Services

Passenger train fares are on average 150% lower than what bus operators charge, but the quality of the service is lower than that of buses. The operating costs of passenger trains are on average twice as much as the revenue generated such that to offer services at the current fares requires massive subsidies. Further, the only urban rail network is dilapidated. Therefore, densely populated urban areas such as Lusaka and Kitwe are not served by any means of rail commuter services.

Despite the current inefficiencies in passenger railway services, there is potential for increased demand for intercity passenger railway services as the railway infrastructure and rolling stock get modernised.

2.9 Road Sector

Legal Framework

The Zambian road management regime is highly centralised and requires further reforms. The Public Roads Act No.12 of 2002, gives the RDA overall responsibility for all the public roads in

Zambia while at the same time recognising Local Authorities as authorities for rural and urban roads. Further, the Local Government Act Cap 281, also empowers local authorities to manage all urban and rural roads. This has resulted in coordination and financing challenges for the urban and rural road. This further leads to unbalanced development of the various road classifications. Going forward, there is need to harmonise the various pieces of legislation in the road sector to address the institutional overlaps among key players in the road sector.

Institutional Framework

The institutional framework for the management of the road sector comprises various Ministries and institutions namely: Ministry of Transport and Communications (MTC), Ministry of Local Government (MLG), Ministry of Works and Supply (MWS), Ministry of Housing and Infrastructure Development (MHID), Ministry of Tourism and Arts (MTA), Ministry of Energy (MOE), Roads Development Agency (RDA), National Road Fund Agency (NRFA), Road Transport and Safety Agency (RTSA), and Zambia National Service (ZNS). The institutional framework is well structured to handle all road sector issues. However, there are some coordination challenges arising from the overlap of mandates in the management of the classified network. RDA's participation in the management of rural and urban roads compromises the constitutional mandate of MLG. The RDA has not been fully delegating the management responsibilities for rural and urban roads to appropriate Local Road Authorities when these authorities are in fact established and functional.

This has resulted in RDA retaining responsibility that requires additional competencies and staffing beyond the initially intended lean structure.

Road Network

The total estimated road network in Zambia amounts to 67,671km. Owing to the vast size of the network, and limited resources, efforts have been concentrated on a rationalised network of 40,554km deemed as the Core Road Network (CRN). The condition of the road network is in different states. About 85% of the paved TMD network is in good condition while only 12% of that which is unpaved and the primary feeder roads is in good condition. Further, about 49% of the urban road network is in good condition.

Monitoring and Evaluation

Monitoring and evaluation activities are currently either inefficient or insufficient due to actor fragmentation, limited resource availability and installed capacity among actors in the sector.

2.9.1 Road Safety

Legal Framework

Currently, there is an overlap of mandate for road safety enforcement between Zambia Police and RTSA. This has resulted in institutional conflict and limited coordination of enforcement activities and an increase in the number of accidents and fatalities. In addition, coordination with stakeholders in post-crash care, emergency response and road safety education is weak. Further, while the core mandate of RTSA is road safety management, the institution is burdened with the responsibility of collecting road traffic related revenue at the expense of safety, a function which can be outsourced.

Road Traffic Accidents

The number of road traffic accidents in Zambia has almost doubled in the last six years. Accident rates have continued to rise at approximately nine percent per annum while the fatality rates have been increasing at approximately 10% per annum. The number of deaths due to road traffic accidents also increased by approximately 50% from 1,238 in 2008 to 1,858 in 2014 while the death rates due to road accidents per 100,000 capita increased by 30%. Accident rates per 100,000 capita also increased by 31% from 157 accidents recorded per 100,000 in 2008 to 216 accidents recorded per 100,000 in 2014.

Six major causes of accidents were identified as misjudgment of clearance distance, failing to keep to nearside, cutting-in, and reversing negligently, over speeding and lack of proper road markings with designated crossing points. Furthermore, inadequate road safety design features and poor road signage have increased road risk.

Road Safety Audits and Inspections

Currently, there is an adhoc Road Safety Engineering Committee hosted by RTSA that is mandated to review and publish reports on safety measures that may be considered by RDA.

However, the legal provision does not compel RDA to adopt the recommendations from the Committee reports.

2.9.2 Road Freight Services

High Road Freight Transport Costs

Road freight transport costs are high and could add up to 40% to the final cost of the product and therefore, negatively influencing price levels in Zambia and the competitive position of Zambian products on international markets. This is due to the long distances covered by transporters of bulk cargo from Zambia to various sea ports along transport corridors.

Road Freight Dominance

Road freight transport has a dominant market position with more than 90% of the market share in international trade. This leads to high overall price level of transport services, costs of road maintenance, environmental degradation and road safety.

Locally, Zambian road freight operators have a market share of around 15% of international bound road freight transport. Indications are that a 50% market share for Zambian road freight companies could give them an additional turnover of around USD 360 million. The low market share of Zambian road freight operators is partly due to the practice of foreign ports favouring their local operators. At present, Zambian transport and logistics enterprises have limited capacities to deliver high quality and low-cost services that are capable of adding value to transit flows which are essential to transform the country into a regional transportation hub.

2.10 Cross-Cutting Issues

Transport Corridor Development

Zambia is a Member State of the Southern Africa Development Community (SADC) and Common Market for Eastern and Southern Africa (COMESA). The SADC Regional Infrastructure Development Master Plan (2012 - 2020) emphasises the centrality of Zambia in their quest to accelerate regional infrastructure programmes and to address regional transit facilitation. Zambia needs to take advantage of its centrality by taking a lead in the development of corridors and position itself as a hub of inter-regional trade as all key transport corridors in the SADC region traverse Zambia.

Inter-Modal Transport Development

Currently, Zambia has inadequately developed intermodal transport systems which increases the cost of freight handling, compromises safety, security and increases transit times. This lack of intermodal facilities has resulted in impeding bulk transporters of cargo to trans-ship cargo from one mode to another based on economies of scale, efficiency and affordable freight costs. Due to lack of mass transit systems, access to the main international airport is congested. Additionally, there are insufficient parking facilities in all major cities to support intermodalism.

Transport and Information Technology

Zambia has not made significant investment in intelligent transport systems. Further, there is very little research and development in the area of intelligent transport systems in the country. As a result, passenger and freight transport services are not sufficiently optimised.

Transportation of Dangerous Goods

Currently dangerous goods move in and out of Zambia by road, railway, waterway and air mostly passing through densely populated areas posing real health and safety risks to the people and environment. The movement of dangerous goods is by and large not regulated. Zambia does not have a domesticated intermodal legislation to regulate the transportation of dangerous goods.

Transport and the Environment

Zambia requires that every major infrastructure project is subjected to an Environmental Impact Assessment (EIA). The legal framework empowers the Zambia Environmental Management Agency to enforce the EIA legislation. However, the Agency does not have sufficient capacity to monitor all construction activities and enforce the legislation.

Currently, in Zambia there is lack of motorist rest places and solid waste storage and disposal facilities along major transport corridors and roadways leading to pollution of the environment and human distress in general. Further, there is inadequate enforcement of the law that prohibits disposal of waste from moving vehicles.

Fiscal policies (road taxes and tolls, vehicle taxes) are not favouring more environmental friendly vehicles. As a result, the average age at which motor vehicles are imported has increased over time.

It is now estimated at 13.5 years and this has contributed to the aging of the fleet. Further, due to age, most of the fleet is not up to modern standards and contributes more than proportionately to greenhouse gas emissions.

Financing for Transport

Zambia has systems in place for the mobilisation of funds for transport development, especially the road sector. Among the tools used for the mobilisation of funds are the fuel levies, road user charges and tolls. The other sectors do not have similar systems making maintenance, rehabilitation and construction of infrastructure a challenge. In terms of budgeting, the allocations are skewed towards the road sector which generates more revenue. The other modes of transport are not allocated sufficient funds to meet their investment requirements.

Transport Research and Development

Zambia does not have a centre for transport research and development. To develop Zambia as a regional transport and logistics centre knowledge, skills and competences in the field of transport and logistics should be enhanced and aligned to the state-of-the-art practices.

Transport and Gender

Gender has not sufficiently been mainstreamed in the transport sector as there are no deliberate programmes in the sector for gender mainstreaming. Most of the jobs ranging from construction to service provision are dominated by males. Most rural transport is not gender sensitive as it has no provision to cater for the needs of women.

Transport and HIV

HIV and AIDS vulnerability is known to be high along the transport corridors, especially around the 'hot spots' such as truck stops and border posts. Some factors that may exacerbate HIV vulnerability of workers in the transport sector include long periods of time spent away from homes, lack of access to health services, especially when in foreign countries and dangerous working conditions. The Government of Zambia has highlighted mobility in the transport sector as one of the key drivers of HIV epidemic and in response has set itself the national goal to initiate, revitalise and scale up innovative HIV prevention programmes for mobile populations as enshrined in the HIV and AIDS Policy of 2010 for the Transport Sector in Zambia.

THE VISION, GOAL AND RATIONALE OF THE POLICY

3.1 Vision

In order to create an intermodal transport system which will provide for interlinkages among the four modes (Rail, Road, Air and Water) of transport and ultimately transform Zambia into a regional transport hub, the Vision of the Transport Sector is:

“To have an efficient and integrated Transport System in Zambia by 2028.”

3.2 Rationale

The Revised National Transport Policy will be critical in the facilitation of development processes in all social and economic sectors of Zambia. It will:

- (a) promote integrated transportation of goods and passengers, ensure optimal maintenance and rehabilitation of existing transport infrastructure, promote private sector involvement in transport infrastructure development and service provision under an optimally regulated environment;
- (b) ensure optimal development of infrastructure for non-motorized, public, urban and rural transportation services, promote environmentally friendly transport systems, gender equality, disability and special needs in service provision;
- (c) ensure public health, security and safety in transport infrastructure and service provision;
- (d) ensure that systemic and operational challenges associated with mandate overlaps, centralism, financing as well as structural irregularities are appropriately addressed;
- (e) promote devolution of basic transport infrastructure and service provision to local authorities; and
- (f) transform Zambia into a land-linked country by establishing efficient, safe and competitive regional transport development corridors.

GUIDING PRINCIPLES FOR THE NATIONAL TRANSPORT POLICY

The policy development and its implementation will be guided by:

- Partnership:* The provision of transport services and infrastructure is an enormous task that requires concerted efforts from all stakeholders. The delivery of transport services will be achieved through close collaboration and networking among government departments, private sector and Cooperating Partners;
- Inclusive Stakeholder Participation:* Participation of all stakeholders is vital for effective service delivery, improved access, availability and increased sustainability of transport services and infrastructure;
- Accountability and Transparency:* Accountability and Transparency are crucial in transport services and infrastructure provision as they foster public confidence, ownership and promote wider participation in programme implementation. Hence, service providers in transport services and infrastructure sectors must ensure the best use of available resources and account for their utilisation;
- Equity and Social Justice:* To ensure equitable allocation of resources to the transport modes and equitable access to transport services;
- Decentralisation:* In the implementation of this policy, the provision of transport services and infrastructure will promote the transfer of responsibilities, authority and functions to lower levels of governance;
- Universality:* All Zambian citizens irrespective of gender, requiring special needs, being marginalised have the right to transport services and infrastructure. The National Transport Policy shall help all Zambians have access to quality transport services; and
- Sustainability:* Transport services and infrastructure shall be provided in a sustainable manner.

POLICY OBJECTIVES AND MEASURES

5.1 General Objective

To transform Zambia into a regional transport hub with fully integrated transport systems supporting socio - economic development.

5.2 Specific Objectives and Measures

5.2.1 Road Transport and Infrastructure

Objectives:

Specific objectives are to:

1. Harmonise all pieces of legislation governing the road sector to minimise overlap of mandates and adherence to core mandates;
2. Promote development of road transport services, facilities and infrastructure that meet the global safety standards;
3. Promote sustainable mobility of both goods and passengers to achieve economic and social needs; and
4. Develop systems to facilitate Non-Motorised Transport

Measures:

To achieve the above objectives on road transport services and infrastructure provision, Government shall introduce the following measures:

1. Harmonise the Public Roads Act No. 12 of 2002 and the Local Government Act Cap 281;
2. Implement measures to curb road carnage in line with the United Nations Decade of Action for Road Safety;
3. Establish Public Transport Management structures in all designated City Councils;
4. Develop mechanisms for Reducing traffic congestion;
5. Facilitate provision of cost effective and reliable transport services;
6. Protect and promote local transport operators' industry in accordance with the SADC Protocols on Transport, Communications and Meteorology and the COMESA Treaty;
7. Facilitate the establishment of a Motor Vehicle Accident Fund (MVAFF);
8. Undertake research to inform the kind of Non-Motorised Transport required; and
9. Develop a Non-Motorised Transport Strategy.

10. Promote labour based intensive mechanisms in the construction and maintenance of roads, low volume sealed roads and use of cobble stone technologies.

5.2.2 Railway Transport and Infrastructure

Objectives:

Specific objectives are to:

1. Transform the railway sub sector into an efficient, reliable, safe and competitive transport mode with appropriate interfaces with the other modes of transport; and
2. Review and repeal pieces of legislation governing the railway sector in order to support the transformation of the sector.

Measures:

To achieve the above objectives on rail transport and infrastructure, Government shall introduce the following measures:

1. Facilitate the creation of interface between railway and other modes of transport;
2. Develop and implement a programme for rehabilitation and upgrading the railway infrastructure;
3. Review the rail sub sector safety and regulatory mechanisms;
4. Facilitate a minimum shift of 30% from road to railway transport of bulk and heavy cargo, bulk and containerised cargo for local and international transportation;
5. Enhance the capacity of the Ministry to develop and maintain railway infrastructure;
6. Facilitate the review of legislative framework; and
7. Facilitate the separation of railway operations from railway infrastructure development and maintenance.

5.2.3 Maritime and Inland Waterway Transport

Objective:

Specific objective is to have a safe, efficient, cost effective and sustainable water transport system that supports development processes and provides linkages to domestic and international waters.

Measures:

To achieve the above objectives on maritime and inland waterways transport and infrastructure, Government shall introduce the following measures:

1. Strengthen institutional and legal frameworks supporting the transformation of Maritime and Inland Water Transport;

2. Facilitate the development of maritime and inland waterway infrastructure for efficient transportation of passengers and goods;
3. Review the sub sector safety and regulatory mechanisms; and
4. Develop mechanisms to enhance data collection and management in the sub-sector.

5.2.4 Air Transport and Infrastructure

Objective:

The main objective is to facilitate the development of reliable, frequent, safe, and secure domestic and international air transportation that meets international standards

Measures:

To achieve the above objective on aviation transport and infrastructure, Government shall introduce the following measures:

1. Facilitate the establishment of a National Airline;
2. Promote the development of competitive local airlines;
3. Upgrade existing airport infrastructure to International standards;
4. Build capacity of the aviation sector; and
5. Transform Kenneth Kaunda International Airport (KKIA) into an aviation transport hub for the SADC region.

5.2.5 Pipeline Transport

Objective:

The specific objective is to develop appropriate pipeline transport that is responsive to domestic and regional needs and compliant with international safety and regulations.

Measure:

To achieve the above objective, Government shall facilitate the development and utilisation of Pipeline Transport.

5.2.6 Transport Corridor Development

Objective:

The specific objective is to transform Zambia into a regional commercial and transportation hub

Measures:

To achieve the above objective on transport corridor development, Government shall introduce the following measures:

1. Develop economical and integrated transport infrastructure and systems;

2. Promote port competitiveness through alternative transport corridor development and utilisation; and
3. Develop a National Logistics Strategy.

5.2.7 Inter-Modal Transport and Infrastructure

Objectives:

The specific objective is to develop integrated transport infrastructure to facilitate seamless transportation of goods and passengers.

Measures:

To achieve the above objectives on transport corridor development, Government shall introduce the following measures:

1. Create a Transport Fund to adequately finance the development of all transport modes;
2. Formulate and develop transport sub-sector ancillary policies; and
3. Facilitate the development of intermodal terminal facilities.

5.2.8 Research and Development

Objective:

The specific objective is to promote innovation and the adoption of best practices in the transport sector.

Measures:

To achieve the above objective in Transport Research and Development, Government shall introduce the following measures:

1. Establish and adopt best practices in the transport sector through research and encouraging innovation; and
2. Establish institutional collaboration with higher learning institutions to conduct research in the transport sector.

5.2.9 Crosscutting Issues

Objective:

The specific objective is to mainstream disability, environment, gender, HIV/AIDS, information technology in the transport sector.

Measure:

To achieve the above objectives on transport corridor development, Government shall ensure that transport services, facilities and infrastructure mainstream disability, environment, gender, HIV/AIDS, ICT and Youth in transport service provision and infrastructure development.

IMPLEMENTATION FRAMEWORK

Implementation of the National Transport Policy will take a multi sectoral approach involving all stakeholders at national and local levels. These include, Line Ministries, Government Agencies and Institutions, Cooperating Partners, the Private Sector, Civil Society and all relevant stakeholders.

The implementation of this Policy is aligned to the National Development Plan (NDP) and other Government's strategic documents. The Implementation Framework constitutes the following sections: Institutional Arrangements; Legal Framework; Resource Mobilisation and Financing; and Monitoring and Evaluation.

6.1 Institutional Arrangements

6.1.1 National Level

The Ministry of Transport and Communications will take the leading role in the coordination and implementation of this Policy. It will, however, take a multi-sectoral approach. In this regard, the Policy recognises the roles of the following institutions:

Institutions	Roles
Ministry of Home Affairs	<ul style="list-style-type: none"> • Provide security to transport infrastructure • Ensure compliance to road safety regulations
Ministry of Finance	<ul style="list-style-type: none"> • Resource mobilisation for transport infrastructure development • Facilitate in designing Public Private Partnership (PPP) • Management of Grants and Loans related to the transport sector
Ministry of Justice	<ul style="list-style-type: none"> • Review of legal frameworks relating to transport

	<ul style="list-style-type: none"> • Facilitate the amendments and enactment of laws relating to the transport sector
Ministry of National Development Planning	<ul style="list-style-type: none"> • To evaluate transport projects earmarked for investments in collaboration with the Ministry of Transport and Communications • Long term plans for the transport sector
Ministry of Commerce, Trade and Industry	<ul style="list-style-type: none"> • To facilitate cross border trade • Facilitate the development of economic zones
Ministry of Tourism and Arts	<ul style="list-style-type: none"> • Management of National Park aerodromes and road infrastructure
Ministry of Works and Supply	<ul style="list-style-type: none"> • Maintenance of transport infrastructure
Ministry of Housing and Infrastructure Development	<ul style="list-style-type: none"> • Construction of transport infrastructure
Ministry of Health	<ul style="list-style-type: none"> • Manage post crash care
Ministry of Local Government	<ul style="list-style-type: none"> • Manage local road authorities • Responsible for transport management in the local authority • Coordinate District Motor Vehicle licensing • Management of District Aerodromes

Holistic transport development will be fostered through an Inter-Ministerial Transport Committee comprising the key Ministries responsible for Transport, Finance, Trade, Energy, Development Planning, Infrastructure Development, Works, Local Government and Tourism. The Inter-Ministerial Committee will assist in promoting socio-economic development and

growth through transport facilitation. The efforts of the stated Line Ministries will be complemented by the Transport Management Initiative Committee of Ministers and the Transport Sector Advisory Group.

International Corridor Coordination

The Ministry will establish a Technical Corridor Coordination Unit to coordinate mechanisms for corridor developments, facilitate harmonisation of the management of corridors and development of initiatives aimed at improving corridor performance. This will be done in collaboration with Ministries and institutions responsible for corridor development, Regional Economic Communities and neighbouring countries.

Control and Enforcement

Inspectorates in all modes of transport will be strengthened to ensure that a robust regulatory framework for all needy areas is established and enforcement modalities are well developed.

6.1.2 District Level

The mandate for the management of urban and rural transport infrastructure, services and facilities will be devolved to Local Authorities in accordance with the National Constitution and the National Decentralisation Policy. Further, Local Authorities in liaison with The Ministry and MLG will set up Public Transport Authorities to manage urban and rural transport.

6.2 Legislative Framework

6.2.1 Road Transport

Road Legislation

The Government will harmonise the Public Road Act No.12 of 2002, the Road Traffic Act No.11 of 2002, the National Road Fund Act No. 13 of 2002 and Local Government Act Cap 281 and other auxiliary policies and/or legislation in line with this policy and the Republican Constitution of Zambia (Amendment) Act No. 2 of 2016. This is to streamline the responsibilities of the

relevant institutions and create a Fund to adequately finance the development of all transport modes.

Public Transport Authority

Government will promulgate legislation for the establishment of the Public Transport Authority (PTA) in all local authorities. This will be phased starting with designated City Councils, followed by Municipal Councils and eventually District Councils.

6.2.2 Railway Transport

Revision of Railway Acts

The Railways Act, of 1982 will be amended to create an appropriate legal and institutional framework for the railway sub-sector. This will include authorisation, regulation and licensing functions.

Railway Development, Regulation and Operations

The Government will develop a legal and institutional framework for the development and maintenance of the railway infrastructure, including railway operations and regulation.

6.2.3 Maritime and Inland Waterway Transport

The Government will develop a legal and institutional framework for the development and maintenance of the Maritime and Inland Waterways infrastructure including operations and regulation.

6.2.4 Air Transport

Regulations

Government will develop regulations under the Civil Aviation Act No 5 of 2016 in line with ICAO Standards and Recommended Practices (SARPs).

6.2.5 Intermodal Transport Legislation

The Ministry will facilitate the development of a National Transport Act to encompass all modes of transport.

6.3 Resource Mobilisation and Financing

Government will mobilise finances for the implementation of this Policy from domestic revenues, bilateral and multilateral Development Partners and the Private Sector. Through this Policy, Government will vigorously pursue innovative resource mobilisation using the Public Private Partnerships (PPP) framework.

For domestically mobilised resources, Government will enhance the application of the user-pays principle. This will include amongst others, funds generated from the Motor Vehicle Accident Fund (MVAf), fuel levies, road toll fees, road licences, and freight tariffs.

6.4 Monitoring and Evaluation

The Ministry will establish a sector wide Monitoring and Evaluation system that will provide evidence for assessing the impact of the implementation of this Policy. The system will be linked to the Government Wide Monitoring and Evaluation system which is currently being developed. Regular policy reviews will be conducted to ensure responsiveness to the changes in the transport sector.

To this effect, the Policy will be subjected to a midterm review after 5 years of its implementation and a comprehensive evaluation after 10 years of implementation.





