

# **GOVERNMENT OF THE KINGDOM OF LESOTHO**



## **MINISTRY OF PUBLIC WORKS AND TRANSPORT**

### **TRANSPORT SECTOR POLICY**

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## A LIST OF ACRONYMS

ADT	=	Average Daily Traffic
AIDS	=	Acquired Immuno Deficiency Syndrome
BDS	=	Building Design and Services
BOS	=	Bureau of Statistics
CHAL	=	Christian Health Association of Lesotho
CWS	=	Civil Works Section
DCA	=	Department of Civil Aviation
DRS	=	Department of Road Safety
DRR	=	Department of Rural Roads
DTT	=	Department of Traffic and Transport
EIA	=	Environmental Impact Assessment
EPAP	=	Environmental Policy and Action Plan
GDP	=	Gross Domestic Product
GOL	=	Government of Lesotho
HGV	=	Heavy Goods Vehicles
HIV	=	Human Immuno Virus
IBLC	=	In Bond Landed Cost
IDA	=	International Development Association
IMT	=	Intermediate Means of Transport
LAC	=	Lesotho Airways Corporation
LCU	=	Labour Construction Unit
LFBSC	=	Lesotho Freight Bus Service Corporation
LFGD	=	Lesotho Fund for Community Development
LHDA	=	Lesotho Highlands Development Authority
LHWP	=	Lesotho Highlands Water Project
LNDC	=	Lesotho National Development Corporation
LRMS	=	Lesotho Roads Management System
LSL	=	Lesotho Loti (Loti-singular, Maloti-Plural)
LS Natis	=	Lesotho National Traffic Information Systems
MASCON	=	Maseru Container Terminal
MCC	=	Maseru City Council
MIA	=	Moshoeshoe I International Airport
MOFDP	=	Ministry of Finance and Development Planning
MOLG	=	Ministry of Local Government
MOPS	=	Ministry of Public Service
MOPWT	=	Ministry of Public Works and Transport
MPA	=	Maintenance of Public Assets Vote
MVA	=	Motor Vehicle Accidents Fund
MWV	=	Minor Works Vote
PRS	=	Poverty Reduction Strategy
RAL	=	Roads Authority of Lesotho
RAP	=	Resettlement Action Plan
RB	=	Roads Branch
RF	=	Road Fund

RMI	=	Road Maintenance Initiative of the World Bank
RML	=	Road Maintenance Levy on fuel
RSA	=	Republic of South-Africa
SACU	=	Southern African Customs Union
SADC	=	Southern African Development Community
SEA	=	Sectoral Environmental Assessment
SSATP	=	Sub Saharan Africa Transport Policy Program
The Directorate	=	Roads Directorate
TSP	=	Transport Sector Program
VOC	=	Vehicle Operating Costs
VOR	=	Very High Frequency Omni Range

## 1. POLICY SUMMARY

### **Introduction**

Policy in the Transport Sector has not previously been compiled and formalized as a single document, but has been stated in various letters of sector policy, development plans and has been referred to in over-arching documents such as the National Vision for Lesotho (Vision 2020) and the Poverty Reduction Strategy. To formalize policy for the Transport Sector and to enable periodic review and updating of such policy, the need for a “Transport Sector Policy”, set out in single document, was identified. This document is compiled as a final draft and has been subjected to review by various stakeholders. It has therefore taken into account the needs and constraints experience in each sub-sector, by each stakeholder group.

This section provides a summary of the policies proposed, while section two gives a general introduction, section three provides an overview of general Government Policy, and section four provides a description of the Sector and each Sub-sector. Section five then proposes the policies with more detailed explanation while section six outlines the implementation framework and monitoring and evaluation. Section seven concludes the policy document.

### **General Framework for Policy Proposals**

A comprehensive statement of overall Government Policy was set out in the Sixth National Development Plan (1996/97-98/99). This has been added to and amended in policy speeches and in special policy and planning initiatives, such as the Vision 2020 and the Poverty Reduction Strategy. Government has also committed to addressing the Millennium Development Goals. In the Transport Sector, the policy set out in the Sixth National Development Plan was based upon the Letter of Roads Sector Policy (December 1995) and has since been refined in the annual budgetary processes - especially in the annual Budget Speech. The following proposals for Transport Sector Policy are made within the guidelines of general Government Policy as set out in all these documents, as well as the National Goals. The proposals are based upon previous Transport Policies, but have been updated to address current issues, particularly with regard to the specific “pro-poor” focus of recent general policies. Regular review of policy, particularly in this dynamic Sector, is strongly recommended. The overall objective of this Transport Sector policy is to facilitate Government’s policies of:

- The creation of peace and stability and the rule of law, by strengthening democracy, encouraging broad-based participation of interest groups in policy development, and facilitating security and access to justice for all.
- Encouraging economic growth to provide resources to address unemployment and poverty reduction issues, and to ensure improved distribution of wealth.
- Facilitating the development of appropriate infrastructure, and services to develop human resources, especially the provision of education, social services, and health care to all people in Lesotho.



- Facilitating the development of appropriate infrastructure, and services to develop:
  - Priority Economic Sectors (Trade, Industry, Tourism, Agriculture and Mining)
  - Priority Social Sectors (Health, Social Welfare, Education and Legal Sector).

In addition, the objective is to incorporate transport needs for the priority population groups (herd boys, children, orphans, youth, teenage mothers, pregnant women, domestic workers, illiterates, people with disabilities, guardians, elderly, people living with HIV and AIDS, women and inmates) in planning, design and implementation of transport interventions.

### **Overall Transport Sector Policy**

*Government will provide an enabling environment for efficient, cost effective and safe transport, within Lesotho, regionally and internationally, to facilitate the sustainable development of the economy, social services and of the population in general.*

This statement summarises Government's mission to serve the population and to develop the transport sector to encourage and support sustainable development by providing appropriate transport services and infrastructure.

### **Specific Policies**

Specific policies that the Government will pursue in the Transport Sector are:

*Planning for an integrated transport system for the entire country, using all modes in complimentary roles, to serve the economy, all sectors and the population at large in both the urban and rural context, with the appropriate level of service.*

*Ensuring the maintenance of existing transport infrastructure, as a priority to protect the enormous previous investment in this valuable commodity.*

*Rationalising where necessary, and upgrading or extending where justified, transport infrastructure, in accordance with the planning for the integrated transport system.*

*Facilitating safe and efficient international movement of goods and persons, by air, rail and road transport, through development and implementation of multi-lateral and bi-lateral international agreements.*

*Facilitating, promoting and enabling private entrepreneurs to provide the transport infrastructure and services necessary to meet demands of the economy and the population for transport in each of the modes, on a commercial, competitive, transparent, and accountable basis.*

***Ensuring and improving safety in all modes of transport.***

***Developing relevant skills amongst poor members of society that will help them make rational investment decisions giving due regard to financial constraints, in providing transport infrastructure and services, even if the cost recovery is not guaranteed.***

***Applying, as far as possible, cost recovery principles to ensure that direct operating and maintenance costs for facilities and services are recovered through direct charges, as the main key to sustainability.***

***Investigating and where appropriate, developing intermediate and non-motorised form of transport, especially where these can enhance the quality of life for the rural and urban poor.***

***Promoting and ensuring that inland water transport is developed safely and appropriately to serve communities in areas surrounding lakes, or in areas where access is only possible using ferryboats across water courses.***

***Ensuring socio-economic, environmental, good governance, employment creation, safety and security, gender and HIV and AIDS issues are dealt with holistically in policy formulation and in the planning and implementation of operation for the development of the Sector.***

***Ensuring that the transport needs of priority population groups such as herd boys, children, orphans, youth, teenage mothers, domestic workers, illiterates, people with disabilities, guardians, elderly, the sick, women and correctional services inmates are included in policy formulation, planning and implementation of transport infrastructure and services.***

***Mobilising Sector-wide skills, expertise and support by consultation on policy, planning and issues relating to transport, on the widest possible basis.***

***Maintaining efficient and appropriate institutions and structures to administer the Sector, co-ordinated under the Ministry responsible for Transport which shall have responsibility for:***

- ***Planning for and administering the integration of the various modes of transport into complimentary roles in the overall transport system, while monitoring and addressing cross cutting issues of a social, gender, employment creation, good governance, safety and security, environmental and HIV and AIDS nature and incorporating transport needs for priority population groups in line with detailed policy proposals set out in section 5.3.***
- ***Proposing suitable legislation for the Sector, for approval by Government.***
- ***Managing through a Roads Directorate and Local Authorities in line with detailed policy proposals set out in section 5.3.1 road infrastructure to ensure***

*that existing roads and access routes are comprehensively and regularly maintained, are rehabilitated when required, and are upgraded and extended in an efficient manner, to meet the needs of the economy and the population.*

- *Administering road transport, in line with detailed policy proposals set out in section 5.3.2 in the manner as to encourage private entrepreneurs to invest in and manage public passenger and freight transport on a commercial basis to best meet the needs of the economy and the population.*
- *Providing air transport infrastructure, in line with detailed policy proposals set out in section 5.3.3 including a fully equipped international airport and rational network of aerodromes and airstrips throughout Lesotho, and administering sub-sector to facilitate safe, reliable and efficient air transport services that meet the demands of the economy and the needs of the people according to ICAO standards and other multilateral and bilateral international agreements.*
- *Actively increasing awareness of the need for road safety, in line with detailed policy proposals set out in section 5.3.4 and, through the establishment of a Road Safety Council, promoting and encouraging campaigns to reduce road accidents, identify accident problem areas on the road network and developing holistic solutions to these by safe sharing of the road facilities.*
- *Facilitating safe, efficient and effective rail transport in line with detailed policy proposals set out in section 5.3.5 and facilitating improved mode transfer services, to serve the transport demand of the economy.*
- *Providing safe, efficient, economical and environmentally sustainable inland water transport, in line with detailed policy proposals set out in section 5.3.6 to compliment other transport modes safely and efficiently.*
- *Providing appropriate non-motorised and unconventional motorised transport infrastructure to suit the specific needs of the population in line with detailed policy proposals set out in section 5.3.7.*
- *Ensuring the integration of environmental and socio economic issues in the planning, implementation and maintenance of transport infrastructure and services as set out in section 5.3.8*

### **Conclusion**

The proposed policies are set to provide a clear guideline and a solid base for addressing current issues in the Transport Sector. Detailed information for each of the Sub-sectors, and the motivation for each part of the policies proposed are set out in the following sections of this document.

## 2. INTRODUCTION

### **General**

The review and development of Government Policy is dynamic. The changing needs of the economy and population of a country mean that policies in any sector need to be regularly reviewed, and updated as required. In democratic countries, the process of policy development has evolved from being a solely “Government” determination to include the views, knowledge and expertise of the role players in the sectors themselves, to encourage inclusiveness, co-operation and joint responsibility in attaining the objectives of the policies decided upon.

The Transport Sector is an area in which policy requires regular review as needs change and infrastructure and technology develops. It is also a Sector within which role players often have expertise and knowledge of specific issues that can add significantly to better and more practical policies than if the Government develops these alone. In Lesotho, the Transport Sector Policy has not been comprehensively reviewed for some years, and has previously had minimal input from stakeholders in the Sector. The Ministry of Public Works and Transport has therefore launched a comprehensive draft Transport Sector Policy and Poverty Reduction Strategy review, in order to anchor transport strategies into the PRS with appropriate consultation with stakeholders through Sub-Saharan Africa Transport Policy Programme (SSATP) assistance. The Ministry has subjected the Transport Policy to general consultation with broader stakeholder group. The result of this process will be an up-to-date statement of pro-poor Transport Sector Policy, which will be tabled for approval by Government.

### **The Policy Development Process**

The process necessary to develop a Transport Sector Policy involves a number of steps as follows:

- Collecting, defining and reviewing the existing policy, this in the case of this Sector has not previously been compiled into a Policy document.
- Developing a suitable document, which proposed for consideration suitable Policies based upon the latest strategy and practice in the Sector including action plan. This document will then form a “Draft Transport Sector Policy”.
- Consultation with stakeholders, which will result in the “draft” being revised and refined to form the final proposals for the Transport Sector Policy.
- The presentation of the final proposals to Government for approval as the formal “Transport Sector Policy”

This document is the “final draft” policy identified above.

It should be noted that for the reasons given above, together with the fact that there are several areas in which adequate information is not available to confirm that the policies proposed in this “final draft” are indeed optimal, an early review of the Transport Sector

Policy, and should be reviewed after every three years, thereafter, is recommended, to incorporate improved data as it become available from some of the initiatives indicated in this document.

### **Structure of this Document**

To achieve the objectives of policy development, this document is set out as follows:

- The Policy Summary presents the summary of the Policies developed and proposed in the document as a whole.
- Section 2 provides a brief introduction.
- In section 3, the existing overall policies and strategies of the Government of Lesotho are described, referring to the latest published statements of general policy.
- In section 4 a description of the Sector is provided, with some detail of each Sub-sector. This includes identifying issues relating to each Sub-sector and transport related problems faced by priority population groups, economic and social sectors. Furthermore, cross-cutting issues are highlighted.
- Section 5 then proposes strategies to resolve the issues, which in turn leads to the proposal of specific policy statements relating both to the Sector as a whole and to each Sub-sector. These proposals form the basis of the Policy Summary (section1).
- Section 6 illustrates the implementation plan and monitoring and evaluation guidelines.
- Section 7 concludes the policy document.
- Tables in the policy document provide detailed statistical data where these are available.
  
- Annexes
  - ANNEX A: Government Strategies
  - ANNEX B: Organisational Structure for the Roads Directorate.

### 3. OVERALL POLICIES OF THE GOVERNMENT OF LESOTHO

The National Vision for Lesotho (Vision 2020)<sup>1</sup> provides the Vision Statement for Lesotho as:

**“By the year 2020 Lesotho shall be a stable democracy, a united and prosperous nation at peace with itself and its neighbours. It shall have a healthy and well-developed human resource base. Its economy will be strong; its environment well managed and its technology well established.”**

Vision 2020 will be attained by the implementation of a grand strategy comprising the following elements (paraphrased from the document):

- Sustaining political commitment and support,
- Sustaining high levels of investment,
- Strengthening development management capacity,
- Developing and maintaining a stable democracy,
- Promoting national unity,
- Promoting peace domestically and internationally,
- Developing the human resource base,
- Economic development, leading to prosperity for all,
- Managing the environment,
- Strengthening the technological base.

The Government of Lesotho had, even prior to the development of Vision 2020, aspired to facilitate the attainment of sustainable human development to enable the population to “(a) live long and healthy lives; (b) acquire knowledge; and (c) have access to resources needed to accommodate acceptable levels of human needs”<sup>2</sup> and by:

- The creation of peace and stability and the rule of law, by strengthening democracy and encouraging broad-based participation of interest groups in policy development.
- Facilitating the development of appropriate infrastructure and services to develop human resources, especially the provision of education, social services and health care to all people in Lesotho.
- Encouraging economic growth to provide resources to address employment and poverty reduction issues.

In the development of Poverty Reduction Strategy (PRS)<sup>3</sup> the Government extended participation to unprecedented levels, with extensive discussion with communities in all

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<sup>1</sup> 2020 National Vision for Lesotho “Empowerment for Prosperity”, Ministry of finance and Development Planning, Government of Lesotho, 2003

<sup>2</sup> Sixth National development Plan 1996/97-1998/99, Ministry of Economic Planning, Maseru, March 1997

<sup>3</sup> Kingdom of Lesotho Poverty Reduction Strategy 2004/5 – 2006/7, Ministry of Finance and Development Planning, Government of Lesotho, 2003

walks of life and even in the remotest areas of the country. In the final PRS document, Government has undertaken to “join forces with the private sector and civil society” to address the priority issues affecting the poor, as identified by the consultative process in this initiative. As a result of comprehensive consultation with communities, the key priorities in order of Lesotho’s PRS are:

- Employment Creation and Income generation
- Increasing agriculture and food security
- Developing infrastructure
- Deepening democracy, governance, safety and security
- Improving quality and access to essential health care
- Improving quality and access to education
- Managing and conserving the environment
- Improving public service delivery
- Integrating HIV and AIDS, gender, youth and children and other cross-cutting issues into sectoral activities.

Government has therefore made considerable strides:

- Firstly, in broadening and strengthening democracy, and including the broadest possible participation of the population in the development of these documents guiding the policy development for the country, and
- Secondly, in refining policies and strategies to have both a longer term horizon and a more active pro-poor component.

### **Government Strategies**

The strategies of Government have therefore been updated to include the results of the National Vision and PRS. These are listed as follows:

- Continuing to strengthen democracy, governance, safety and security – including consultation on policy issues, decentralizing local government and generally broadening participation of all sectors of society in developing strategies, as well as improving governance, the justice system and security at all levels of society.
- Employment creation and income generation – including encouraging investment, local business, small scale entrepreneurs and use of natural resources to promote economic growth as a source of prosperity.
- Improving Agriculture and Food Security – including promoting appropriate farming practice, developing irrigation systems, improving extension services and formalizing land tenure.
- Developing infrastructure – including access to transport, water, sanitation, telecommunications, mass media, energy and affordable housing in planned settlements.
- Improving quality and access to health and social welfare services – including providing access to quality health care, addressing nutrition and social services to vulnerable groups.
- Development of human resources by improving access to quality education – including early childhood care and development, complete basic and secondary

- education, improving technical and vocational training, strengthening non-formal education programmes, increasing access to tertiary education and promoting culture, tourism, and income generation.
- Improving public service delivery – including improving public financial management, decentralizing public functions and service delivery.
  - Dealing with overarching and cross cutting issues – including the HIV and AIDS pandemic, promoting gender equality in all spheres of government operation, promoting the issues of children and youth.

### **The Role of Transport in the Economy**

While the National Accounts<sup>4</sup> show only 2.2% of GDP generated by “transport and storage” in 2004, a further percentage (estimated of the order of a further 5-8%) is “hidden” under “construction” in the form of the maintenance and construction of transport infrastructure, particularly roads. Transport, including the construction and maintenance of transport infrastructure, therefore accounts for between 7 and 10% of GDP. This makes it an important element in its own right, but far more important is the role transport plays in facilitating all other sectors to operate. This is reflected in the PRS investigations that indicated that infrastructure, including roads, was the third priority for the communities interviewed. Only employment and food security were considered higher priority. For any of the strategies defined under Vision 2020 or the PRS, at least basic access is a fundamental need, and in most case, improved access is essential to facilitate the necessary improved service provision and to allow any potential development to be realised.

On the other hand, transport infrastructure is one of the most capital intensive investments made by Government, and the maintenance of such infrastructure adds significantly to the recurrent expenditures of Government. Over investment in transport infrastructure, or investment in infrastructure that is not utilized or is under utilized, ties up vast sums of capital and draws down on recurrent resources that could be effectively used to meet other needs.

It is therefore very important to determine accurately a balance between investing in transport infrastructure that is economically justified, and investing in infrastructure to meet the socio-economic needs.

### **Macro-economic Considerations**

In the PRS, the Government of Lesotho acknowledges that it does not have the resources required to address the issues of poverty reduction and sustainable development of the country on its own. The Private Sector, made up of both local and foreign companies, must be enabled and encouraged to generate the necessary production, to create the economic growth required to sustain the necessary poverty alleviation initiatives. In

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<sup>4</sup> National Accounts 1992-2003 published by the Bureau of Statistics , Maseru



achieving this, mobilization of private sector capacity, issues of distribution (or concentration) of benefit must be addressed.

The key macro-economic targets set for the implementation of the current PRS are:

- To increase real GDP from 3% in 2003 to 7% by 2006<sup>5</sup>;
- To reduce the population living below the poverty line from 58% in 1994/95 to 52% by 2006;
- To reduce the Gini-coefficient from 0.66 in 1994/95 to 0.60% by 2006.

To achieve these ambitious targets, macroeconomic policy is aimed at setting an attractive environment for foreign and domestic investment, and is “designed to: encourage domestic savings and foreign capital inflows; ensure that Lesotho experiences low and stable inflation; encourage rapid economic growth; influence the structure of economic growth to support the creation of productive employment opportunities; and set tax and expenditure policies which have a beneficial impact on the distribution of incomes and wealth”. Fiscal and expenditure discipline, especially by Government, are key cornerstones in achieving success in these aims. The fiscal strategy outlined in the PRS therefore provides for the following as indicated below in Table A.

**Table A: Summary of the Fiscal Strategy, 2003/04 – 2006/07 (in LSL million)**

ITEMS	Fiscal Year					
	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09
Domestic Revenue	3,359.8	4,232.8	4333.80	5,639.0	5,932.2	5,565.5
Grants	276.8	304.2	307.40	286.6	301.0	316.0
External Principal Repayments	206.8	254.0	275.70	325.9	285.4	212.5
Statutory Charges (exc. Principal)	336.7	419.9	386.40	540.9	418.6	435.7
Total Ministerial Expenditures	3,441.5	3,884.4	4,050.40	4,829.4	5,164.8	5,411.4
Of which: Wages & Salaries	1,117.8	1,210.2	1,319.20	1,430.3	1,561.0	1,703.8
Goods & Services	1,062.2	648.20	1,146.60	1,395.7	1,548.5	1,556.3
Transfers & Subsidies	520.6	810.10	683.90	894.4	930.7	977.3
Capital Expenditure	740.9	-17.8	900.7	1,109.0	1,124.6	1,174.0
Net Lending	-13.7	4,286.30	-1.0	-9.1	-9.1	-9.1
Total Expenditure (exc. Principal)	3,764.5	250.70	4,435.90	5,361.2	5,574.3	5,838.0
Budget Balance (including Grants)	-127.90	250.70	205.30	277.8	357.8	-272.5
Primary Surplus	91.1	466.80	372.60	483.5	455.4	-166.2
Current Surplus	613.0	1,060.80	1,106.10	1,86.80	1,482.40	901.50

Source – Ministry of Finance & Development Planning, 2003/04 – 2008/09 372.60

Actual fiscal performance achieved in 2003/04 and 2004/06, and budgeted performance in 2005/06, show that this strategy has been somewhat optimistic, as domestic revenues, according to the 2005/2006 budget<sup>6</sup>, fell to LSL 4,095 million in 2004/05 and were anticipated to reach only LSL 4,251 million in 205/06. The deficit (including grants) was slightly more favourable in 2004/05, being a positive LSL 352 million as opposed to the

<sup>5</sup> A 7% growth rates assumes continued growth in the textile sector, new investments in other sectors and significant support from development partners

<sup>6</sup> Budget Speech to Parliament for the 2005/2006 Fiscal Year by the Honourable Minister of Finance and Development Planning, Timothy T. Thahane.

predicted LSL 250 million. However in both the 2003/2004 and 2005/2006 fiscal years budgeted deficits are higher than shown the table. Economic growth also only achieved 3.4% in 2003/2004, showing a declining from 3.7% in 2002/2003, which leaves this important indicator short of the target to reach 7% by 2006/2007.

Although the above differences mean the economy is not growing at the rate anticipated, they are not so significant as to nullify fiscal strategy set out. For the purpose of this policy, it is proposed to use the fiscal strategy with a more modest estimate of 4% economic growth as the basis for predicting sectoral allocations to Ministries. More details relating to the existing and anticipated Sector funding are set out in the next Chapter.

### **Concurrence of Sectoral Policy and Strategy**

Implementation of Government policy requires the development of concurrent policy within each Sector based on the overall policy objectives stated above. The financial constraints on Government level have to be met at Sectoral level as well. The status of the Transport Sector and each of its Sub-sectors are set out in the following sections, and analysed to provide a basis for the proposal, within budget and resource constraints, the future Policies to be followed in the Sector.

### **The Role of Transport in Poverty Reduction**

Transport is important to attaining many of the Government's overall objectives in many ways as follows:

- Practical, strong democracy requires access to all parts of the country, and internationally to other countries. This is important to encourage interchange of ideas, participation in policy and strategy development initiatives, dispensation of justice and efficient administration. Security involves good transport access to allow police response to security problems.
- Transport is fundamental to economic growth, and to employment and income generation, providing access for all sectors and the whole population including for priority population groups, raw materials and inputs into production areas of industry and business, enabling products and produce to reach markets and allowing consumers access to those markets. Effective and efficient transport operated primarily by commercial private sector operator, within an appropriate safe regulatory framework, is the goal of this policy. This will free Government to effectively administer the sector within fiscal limits imposed by resource constraints.
- Agriculture and food production is dependent on good access to inputs such as fertilizers and pest control systems, ease of access to markets, and accessibility to allow import of appropriate technologies (irrigation systems, improved agricultural practice by extension services and administration of secure land tenure).

- Education, health and welfare all require international travel, and local access to supply these vital services to the people, even in the remotest parts of the country.
- Poverty reduction involves encouraging the creation of employment opportunities, as well as reducing costs of goods and services delivered to the people. The construction, maintenance and operation of transport facilities are a significant employment generator, while providing the necessary access to achieve the latter.
- Transport is one of the key areas of co-operation internationally.
- Population development and Gender issues, while having less direct impact in the Transport Sector, must be included in policy and strategy development.
- Transport systems do constitute a major threat to the environment, and negative social and environmental impacts must be properly mitigated, in line with overall Government Policy to manage the environment on a sustainable basis.
- Disaster management will be very dependant on the capability of the transport sector to respond to urgent needs resulting from any disastrous event.

In the Poverty Reduction Strategy for Lesotho the Proposed strategy for infrastructure refers to the following main points relation to transport:

***“Improve Access to Roads and Transport***

In many cases, infrastructure can only be put in place once roads make this possible. Under this objective, the following strategies will form the focus of the PRS implementation period:

- **Provide a conducive legislative, policy and institutional framework.** The transport sector is making considerable progress in policy formulation, including how best to assess and manage environmental impacts of transport infrastructure development.

This process will be continued and strengthened through:

- Reviewing road legislation with a view to clarifying the responsibilities of all the institutions involved in road construction and maintenance;
  - Reviewing transport policy, particularly with a view to attracting private transport operators to rural areas through licensing procedures and enhancing inspection transporters to reduce accident rates.
- **Increase road access.** Within the transport sector, Government sees roads as being most critical in the struggle to alleviate poverty. However, only where it is considered absolutely necessary (based on socio-economic criteria) will paved trunk roads be constructed to connect major towns or areas of strategic importance. In the first year of the PRS implementation, Government will conduct studies (including EIA) to determine the costs of constructing paved roads in the highlands. Maintenance of all national trunk roads will continue throughout the period. Instead, particular priority will be given to rural roads which are constructed and maintained with community involvement, but according to set standards and procedures. For this reason Government will aim to:

- Construct, rehabilitate and maintain roads linking rural communities to basic services;
- Train local communities in road construction and maintenance to ensure sustainability of rural infrastructure;
- Construct foot bridges and river crossings in the rural areas.

## 4. DESCRIPTION OF THE TRANSPORT SECTOR

### Sector Status Quo

#### General

The potential for the transport sector to impact positively on the economy of the country is outlined in section 8.3. To realise this potential for positive impact, clear policies need to be defined for the Sector to clearly translate the country's and Government's general priorities into specifics for transport. These can in turn, be turned into strategies and actions for the Sector. To provide a sound basis for the development of the proposed policies, this Chapter provides a description of the Transport Sector and its sub-sectors. In the following subsections, the vision and mission of the Sector are stated, and a general status of the Sector, transport related issues in other sectors and for priority population groups, including cross-cutting issues are briefly described. In section 9.3 to 9.9 following this section, the situation in each of the sub-sectors is briefly outlined.

#### Vision and Mission

The Vision and Mission of the Transport, Infrastructure and Communications Sector as a whole (including private sector operators, service providers and contractors) was developed for the "Transport, Construction and Communications Sector Working Group Report on the Poverty Reduction Strategy Paper"<sup>7</sup> and can be quoted as follows:

"The Vision of the Transport, Infrastructure and Communications Sector is for the people of every area of Lesotho to be provided with –

- adequate affordable transport by the most appropriate mode to fully meet the needs of sustainable economic development, and to improve their quality of life,
- access to public services through optimal public building infrastructure,
- Affordable communication media to enhance their economic opportunities and achieve personal development and enrichment through contacts with other Basotho and the world at large".

"The Mission for the Transport, Infrastructure and Communications Sector for Lesotho is to place within reasonable reach of every Mosotho and resident of Lesotho, the most appropriate transport services, public building infrastructure and communication services that budgetary and practical constraints allow."

The Mission of the Ministry of Public Works and Transport, as the principal agent of Government in administering the Sector, is as follows:

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<sup>7</sup> "Transport, Construction and Communications Sector Working Group Report on the Poverty Reduction Strategy Paper", Ministry of Public Works and Transport and Ministry of Communications, unpublished, Maseru, October 2002

“The overall mission of the Ministry of Public Works and Transport (MOPWT) is to formulate and monitor the implementation of appropriate, comprehensive and robust policies in the transport and construction sectors and maintain a dynamic and effective institutional and legal framework which provides an enabling environment for sustainable development of transport and construction industries and thus contribute to the achievement of the overall national development objectives.”

These statements indicate the need to integrate the formal transport policy into the stated national policies, and for the Sub-sectors within the transport sector to be effectively co-ordinated to achieve efficiency in serving the nation as a whole.

### **Practical Status of the Sector**

The transport system in Lesotho is based principally on road transport, but is complemented by international rail and air services, and domestically by ferry services, animal transport, and pedestrian travel, especially in the less developed and sparsely populated mountainous areas. Provision of transport infrastructure and services in the Sector has improved significantly, in response to the demands of rapid industrialisation, agricultural development, improving social, education and health services and population growth.

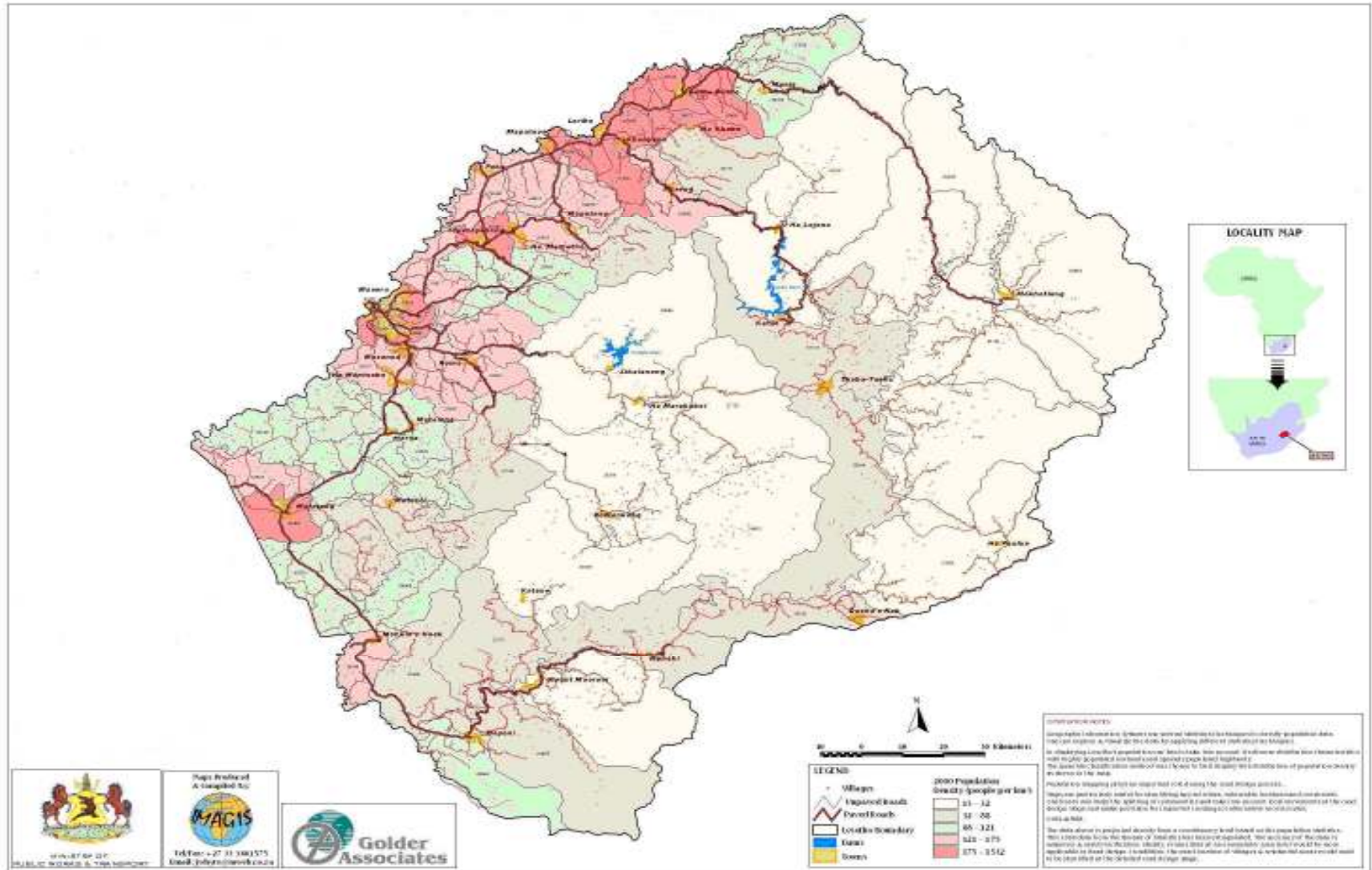
Generally, the Government has provided infrastructure while the private sector has used this infrastructure for private travel and to provide public transport services. Exceptions to this general statement are the following:

- The railway, the infrastructure for which is provided by the service provider Spoornet from South Africa;
- The fact that Government was involved in road transport services and in air transport, but over the past decade this has reduced to a very small percentage of road services and no involvement in air services; and
- That Government acts as service provider operating some forty-four river ferryboats.

The role of Government as provider of infrastructure is anticipated to continue, while every effort to encourage private sector participation in terms of commercial contracting and service provision will be made. Government has, through its various departments and through contracts by the private sector, to an increasing extent, provided the entire road network, all airports, aerodromes and airfields, and most of the ferryboats in the country. This infrastructure has been provided in a rational way according to priorities that are closely correlated to the population in each of the areas.

Figure 1 is a map shows how the roads have been constructed to serve the heavily populated western lowlands, but only serve the main district centres in the highlands due to the very much lower population density. It also illustrates that large areas of the country are not served by roads at all, and while these are generally the most sparsely populated, these areas were also identified under the PRS as being those where the largest proportion of “ultra poor” households are found.

Figure 1: Map of the Road Network in Relationship to Population Density by District



Specific challenges throughout the country in relation to access and mobility can be summarised under different sectors as follows:

**Social Sector (Education, Health, Social Welfare)**

- Lack of transport infrastructure and services leading to isolation of remote areas from access to health and education services.
- Inadequate maintenance of aerodromes and airstrips infrastructure leading to communities and clinics not being visited by flying doctors.
- Unavailability of air transport to remote areas.
- Limited footbridges and ferries across rivers for pedestrian and animal traffic in the remote areas.
- High occurrence of road accidents leading to loss of human life, high medical costs and loss of productivity.
- Lack of well-designed foot and bridle paths.

**Economic Sector (Trade, Industry, Tourism, Mining and Agriculture)**

- High transportation costs especially in the remote areas
- Poor condition of some rural transport infrastructure
- Poor rail services
- Lack of transport service in some routes

**Challenges to be overcome under Priority Population Groups**

- Unregulated charges for transport on unpopular routes.
- Ownership of livestock is expensive.
- Transport costs for emergency services are high.
- Urban areas transport costs especially for low income earners is between 17 – 24% of their total wages<sup>8</sup>, and a substantially more if expenditure on transport is computed on the basis of disposable household income.
- Lack of statistical data on priority population groups, their location and needs
- Inadequate infrastructure provision for pedestrians, cycles, motor cycles, etc.
- Poor access and mobility in the remote parts of the country.
- High road accidents.
- Long travelling distances to essential services such as health centres for sick people, shopping, and pension collection for elderly etc.
- Lack of sidewalks designed or provided for use by elderly or disabled.
- Limited safety for livestock and herd boys due to long walking distance to the markets, lack of safe place during raiding by stock thieves and lack of stream crossings.
- Lack of clear regulations and guidelines governing how emergency, security and VIP vehicles are operated safely in the interest of the public.
- Discrimination in public transport for the very ill people and that they have to walk long distances to health facilities.

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<sup>8</sup> Draft Report for Terms of Reference for a Comprehensive Maseru Urban Transport Study, July 2005, R.C. Leduka.



### **Cross-Cutting issues**

- The Ministry's Draft HIV and AIDS Policy addresses HIV and AIDS awareness, prevention, treatment, mitigation and campaigns in road infrastructure but does not address discrimination against People Living with HIV and AIDS.
- A need for well-trained Traffic Police and expansion of the Judiciary to incorporate Traffic Court for law enforcement.
- A need for enforcement of environmental impact compliance.
- Lack of special treatment for children and youth in the sector.
- A need for empowerment of women to implement transport related activities.
- A need to include issues related to good governance, safety and security and environmental sustainability.

Generally, the private sector entrepreneurs provide transport services. Bus and minibus services form the main road transport services, and these are provided by small scale operators. The Lesotho Airways Corporation, which used to be a Government Corporation, was privatised in the early 1990s, but was later, closed down, leaving no domestic commercial air transport operations in Lesotho. Private individuals operate some river ferryboats on a commercial basis.

The balance between the role of Government and the private sector in transport is in line with Government Policy as indicated in section 3 of this document. However while extensive impact has been made in providing infrastructure and services to a large number of rural areas, the impact on the state of the poorest of society has not been as significant as desired. Government has therefore, in its PRS3, focussed effort on impacting this previously marginalized section of society. The policies proposed for the Transport Sector will therefore reflect this new focus, taking into account the macro-economic constraints outlined in Section 3.3

### **Sector Issues**

Some of the issues facing the Sector are the following:

- The limited financial resources available to Government have meant that priorities have moved from infrastructure development, to infrastructure maintenance, and to maximising effective use of such infrastructure. This is especially so in the Transport Sector where infrastructure development is very capital intensive and where maintenance of the infrastructure requires substantial recurrent funding.
- The overall transport system has “evolved” to its present status. Specific “managed” initiatives in the past, such as privatising the national airline, have yielded unexpected results.
- The Roads Sub-sector has provided and maintained infrastructure where this is justified on an economic or socio-economic basis. On many roads in the latter category, traffic levels remain at lower thresholds, which undermine the principle of user charging for the maintenance of this sort of facility.
- Although some effort in developing local road construction capacity in the private sector has been made, in transport services the private sector has generally been

- left to provide its input, without prior consultation or integration into the overall plan.
- A once thriving and busy domestic air transport service is now defunct, leaving many areas in the mountains literally hours, if not days, away from major services. Many rural airstrips have fallen into disuse and disrepair.
  - Rail transport forms a vital part of the international freight system, but this vital mode has not been effectively integrated into the planning for the Sector as a whole.
  - The importance of non-motorised and intermediate transport systems has been acknowledged, but no effective planning to encourage or stimulate these forms of transport has been achieved. The provision of several footbridges and ferries across rivers for pedestrian and animal traffic in remote areas has been achieved, but a more detailed examination of how best to encourage appropriate means of transport in low population-density, mountainous areas is needed.
  - The need to develop and maintain appropriate structures and institutions to administer the Transport Sector.
  - Regional integration of the Transport System has been planned, especially under the SADC Protocol on Transport, Communications and Meteorology (1996), but the practical situation is that there are still several areas where complications exist and provisions of the Protocol and other regional agreements have not been successfully implemented.
  - High cost per capita for provision of transport infrastructure for sparsely populated mountainous areas.
  - The need to incorporate the transport needs of priority social and economic sectors and of priority population groups in policy formulation, planning, design, implementation and maintenance of transport infrastructure and operations.

The need for planned co-ordination and integration of all modes, to obtain maximum utilisation of existing infrastructure and maximum effect of additional resources available to the Sector, is suggested.

To obtain a clear picture of each element of the Sector, each Sub-sector is described in more detail in the following sections.

### **Administration of the Transport Sector**

#### **General**

Administration of the Transport Sector is mainly the responsibility of the Ministry of Public Works and Transport. The Ministry has Departments responsible for arterial (primary and secondary) roads, rural access (some of secondary, tertiary and feeder roads), road transport, road safety, civil aviation, and building design and maintenance, as well as an administrative department. The administration includes financial, information, legal and human resource sections to support the work of the other departments of the Ministry. The Ministry also has a Planning Unit, responsible for the planning, budgeting, project identification, donor coordination, policy formulation, monitoring and evaluation, and for dealing with cross cutting issues for the Sector. The Planning Unit is technically

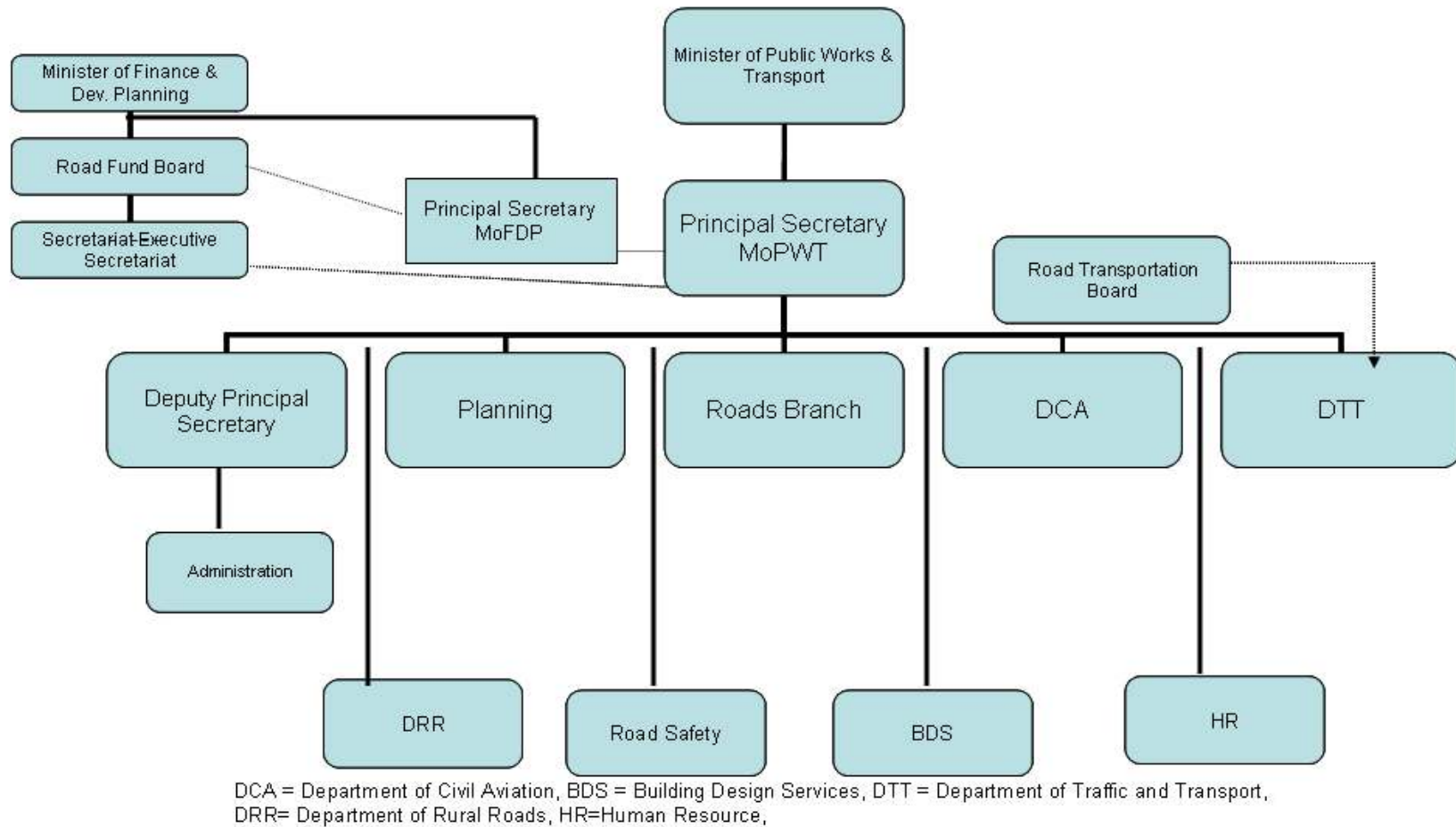
part of the Ministry of Finance and Development Planning cadre although administratively it falls under the Ministry of Public Works and Transport.

### **Institutional Arrangements**

#### ***Government Structures***

The Ministry and its Departments are supported by statutory bodies in the form of the Road Fund Board and Secretariat and the Road Transportation Board. A schematic organisational chart is shown as follows.

Figure 2: Existing Structure of the Ministry of Public Works and Transport and linkages with other Supporting Bodies



The responsibilities of the various departments are described in the following sections of this Chapter, relating to each of the sub-sectors. The roles of the Road Transportation Board and the Road Fund Board are also elaborated upon in these following sections.

Other players in the Transport Sector from the point of administration are the Maseru City Council (MCC), Ministry of Local Government, and the Lesotho Highlands Development Authority (LHDA). MCC is responsible for the roads in the City of Maseru, Local Government is responsible for roads in other urban centres. LHDA is responsible for development and temporary maintenance of certain roads related to the Lesotho Highlands Water Project. These roads, however, revert back to the responsibility of the MoPWT when the LHWP is completed. A further player in the administration of transport is the rail service provider, Spoornet, via its local company MASCON. Spoornet provide the rail infrastructure and services to the Maseru rail terminal, although the Lesotho Revenue Authority now owns the actual station facility. Administration of the rail transport sub-sector has recently been led by Ministry of Trade and Industry, Cooperatives and Marketing on behalf of the businesses utilising the rail services, and has played a facilitator role in coordinating this aspect.

To address the fragmentation in the number of institutions involved in road management, the staff and management problems experienced within the existing road agencies, and to ensure all aspects of roads will be addressed effectively and efficiently, the Government has approved Policy Paper for reform in the road sub-sector. The Policy Paper recommends the establishment of the Roads Directorate (The Directorate). **Refer to Annex B for The Directorate Organizational Structure.** Following establishment of The Roads Directorate and formal appropriate structures at Local Authorities level, roads will be managed as follows:

- (i) Primary roads, which are all inter-district roads and roads on main corridors, including international link, will be managed by the Directorate.

Where there are Primary roads that by-pass town centres these shall continue to be part of primary and secondary network and will fall under the responsibility of the Directorate, and roads that enter into the cities shall remain the responsibility of the Local Government. But primary roads which pass through city centres and urban areas where there are no bypasses shall continue to be responsibility of the Directorate to avoid disjointed roads. However lighting of all primary and secondary roads within urban and city limits shall be the responsibility of Local Government and Local Authorities.

- (ii) Secondary roads, which are roads within a District to major communities/points of economic importance, will be managed by the Directorate.
- (iii) A Tertiary road within a District, which cuts across more than one community Council, which is not a secondary road to be managed by Local Authorities.

- (iv) Feeder roads, which are access roads, streets, some footbridges, tracks, bridle path, river ferryboats, rural air-strips entirely within a single Community Council, will be managed by Local Authorities.

The Ministry of Public Works and Transport will set and enforce standards for construction and maintenance of all roads i.e. those under the Directorate and those under Local Authorities through the proposed Quality Assurance section of the Directorate.

The Directorate will provide technical services to Local Authorities on consultancy basis upon request by these Authorities

### ***Private Sector Institutions***

Government provides the transport infrastructure (except in the case of the railway), but the transport services are generally provided by private entrepreneurs. In the case of rail and air the South African companies of Spoornet and South African Airlink are the exclusive providers of services. Government has identified the need for improved communication between all the role players as crucial to achieve the objectives of good administration of the Sector. Interaction from the private entrepreneurs, role players and stakeholders in the sector has not been formalised, but *ad hoc* meetings have been convened in the past, with useful interaction taking place. The Transport Industry is relatively “unorganised”, in that entrepreneurs have formed associations to offer consolidated lobby to Government. However most of the associations are inactive. The road passenger transport industry has some associations, but freight transport, contractors and even consulting enterprises have weak associations, with little capacity to present industry views. In the road construction industry, private contractor development has been pursued at all levels and initiatives to establish a contractors’ association were made but have not yet yielded the desired result.

### **Transport Legislation**

The Ministry of Public Works and Transport is responsible for the development and maintenance of appropriate legislation relating to transport, for proposal to Cabinet and Parliament for approval. The legislation relating to transport directly includes:

- The Roads Act, 1969.
- The Road Traffic Act, 1981.
- The Road Traffic Regulations, 1981.
- The Road Transport Act, 1981.
- The Road Transport Regulations, 1981.
- The Aviation Act, 1975 And regulations
- Air Navigation Regulations, 1980

Other national laws affecting the transport sector are:

- The Local Government Act, 1997
- The LHDA Order, 1986

- The LNDC Act, 1967
- The Road Fund Regulation, 2005
- The Environment Act, 2001

### **Transport Statistics**

As is evidenced by the lack of certain statistics in this report, the administration of the Sector is hampered by the limited reliable historic and current statistical data covering all aspects of transport. Good management and reliable decision making can only be facilitated on sound factual basis. The Ministry of Public Works and Transport in co-operation with the Bureau of Statistics, is in the process of developing a well staffed and equipped statistical section within the Planning Unit, to collect, process, maintain and provide the necessary statistics on transport operations in Lesotho. This will be assisted by policy and data studies to obtain base line data and refine policies presented in this report, which will be carried out as funding becomes available.

### **Environmental and Socio-economic Issues**

The Government of Lesotho (GoL) is committed to achieving ecologically sustainable development as enshrined in the Lesotho Constitution, S(32), Vision 2020 and Poverty Reduction Strategy. The Ministry of Public Works and Transport facilitates achievement of this key national objective and commitment through establishing and managing transport infrastructure and services in accordance with ecologically sustainable development principles.

Transport enhances the national economy through access to basic service, mobility, productivity and trade. However, transport can also have adverse impacts on both the biophysical and socio-economic environments. Thus, the Ministry is committed to conducting its business in a manner that is compatible with the balanced environmental and socio-economic needs of the communities in which it operates. In the spirit of continuous effort to improve environmental performance throughout the Ministry's operations, in June 2005, consultants were contracted to undertake a Sectoral Environmental Assessment (SEA) to evaluate the MoPWT's 2004-2010 Transport Sector Program (TSP). The key objectives of the SEA were to evaluate at macro-level, environmental planning and management needs of the TSP and recommended measures, where appropriate, to facilitate more effective integration of environmental and social requirements into the transport sector activities. This will be realized through the formulation of a clear statement of intent and commitment in the form of the proposed Transport Sector Environmental Policy and Environmental Action Plan (EPAP) that will outline key TSP actions for the next five years.

The main sectoral environmental policy objectives proposed to help the TSP partners attain improvements in environmental management are:

1. Improvement of planning and decision-making processes regarding environmental and social dimensions of the transport sector activities and services.
2. Provision of guidance in promoting ecologically sustainable transport.

3. Management and mitigation of key biophysical and socio-economic impacts of the transport sector activities.
4. Raising awareness by training and otherwise towards mainstreaming environmental and social safeguards.
5. Building functional relationships with TSP partners, the community and the allied transport industries.

The proposed EPAP sets out how the transport sector will meet these five objectives in order to enable the sector to achieve continuous improvement. EPAP will provide a transport-sector-wide direction for adopting more ecologically sustainable transport infrastructure and services. EPAP also sets out the key targets and performance measures that have been agreed at sector level. The EPAP is a dynamic document, which will be used to evaluate the environmental performance of the transport sector and will be reviewed and amended whenever is necessary to allow the Ministry to achieve continuous improvement in the environmental performance of its operations.

The Ministry of Public Works and Transport is in the process of developing a well staffed and equipped Environmental and Social Monitoring section under the Planning Unit that will ensure efficient implementation and updating of EPAP.

The development of both the proposed Policy and action plan will be achieved through the collaborative efforts of all Transport Sector partners in drawing upon existing government initiatives, corporate policies, plans, documents, and environmental management systems.

### **Issues in Administration of the Transport Sector**

The issues facing the administration of the Transport Sector are the following:

- The need for Ministry of Public Works and Transport to be recognised as the principal planning agency and the co-ordinator of all investment funding for the Sector.
- The need for the private entrepreneurs and role players in the sector to become better organised, to be able to respond to government, in a consolidated manner. This needs national associations for contractors, consultants, transport operators, business and even labour movements and institutions for professionals to be formed democratically and legalised, according to acceptable constitutions, to allow Government to interact with representatives of these associations in confidence that they represent the views of the stakeholders.
- The need for stakeholder consultation and liaison with Government to be undertaken in an established and regular manner, through a properly mandated forum, such as a formal Transport Sector Consultative Group.
- The need for a well staffed and equipped statistical section, environmental and social section within the Planning Unit for the Transport Sector.



## **Air Transport Sub-sector**

### **General**

Direct and easy international air travel is essential, especially for a landlocked country like Lesotho, to encourage tourism, regional integration, trade, economic, social and cultural contacts with countries in the region and internationally. Air travel domestically has the potential to provide safe and rapid access into remote mountainous areas, where road access is limited by terrain and or length of route. Air transport is an important element of the transport system but at present is in a depressed state.

### **Current Status of Air Transport**

At present Government provides all airport and aerodrome infrastructure. Scheduled international air services are provided by a South African company, (the South African Airlink) while there are no domestic scheduled services. Only three aircraft (excluding military aircraft) are registered in Lesotho. Aircraft movements domestically consist mainly of Flying Doctor Services, contracted by Ministry of Health and Social Welfare from Mission Airways Fellowship, and occasional charters, which are often helicopters chartered from the military for specific trips into the mountainous areas.

Under the Aviation Act of 1975, the Department of Civil Aviation is responsible for the regulation of civil aviation and the establishment and maintenance of aerodromes and air navigation facilities<sup>9</sup>. However, according to Local Government Act of 1997 maintenance of aerodromes and airfields will be transferred to the local authorities. This responsibility includes licensing of air transport operations and maintenance of International Civil Aviation Organisation Standards and Recommended Practices. The Aviation Act also provides for development of bilateral agreements with other countries on air transport, and for a “designated carrier” to be identified under such bilateral. An agreement with South Africa exists, under which the designated carrier for Lesotho was the Lesotho Airways Corporation (LAC). However since the demise of the LAC there is no designated carrier. South African Airlink is the designated carrier nominated by South Africa under the agreement. Another legal instrument influencing civil aviation is the SADC Protocol on Transport, Communications and Meteorology, 1996. Ground handling of passengers on the scheduled international flights is done by the South African Airways.

Existing air transport infrastructure is set out in the following two sections dealing with the main international airport and the rural airports and aerodromes. This is followed by a short section on air services, and a list of issues in the Sector.

### **Moshoeshoe I International Airport**

Moshoeshoe I International Airport (MIA) is situated 22 km south east of Maseru and is the main air transport gateway into the country. Completed in 1985, MIA was constructed to accommodate **LARGE JET AIRCRAFT** on regular services internationally (PCN 52/f/b/w/t)[**DELETED**]. It also has facilities to cope with

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<sup>9</sup> Lesotho National Transport Study – Finance Report, (Scott Wilson Kirkpartick, Maseru, January 1995)

domestic air traffic. The principal runway is 3200m long, which, at an elevation of 1630 m above sea level. Approach lighting and the instrument landing system are rated in 1995 as Category I, which is appropriate for this type of airport to allow minimum visibility operation. However maintenance problems with the Very high frequency Omni Range (VOR) have meant that the instrument landing system has never been fully operational. Rescue and Fire Fighting Services **ARE** rated as Category VI, which is the appropriate rating for this Airport. However, the Rescue and Fire Fighting Services have not been fully operational for the past five years.

With the reduction in international traffic and the lack of any domestic services, MIA is seriously under utilised. The International Terminal provides reasonable technical service to the present level of passenger flows. Recent international events have necessitated a tightening of aviation security, which in turn requires some re-configuration **OF** the **TERMINALS and screening processes**. The Domestic Terminal is only used infrequently for special air charters. The costs of running the airport are high as illustrated in Table B. The low level of traffic is such that the potential for any effective commercialisation is low, unless parts of the airport are designated for non-air transport related activity. The recent trends are illustrated by the figures in Table B.

**Table B: Moshoeshoel International Airport Utilisation and Operating Costs (in (LSL))**

	ITEM	1992*	2000/01	2001/02	2002/03	2003/04	2004/05
1.	Annual Operating Cost including maintenance infrastructure. (Budget – not needs).	3,424,000	5,050,290	5,909,470	6,396,720	6,343,160	6,944,920
2.	Total number of flights	31,116	67,	4,685	5,402	5,454	5,101
3.	Number of International flights	3,910	1,875	2,026	2,163	2,087	2,176
4.	Number of domestic flights	27,256	48	48	119	86	251
5.	Number of other flights (inc. non scheduled)		390	2,611	2095	3,281	2,674
6.	Annual Total Number of passengers	26,429	29,818	31,771	25,517	34,987	37,208
7.	Annual International Passengers	21,721	28,300	31,677	35,049	34,771	36,109
8.	Annual Domestic Passengers	4,708	114	94	468	216	1,099
9.	Number of passengers on other flights	***	1,404	***	***	***	***
10.	Average Cost per passenger (M)	129.55	169.37	186.00	250.68	181.30	186.65

\* 1992 information derived from National Transport Study, Scott Wilson Kirkpartick, 1995 – only scheduled flights used for this table.

\*\* Estimated at 75% load factor on 20 international flights per week

\*\*\* Data is no longer being collected by Moshoeshoe I International Airport

The estimates in Table B show that international passenger traffic has increased slightly in the decade since 1992, but that total utilization of MIA has reduced due to lack of domestic schedules services. The result of this is that the cost of processing each passenger using the facility has almost doubled.

The Moshoeshoe I International Airport concept plan was designed to fill the development gaps that presently exist in Lesotho. The important principles on which this Concept Plan is founded are:

- A well developed, re-vitalised Moshoeshoe 1 International Airport, conforming to international regulations, as an important catalyst for positive economic growth in all spheres of the Lesotho economy.
- A multi- sectoral approach and involvement for national human capacity building and socio-economic development.
- A committed, integrated and co-ordinated participation by Government and the private sector in the various aspects of the development process.
- A shift in development intervention and practice from a project to a programme approach.
- Enhancement of a perpetual motion of interacting economic activities in Lesotho;
- The privatisation of non-strategic National assets.
- A committed, dedicated and highly professional team must be appointed by the Government of Lesotho to manage and implement the programme, within set timeframes and budgets to ensure achievement of the required objectives.

Subsequently, the DCA and some private entrepreneurs have recently launched an investigation into the possibility of utilising MIA for air freighting fresh horticultural and agricultural produce into European markets. This would considerably improve utilisation of this facility, but would require extensive further investment in facilities. The result of the initial investigations is that a pilot project for export of agricultural products from South Africa will be launched.

#### **Other Aerodromes and Airfields**

Although the aerodromes at Qacha's Nek and Mokhotlong were previously operated as "regional airports" the lack of domestic traffic has now meant that this has not been sustainable. These are now unmanned similarly to the other twenty-seven aerodromes and airstrips. The full list of these is given in Table C.

**Table C: Aerodome and Airstrip Infrastructure**

	NAME	DISTRICT	DESCRIPTION	LENGTH (m)	CONDITION	TERMINAL
1.	Mejametalana (Maseru)	Maseru	Paved runway LCN 15	1,381	Fair	Yes
2.	Qacha's Nek	Qacha's Nek	Paved runway*	750	Fair	Yes
3.	Mokhotlong	Mokhotlong	Paved runway*	750	Good	Yes
4.	Semonkong	Maseru	Paved runway*	800	Poor	Yes
5.	Mohale's Hoek	Mohale's Hoek	Paved runway*	614	Fair	No
6.	Bobete	Thaba-Tseka	Grass	550	Good	No
7.	Katse	Thaba-Tseka	Gravel	1000	Good	No
8.	Kolberg	Leribe	Gravel	577	Poor	No
9.	Kuebunyane	Mohale's Hoek	Gravel	586	Fair	No
10.	Lebakeng	Qacha's Nek	Grass	550	Fair	No
11.	Leribe	Leribe	Grass	1560	Poor	No
12.	Lesobeng	Thaba-Tseka	Gravel	550	Good	No
13.	Letseng	Mokhotlong	Gravel	1153	Good	No
14.	Mafeteng	Mafeteng	Gravel	792	Poor	No
15.	Malefiloane	Mokhotlong	Gravel	897	Poor	No
16.	Mantsonyane	Thaba Tseka	Gravel	518	Fair	No
17.	Mashai	Thaba Tseka	Gravel	897	Poor	No
18.	Matebeng 1	Qacha's Nek	Gravel	518	Fair	No
19.	Matebeng 2	Thaba Tseka	Gravel/Grass	550	Poor	No
20.	Matekane	Maseru	Gravel/Grass	579	Fair	No
21.	Matsaile	Thaba-Tseka	Gravel/Grass	550	Fair	No
22.	Methalaneng	Thaba Tseka	Gravel/Grass	614	Good	No
23.	Mohlanapeng	Thaba Tseka	Gravel	549	Fair	No
24.	Nkau	Mohale's Hoek	Gravel/Grass	690	Good	No
25.	Nohana/Ketane	Mohale's Hoek	Gravel/Grass	550	Fair	No
26.	Pelaneng	Leribe	Gravel	583	Poor	No
27.	Quthing	Quthing	Gravel	647	Poor	No
28.	Sehlabathebe	Qacha's Nek	Gravel	844	Poor	No
29.	Sehonghong	Thaba Tseka	Gravel	1041	fair	No
30.	Sekake	Qacha's Nek	Gravel	660	Poor	No
31.	Semenanyane	Mokhotlong	Gravel	550	Fair	No
32.	Ha Seshote	Leribe	Gravel	700	Fair	No
33.	St Theresa's	Thaba Tseka	Grass	550	Poor	No
34.	Tebellong	Qacha's Nek	Gravel/Grass	600	good	No
35.	Thaba Tseka	Thaba Tseka	Gravel	675	Good	Yes
36.	Tlokoeng	Mokhotlong	Grass	762	Poor	No
37.	Manamaneng	Thaba-Tseka	Grass	550	Poor	No
38.	Thlanyaku	Mokhotlong	Gravel	550	Fair	No

Source – Aeronautical Information Publication – Department of Civil Aviation

\* PCN or LCN classifications not available for these paved runways.

Maintenance of the aerodromes and airstrips has provided some problems due to rain damage in recent years and the number of useable facilities has dropped to twelve. Further investigations are necessary to ascertain the demand for domestic air services.

### Air Services

As indicated the only schedule services are the South African Air link services that operate internationally between MIA and Johannesburg. These services involve three

return flights per day, except on Sundays when only two return flights are operated. The services are conducted with Jet Stream 41 Aircraft with a seating capacity of 32 passengers. Load factors are at approximately 70% routine, which increases to full capacity at peak periods. This results in the numbers of passengers as indicated in Table B.

**[Charters of the Lesotho Defence Force military helicopters are regularly used for quick access into the mountainous areas, especially by Government and the Lesotho Highlands Development Authority.]**

### **Issues in the Air Transport Sub-sector**

The main issues facing the Sub-sector are the following:

- The need for commitment to the reinstatement and maintenance, to acceptable international air transport standard, of the navigational instrumentation, security and fire service capabilities of the MIA as the main international air transport gateway for the country.
- The further examination of ways to improve utilisation and encourage commercialisation of civil aviation and airport services.
- The acknowledgement of the fact that air transport must form the primary mode of access to effectively service the communities in certain mountainous areas. Alternative road access to these areas is both enormously costly, and would when complete, still leave the communities at least hours if not days from major service centres.
- The need to carry out feasibility studies to determine the areas in which air transport should play the primary role and those in which it should play a support role (e.g. for Flying Doctor Services), as well as the details of the services required in each case. It must be noted that these services will not be able to pay for themselves, but will be justified rather on the basis that other road infrastructure can be provided at a lower standard (if at all).
- The acceptance that some support from Government for these services (probably through competitive contract) is an important fundamental to be included in this policy statement.
- The need for comprehensive maintenance of the aerodrome and airstrip infrastructure in the areas identified in the above feasibility studies. This infrastructure has been used essentially for the Flying Doctor service and the lack of maintenance has resulted in the airstrips falling into disrepair in recent years. This has resulted in communities and clinics not being visited by this service, with the result that secondary health care for these communities is unavailable to them.
- The structuring of the Department of Civil Aviation and the development of the staff needs to be considered. While activity in the Sub-sector has been low, the staffing of the Department has been depleted to dangerously low levels in all technical departments.
- The need to get the Aviation Bill 2006 passed to update the Aviation Act 1975, and to maintain the legislation up to date as the Sub-sector develops.
- The need to implement Yammosoukro Decision, 2000.
- The need for separate regulatory and operational functions of the DCA.

- The need to operate MIA Concept Plan of 2002.

### **Road Infrastructure Sub-sector**

#### **General**

Road infrastructure is comprised of roads that are of national and international importance (arterial roads / primary and secondary roads), rural access - including some secondary, tertiary and feeder roads, footbridges and non-motorized facilities such as bridle and footpaths and urban roads. Currently, the arterial roads are the responsibility of the Roads Branch, rural access is the responsibility of the Department of Rural Roads, while the responsibility for urban roads lies with the Ministry of Local Government, it can be delegated to the Local Authority (i.e. as in the case of the Maseru City Council).

The Roads Act 1969 is the principal legal instrument governing roads, and this is supplemented by the Local Government Act of 1997 dealing with urban roads, and the Articles in the SADC Protocol on Transport, Communications and Meteorology 1996. The Protocol provides mainly for regional harmonization of standards and objectives, especially for the regional trunk road network. The Roads Act provides for the definition of roads, the classification and gazetting of roads, the provision of road servitudes and the acquisition of land for the purposes of road building, as well as for maintenance and construction of roads.

#### **Road Network**

The total road network in Lesotho is approximately 7,438km in length of which 1,217km are paved. The remainder is made up of 3,758km of gravel roads and 2,463km of earth tracks. These figures are estimates as the information for urban roads, other than in Maseru, is not available. Roads are classified into four classes according to purpose and standard, as shown in Table D. This table also indicates the length of each class of road, and the percentage of the network that the class of road makes up.

**Table D: Classification of Road Network**

Class	Km	% of network	Description
A	1,376	18	Primary roads linking major towns and district centres and main border posts
B	1,424	19	Secondary roads connecting districts and linking local centres to the primary network
C	370	5	Tertiary roads connecting local centres within districts, and linking to secondary or primary roads
D	1,810	24	Access/Feeder roads to one or more villages
Classified Network	4,980	67	Total km that are in the current MOPWT road Classification
Unclassified	775	10	Roads that have been constructed after the classification (feeder roads)
Urban	1,683	23	Estimated paved and unpaved roads in urban areas. (Maseru 690 km)
Total	7,438	100	Density is 0.243 km/km <sup>2</sup> Per capita is 0.00338 km/person

Source: MoPWT 2005

The road classification and route numbering has largely been based on the MOPWT network, which has not yet been formalised in a gazette. There are a number of different agencies involved in the construction and maintenance of the road network and it is now imperative that the complete network be identified and gazetted so that each agency is aware of its responsibilities for maintenance and rehabilitation. The above road classification needs to be extended to fully describe urban roads (possibly with a breakdown of Urban Arterial, Local Distributor, and Access road classes, as a minimum). The database of the road network should be managed centrally but be enabled so that each agency would have access to the up to date information.

This road network, which includes many significant bridge structures, has a replacement value estimated at approximately M5.9 billion, and therefore represents a significant investment. This investment must be protected by adequate, timely maintenance to prevent unnecessary deterioration of the roads, which would then require early replacement.

At present there are four permanent organisations with responsibility for parts of the road network. Other organisations such as the Lesotho Highlands Development Authority, that construct and maintain roads, will not have permanent responsibility in this respect, and roads constructed by them will eventually revert to being one of the permanent organisation's responsibility. Table E therefore only shows the permanent agencies involved, and the lengths of road for which they are currently responsible.

**Table E: Lesotho Road Network (Km) by Authority and Type**

Authority	Type				
	Paved	Gravel	Earth	Other	TOTAL
Roads Branch	1,105	1,150	0	0	2,255
Department of Rural Roads	0	2,140	782	578	3,500
Maseru City Council	83	283	324	0	690
Ministry of Local Government	29	185	779	0	993
TOTAL	1,217	3,758	1,885	578	7,438

Source: MoPWT 2005

Table F below shows the condition of the Roads Branch Network

**Table F: Condition of Roads Branch Network**

Condition	Paved	Unpaved
Excellent	10%	2%
Good	50%	18%
Fair	30%	50%
Poor	10%	30%

Source Roads Branch 2004

In general the larger percentage of the network is in a fair to good condition. It can be seen that the percentage of paved roads in the good to excellent condition is higher than in the unpaved roads. This is largely as a result of the difficulties in maintaining gravel roads with steep gradients where weathering effects can deteriorate the unpaved surfacing very quickly.

Table G below shows the condition of the Department of Rural Roads Network.

**Table G: Condition of DRR Network**

Condition	Paved	Unpaved
Good	0%	33%
Fair	0%	37%
Poor	0%	30%

Source Department of Rural Roads 2004

No figures on the condition of road networks in the Maseru City Council and the other urban areas under the Ministry of Local Government were available. Considerable work has been done on the road network in Maseru in recent years, and in some of the other towns, such as Qacha's Nek, and Mokhotlong, which has improved the condition of many roads. Prior to these initiatives many of these roads were in very poor condition, and there is still a serious backlog of routine and periodic maintenance in the urban areas where many roads are still in very poor condition. Condition surveys of some of the urban roads are being undertaken, and in future more comprehensive data on these roads will be available.

Table H presents indicators based on population and road density, by District for comparison.

**Table H: Road Network by District, with indicators**

District	Population	Area	Road Length (km)	Km/capita	Km/Km2
Maseru	477,599	4,279	846.7	0.0017728	0.1979
Berea	300,557	2,222	576.7	0.00119188	0.2595
Leribe	362,339	2,828	809.6	0.0022344	0.2863
Butha – Buthe	126,907	1,767	482.7	0.0038036	0.2732
Mokhotlong	89,705	<b>4,075</b>	551.2	0.0061446	0.1353
Thaba-Tseka	133,680	4,270	740.0	0.0055356	0.1733
Qacha's Nek	80,323	2,349	419.7	0.0052252	0.1787
Mohale's Hoek	206,842	3,530	530.9	0.0025667	0.1504
Mafeteng	238,946	2,119	625.0	0.0026157	0.2950
Quthing	140,641	2,919	501.7	0.0035672	0.1719
Total	2,157,580	30,355	6084.2	0.00282	0.2004

Source: BOS, MoPWT 2005

### Traffic Flows

There are significant variations in traffic flows from the western lowlands to the eastern highlands as can be seen from Table I. Furthermore the Average Daily Traffic (ADT)



drops off substantially to below 3,000 vehicles per day, once out of Maseru. Growth rates of 3% and 4% have often been quoted for traffic growth but again these rates can vary widely depending on the route and the district served.

**Table I: Average Daily Traffic Flows on representative links of the Road Network**

Road	Location	ADT	%HGVs
A1 (Main North Road)	Maseru	16,000	3
	TY	3,150	5
	Leribe	2,860	8
	Butha-Buthe	2,390	8
	Oxbow	180	3
	Mokhotlong	245	12
A2 (Main South Road)	Maseru	11,000	6
	Airport	3,700	7
	Morija	1,850	6
	Mafeteng	1,300	7
	Mohale's Hoek	1,200	9
	Quthing	1,000	9
A4 (Southern Perimeter)	Mt. Moorosi	410	9
	Mphaki	250	9
	Whitehill	132	11
	Qacha's Nek	240	10
A3 (Maseru –Thaba Tseka)	St. Michaels	900	8
	Molimo Nthuse	160	9
	Mantsonyane	140	10
	Thaba Tseka	300	10
A8 (Leribe – Katse Dam)	Leribe	1,200	7
	Lejone	280	3
	Katse Dam	270	3
A31 (Mokhotlong – Sani Pass)	Mokhotlong	245	12
	Sani Pass	65	7

Source: MoPWT 2003

Classified traffic counts (in 8 classes of vehicle) are carried out annually on all arterial roads and some rural roads, and the information is maintained centrally by the Roads Branch of the Ministry of Public Works and Transport.

### Institutions

The Principal Secretary (MoPWT) has been appointed as the Road Authority for all roads in Lesotho, by the Minister of Public Works and Transport under the Roads Act, 1969. The Ministry of Public Works and Transport (MoPWT) up to date is charged with the administration of all roads outside designated urban areas, but is also responsible for the main arterial roads running through the urban centres where there are no bypasses. Following establishment of Roads Directorate and road management structures at district level, management of tertiary and feeder roads will be transferred to the districts. As indicated in section 4.4.1, the Ministry of Local Government (MoLG) later through

Urban Authorities and Maseru City Council (MCC) are responsible for the urban roads. The Lesotho Highlands Development Authority has constructed and maintained several rural roads of varying standards, which will in future become the responsibility of the Ministry of Public Works and Transport. The Lesotho National Development Corporation (LNDC) also constructs roads in a growing number of industrial estates, but unless these remain behind enclosures, which then mean they are not public roads, they become the responsibility of the local authority or the Ministry of Local Government.

Generally, the number of institutions with responsibilities for roads has complicated administration of the Sub-sector. It has meant that there is very little co-ordination, planning or co-operation, except on a superficial level. In addition the existing road agencies have experienced difficulties with their own administrations, especially in respect of retaining experienced and qualified staff, performance appraisal and incentives, inflexibility of budget systems and accountability. A recent review of these problems in the Sub-sector, together with problems within the institutions themselves, has led to a proposal to establish a Roads Directorate as stated above, responsible for all roads especially primary and secondary roads under the Ministry of Public Works and Transport.

The existing situation of the four permanent organisations that are responsible for roads are therefore described briefly in the following four sections.

### **Roads Branch**

The purpose of the Roads Branch has been to maintain the arterial road network, and to improve and develop this where economics and demand for transport justify such investments. The arterial road network is essentially aimed at facilitating commercial and economic activity and providing access for social and welfare services to reach the district centres and main centres of population and economic activity. Industrial development requires easy direct daily access for the workforce, low cost transport of inputs and quick and direct transport for products, especially to export markets where appropriate. Agricultural inputs and products must have direct low cost access to district centres and distribution/collection points. Small-scale industries and services need good road access to meet the development needs of the populations in the smaller centres. Road access from district centres to other centres is important to provide services and consumption requirements to the rural poor populations. This part of the road network is therefore, not only a critical element in the Government's overall strategy to stimulate economic growth, but also important to facilitate distribution to address the problems of the rural poor.

The Roads Branch Vision for the arterial road network in the year 2020, includes the following main elements –

- Ensuring the road network is maintained in good condition, by timely comprehensive routine and periodic maintenance. The roads are rehabilitated once they become uneconomic to maintain.

- The entire orbital (perimeter) road around Lesotho, and all international links are completed to all weather standard, which will be gravel standard initially, but which will be paved as traffic demands justify this.
- The completion of the central connector linking Maseru, Thaba-Tseka and Mokhotlong into South Africa on the eastern border at Sani Pass, to an all weather standard, which will be paved as it becomes justified by increase in traffic. This route is also a SADC Regional Route.
- The completion of the south eastern connector linking Maseru, Roma, Ramabanta, Semonkong, Ha Sekake, and Qacha's Nek to an all weather standard.
- All district centres are served by paved roads.
- Engineered roads of appropriate standard (gravel or paved) will serve other centres and points of economic activity, which will be upgraded as traffic demand and economics dictate.

The Roads Branch strategy is therefore to:

- Preserve the arterial road network by routine and periodic maintenance as predicted by the Lesotho Road Management System (LRMS).
- Rehabilitate roads that have reached the end of their economic life, or that are in such poor condition that it is more economical to rehabilitate than to maintain them, also in priority indicated by the LRMS.
- Upgrade roads that are not of all-weather standard, according to priority based on economic benefit and indications from the LRMS.
- Upgrade those links of the network where traffic has increased to the extent that vehicle operating costs, capacity and/or maintenance costs indicate the need for a higher standard of road. Roads specifically identified as part of the vision will receive priority.
- In carrying out road maintenance, move progressively towards contracting out this work, by reducing Roads Branch force account personnel and privatising Roads Branch maintenance units, where possible to local communities.
- Continuing to contract out road rehabilitation and construction works on an open competitive basis.
- To ensure that all road construction operations result in the minimum adverse impact on the bio-physical and socio-economic environment.
- To ensure that in acquiring land for road construction or material quarries, that relocation of people and compensation of land owners and occupiers is done on a comprehensive, fair and equitable basis, in consultation with local community leaders and local government structures.
- To incorporate HIV and AIDS awareness, prevention, treatment, care and support measures into policies, plans, contracts and projects at all levels.

Roads require routine maintenance every year, periodic maintenance approximately every five to seven years, rehabilitation every twenty years, and upgrading when traffic increases to the extent that capacity is exceeded or maintenance effort exceeds the cost of improvement. If an increase in traffic for the future is estimated at three percent per annum on arterial roads and these estimates are applied to the network shown in Table E,

the amounts of maintenance and upgrading shown in Table J is required annually on the Roads Branch roads.

**Table J: Annual Arterial Road Maintenance, Rehabilitation and Upgrading (km)**

Activity	Type				
	Paved	Gravel	Earth	Other	TOTAL
Routine	1,105	1,150	0	0	2,255
Periodic	158	164	0	0	322
Rehabilitation	55	58	0	0	113
Upgrading or new roads	0	35	0	0	35

Source: MoPWT, 2005

These figures are only an indication of the global objectives to ensure that the existing road network is sustained and future traffic is adequately accommodated. Detailed work programme planning is done with the assistance of the Lesotho Road Management System (LRMS) as described in the next paragraph.

The main purpose of the LRMS is to determine strategic (long term) planning, programming and budgeting needs for the road network (paved and unpaved). The Roads Branch and the Department of Rural Roads both use the LRMS for this purpose. Each of these agencies is responsible for the preparation of the budget requests, supported by the results of the strategic analysis and the recommended rolling (multi-year) programs of road works. These programs and budget requests are presented annually to GOL and the Road Fund for funding.

The LRMS contains:

- Statistical information on the visual assessment results for paved and unpaved roads and bridges.
- Statistical information on the traffic volumes on the paved and unpaved roads.
- Statistical information on the bridges.

The LRMS uses this data to investigate overall effects on the road network of different budget scenarios and different optimisations. The outcome of the analysis will show the consequences of different budget levels on future condition, vehicle operating costs, asset values and backlog maintenance. The LRMS works at a network level, meaning the roads are prioritised on a national basis.

Final maintenance and rehabilitation reports are produced for paved roads, unpaved roads and bridges.

The LRMS uses the Deighton Total Infrastructure Management System (dTIMS) to generate entire lifecycle and total transport costs for all the arterial roads in the network over a 20 year period, allowing various decisions relating to maintenance and improvement strategies to be taken, based on varying budget constraints. The LRMS is

therefore a central tool in the prioritising of all road maintenance and upgrading works in the Roads Branch (as well as in the Department of Rural Roads).

The operations of the Roads Branch are managed from Head Office with the assistance of three regional offices. The regional offices are responsible for routine maintenance in their areas, which is carried out generally using force account maintenance units stationed at various points on the network. The regional offices are also responsible for monitoring periodic maintenance contracts (resealing of paved roads and re-gravelling of unpaved roads) that are operating in these areas. All road construction and rehabilitation work is contracted out, except for one departmental unit (the Road Improvement Unit, RIU) which is retained to provide some potential to manage disasters (such as floods washing away bridges) and to provide a practical training platform for technical and supervisory staff of the Ministry. Engineering designs, documentation of contracts and supervision of construction contracts are generally assigned to consultants, who are monitored by Roads Branch staff.

The Roads Branch has an establishment of 1199 posts of which 34 are professionals, 440 are technical and administrative and 725 are labour. Occupancy of these posts shows only 14 professional persons employed, and only 301 technical and administrative persons employed, illustrating a high vacancy rate.

### **Department of Rural Roads**

The Department of Rural Roads is responsible for Rural Access which includes tertiary, access and feeder roads, as well as footbridges and bridle paths for animal transport that serve areas where roads are not practical or justified.

One of the principal constraints to the economic and social development of the more remote rural areas of Lesotho is the isolation of these areas from the local market towns where communities can obtain basic services. This isolation results from a lack of transport infrastructure and services. Agricultural development is constrained by a lack of transport for both necessary inputs and produce for markets. Access to all sectors including institutions and services such as clinics, schools, trading centres, etc is also limited, which has a negative impact on the social and socio-economic development of these populations including priority population groups. Some of the larger communities and villages are served by tertiary roads (which have recently been improved to 5 m wide, gravel surface, non engineered horizontal and vertical alignment – giving average travel speeds of 20-30 km/h), but even these communities will be considerable time and distance away from places where major services are available. Links between these larger communities and villages to neighbouring smaller communities are generally roads or tracks of unimproved earth standard, which become difficult or impassable in wet weather. Many of the smaller villages will have no road access at all. For most of the inhabitants of these smaller villages, narrow foot trails and fords or natural river crossings for pedestrians and animals provide the only means of communication and transport to and from their villages. Transportation over these paths and across rivers is always hazardous, and impossible during the rainy season, causing total isolation for considerable periods, which is a major obstacle to development.

The Department of Rural Roads therefore aims to develop and maintain these rural access roads and routes to connect from the arterial road network and from centres served by that network, to rural communities and villages with the most appropriate of the Lesotho Road Design Standards of road or facility. The objectives of the rural access network are the following.

- To allow primary access from rural areas and communities to facilities of all sectors including access to markets, service centres and the broader transport network.
- To provide primary access into rural areas and communities, for agricultural inputs, goods, education and health services and the administration to meet the basic socio-economic needs of the populations in these areas.
- As most areas that are as yet not served by road access are in the mountain regions, and as populations mainly live in the river valleys, the ultimate goal is for each river valley to be served by at least one road of the basic minimum all weather standard.
- To assist in poverty reduction and creation of employment in rural communities by the use of labour based methods for road maintenance, rehabilitation and construction, to provide direct labour and supervisory employment.
- To use the opportunity provided by necessary road maintenance, rehabilitation and construction operations to train small-scale contractors and entrepreneurs in business, management and contracting skills.
- To provide footbridges and pedestrian and animal track access to areas where vehicular road access is not justified, but which are otherwise cut off by lack of reliable paths or by river crossings, which are frequently flooded.

The basic maintenance required for the existing rural road network is shown in Table K. This includes for periodic re-gravelling of gravel roads every seven years and rehabilitation of gravel roads after twenty years. Upgrading of gravel roads to paved road standard for certain of the higher traffic rural roads will also be considered in special cases. Routine maintenance of earth is also provided for, but is difficult and expensive due to the high rate of deterioration. Tracks (other roads in the Tables) are not routinely maintained until these roads have side drainage, cross drainage structures and road formation. When improving an earth or other road with these basic structures, it is logical to add a layer of gravel to the surface, and therefore any improvements involve upgrading the road to all weather gravel standard. To bring the entire rural road network up to this maintainable standard, an accelerated programme of improvement of 4% of this network per year is included in the Table – which means that the entire network will be improved to this standard in 25 years. This will include any new earth and other roads, as more tracks and access paths are included onto the rural road network.

**Table K: Annual Department of Rural Road Maintenance and Upgrading (km)**

Activity	Type				
	Paved	Gravel	Earth	Other	TOTAL
Routine	0	2,408	830	611	3,849
Periodic	0	344	119	87	550
Rehabilitation	0	120	42	0	162
Upgrading and new roads	0	0	31	34	65

Source: MoPWT 2004

Information relating to foot and bridle paths is unavailable at this time, but the total number of documented length of constructed foot and bridle paths to 221 footbridges is about 100kms. They are constructed by the Department of Rural Roads to improve pedestrian and animal transport in rural areas.

The Department of Rural Roads also works in co-operation with the Lesotho Fund for Community Development (LFCD) to develop access roads into rural areas. The LFCD manages money for community development, which is derived from the part of the royalties for the water used under the Lesotho Highlands Water Project. The funds generated are allocated to Rural Communities, who are then requested to prioritise development projects in their areas. Communities have identified the need for approximately 1,800 km of roads as projects under this fund. Approximately 400 km of roads identified in this manner have been upgraded and incorporated under the rural road network shown in Table E. The other 1,400 km remain as proposed projects and will be analysed and prioritised based on the needs of all sectors and needs of priority population groups for construction as funds become available from this source. However one concern in this initiative is the fact that LFCD has not, in the past, budgeted for the maintenance of these roads, which means that the Department of Rural Roads has had to allocate scarce resources to these roads from its own budget.

The Department of Rural Roads strategy is the following:

- To maintain the rural road network through appropriate routine, periodic and rehabilitation maintenance activity.
- To upgrade earth and other roads to all weather gravel road standard according to priority, at a rate of approximately 4% of the network of these roads per year (upgrade the entire existing network in 25 years) in consultation with the local communities, community leaders and local government structures.
- To use labour intensive road maintenance methods and small scale local contractors using these methods to maximise employment potential and poverty reduction in the areas served by the roads.
- In areas that are not served by vehicle access roads, to provide footpaths, bridle paths and footbridges, according to a realistic programme and priority.
- To use the Lesotho Road Management System to determine its maintenance, rehabilitation and upgrading programme for the gravel roads, on a similar basis to that employed by the Roads Branch (although the optimisation is based on Level of Service rather than benefits and costs).

- To set priorities for the upgrading of earth roads and tracks based upon the following criteria:
  - Population served by the road.
  - Current traffic volumes (where there is any form of existing road).
  - District Development Committee priorities.
  - Needs of all priority sectors and population groupsThese selection criteria are currently being redeveloped and extended to include other factors and to apply to new road construction.
- To ensure that all road construction operations result in the minimum adverse effect on the environment, and particularly all quarry pits and borrow areas are reinstated and protected from erosion or cause of danger.
- To ensure that in acquiring land for road construction or material quarries, that relocation of people and compensation of land owners and occupiers is done on a comprehensive, fair and equitable basis, in consultation with local community leaders and local government structures.
- To ensure that in creating employment, opportunities for both gender groups are created, and progress towards gender equality is made at all skills and opportunity levels.
- To incorporate HIV and AIDS awareness, prevention and treatment measures, environmental issues, safety and security, gender, into policies, plans, contracts and projects at all levels.

The Department of Rural Roads runs its operations from Head Office in Maseru, assisted by four Regional Offices. Districts offices are located in district centres, other than those in which a regional office exists. All operations are designed as labour based works, which are supplemented by machinery where necessary, to obtain the greatest level of efficiency. All routine maintenance works are contracted out to small scale contractors, most of who have been trained by the Department's contractor training initiative. Road rehabilitation, upgrading and construction works are carried out both by contract and by departmental force account units. Small scale contractors have also been trained in road construction and upgrading by labour based methods, with a high degree of success. Engineering design and some supervision of construction contracts is assigned to consultants, but the Department has in-house capacity to document, tender, award and supervise contracts itself.

The Department employs approximately 600 staff of whom 300 are in permanent technical and administrative posts, and 300 are in technical posts related to projects, which are not permanent. The labour based works operations involve some 5000 labourers in force account projects, and a further 3000 in terms of the small scale contracts let for road maintenance rehabilitation and upgrading. All labour (whether on contract or on force account works) is recruited using standardised procedures, which include provisions to ensure that employment is shared fairly among communities adjacent to the project (done in consultation with local government and community leaders), that gender targets are complied with, and that the rotation policy of Government is applied (labourers are employed for 3 months only – thereafter they are discharged and different labourers are employed). The labour based works are all done



on a task system, to ensure uniform productivity. As far as possible local suppliers of materials, goods and services required for the road construction operations are used.

### **Maseru City Council**

The Maseru City Council (MCC) is responsible, under the Local Government Act 1997, for the roads within the boundaries of the Maseru urban area, except for the classified roads, which remain the responsibility of the Roads Branch (these are generally the major through routes). The MCC is the Local Authority for the city area, and has an establishment that includes a Works Department, which is responsible for roads as well as other municipal services. The revenue base for the MCC was intended to be derived from rates on properties within the boundaries of the urban area. Unfortunately, for various reasons, the revenues have not come up to expectation, with the result that the MCC has been seriously under funded since its inception. This has meant that it has not been possible to establish the necessary road management and maintenance capacity within the MCC. There is also a lack of capacity to ensure that the planning of roads for newly developing or developed areas is done comprehensively. This has resulted in some new residential and industrial areas having poor, unsafe or even no road access.

The Roads Branch is responsible for the arterial routes that pass through the city. This includes responsibility for the entire road reserve including walkways and other road side furniture and peripheral facilities such as the street lighting.

The Roads Branch has assisted MCC with certain road maintenance and rehabilitation operations in the past.

As indicated in Table E, the MCC has responsibility for approximately 690 km of roads. The basic strategy relating to road maintenance must be similar to that for the other road agencies – routine maintenance every year, periodic maintenance every seven years and rehabilitation every 20 years. There are however severe backlogs in the provision of appropriate road access to most of the newly developed areas of the various urban centres including Maseru. To catch up with this backlog, it is assumed that 5% per year of the network will be upgraded or constructed as new roads. Based on the figures in Table E the road maintenance necessary for the MCC can then be calculated as shown in Table L.

**Table L: Annual MCC Maintenance, Rehabilitation and Upgrading (Km)**

Authority	Type				
	Paved	Gravel	Earth	Other	TOTAL
Routine	83	283	324	0	690
Periodic	12	40	46	0	99
Rehabilitation	4	14	0	0	18
Upgrading and new roads	4	14	16	0	35

Source: MCC 2003

A start on the work of obtaining inventory and condition survey information for these roads has been made, with the inclusion of the Maseru network into the LRMS database.

This initiative will be continued in the future to extend this to cover all the information required to manage the roads adequately, as funding and opportunity arise.

As indicated earlier, several roads under the responsibility of the MCC have been rehabilitated in the recent past and several more are being constructed. These initiatives have improved the overall situation, but there remains a severe backlog of roads that need regular maintenance in the City area. Proper planning and coordinated development of facilities for pedestrians, non-motorised transport and traffic control, as well as the maintenance of these facilities are also needed in many areas. Government is to undertake a comprehensive study to examine planning and transport issues in Maseru and the results of this study will be incorporated into future revisions of this Policy.

### **Ministry of Local Government**

The Ministry of Local Government (MoLG) is responsible, in terms of the Local Government Act of 1997, to carry out the functions of the Local Authority in urban areas for which no Local Authority has been established. Although the current decentralisation of Local Government has seen elections of Community, Urban and Municipal Councils as local authorities at community level, and District Councils at District level, these Councils have yet to be effectively established. Thus, the Ministry of Local Government is still responsible for roads in urban centres.

Once fully established, the Community Councils will be supported by Community Council Secretaries as the executive members of staff, and the District Councils will have Chief Executives to manage district council staff and support the operations of the District Council. The administration of the Districts is to be assisted by the District Administrator, who is central government's representative at District level, and who is responsible administratively for all central government staff. Although not finalised as yet responsibility for roads is intended to remain with the Ministry of Public Works for all primary and secondary roads. The District Council will own roads that are entirely within their District, but cut across more than one community council. Roads entirely in one community council will be owned by the community council. The implications of this new dispensation for road management are discussed in Chapter five of the document.

There are one hundred and twenty- eight (128) community councils, designated urban councils, one Municipal Council (Maseru) and ten District Councils.

At the present time although the responsibility for urban roads has been transferred to the Local Authorities in the eleven (11) urban centres, actual road works are still managed through MoLG. The MoLG's capacity to manage and maintain roads was reduced in 1999 when the Civil Works Section was transferred to the Ministry of Public Works and Transport. The lack of clear policy and a scarcity of resources have prevented the capacity reaching the necessary level. The urban roads have consequently suffered from a lack of material resources and, although development and upgrading of roads is being carried out in some urban centres, there is serious under funding of maintenance operations. As in Maseru, there is also concern that there is a lack of capacity to plan

adequately for roads in areas of new development, and to enforce planning requirements in these urban areas.

With the establishment of the new decentralised local government arrangements the resolution of the lack of clear policy on urban roads, and the lack of provision of adequate resources and capacity to manage these roads is necessary.

The figures as previously shown in Table E are the current estimates of the urban road networks, which need to be confirmed by comprehensive physical inventory and condition assessment. The basic strategy for road maintenance is similar to that for Maseru – routine maintenance every year, periodic maintenance every seven years and rehabilitation every 20 years. It is necessary to catch up the backlog of inadequate roads in these urban areas as well, so again it is assumed that 5% per year of these networks will be upgraded or constructed as new roads. The result of these assumptions is shown in Table M.

**Table M: Annual MoLG Maintenance and Upgrading (Km)**

Authority	Type				
	Paved	Gravel	Earth	Other	TOTAL
Routine	29	185	778	0	992
Periodic	4	26	111	0	141
Rehabilitation	1	9	0	0	10
Upgrading and new roads	1	9	39	0	50

Source: MoLG 2003

Inventory and condition surveys are required to confirm the above network figures before practical planning for the proper maintenance and development of these roads can be carried out.

### **Road Fund**

Up until 1998 funding of all aspects of roads was allocated by Ministry of Finance to each road agency on the basis of budgets and submission of needs. Although funding for roads had been kept at reasonable levels, as indicated by the reasonable condition of the road network, the source of such funding has tended towards donors, rather than from domestic sustainable resources. It is also felt that road maintenance funding would come under more competitive pressure from other Ministries, and that road funding is seen as an area where cuts can be made because the effects of under funding of road maintenance are only really appreciated several years after the under funding occurs. It was therefore decided that a dedicated Road Fund should be introduced to secure the funding for maintenance.

The Road Fund was established by Regulations issued under the Finance Act 1995, by the Minister responsible for finance in 1996. These Regulations were brought into effect in 1998. They have been amended by Road Fund Legal Notice No. 72 of 2005. The Road Fund is managed by a Board, and the administration of the Road Fund is carried out by the Road Fund Secretariat. The Road Fund Board reports to the Minister responsible for

finance, and consists of representative of road users, transport operators, road contractors and the general public as well as of Ministries that are involved in the roads sub-sector. The purpose of the Board is to engage road user representatives in the decision-making relating to the use of funds generated by road user charges. The Road Fund Board therefore has the specific objectives of:

- Firstly, recommending to the Minister responsible for finance, the levels at which road user charges should be set.
- Secondly, overseeing the operation of the Road Fund Secretariat to collect all road user charges.
- Thirdly funding of road maintenance on the following priorities:
  - Routine maintenance.
  - Periodic maintenance.
  - Rehabilitation.
  - Funding for new projects and upgrading works would only be considered when adequate levels of funding were available for the maintenance and rehabilitation works, with the further proviso that the upgrading works must be economically feasible.

The Road Fund therefore receives funds directly from various “road user charge” sources, and allocates these funds directly to road agencies on the basis of budget submissions for specific maintenance activities. The road user charges are comprised of the fuel levy, motor vehicle license fees, toll gate fees, and fines on overloaded vehicles.

The Road Fund has experienced some difficulties since its inception, partly due to a lack of understanding of its functions by key Government Officials who were not in office during its inception, as well as the general public, and a period of consolidation and development is now required. At present, the Road Fund can only partially fund the requirement for the total road maintenance budget. A study to assess potential revenues to the Fund, as well as likely road maintenance needs has been conducted and recommendations to address this situation were compiled. In summary the recommendations of this study were as follows;

- The Primary focus should be on maintenance of the road network. Development and upgrading should be financed from other sources such as the Ministry of Finance and Development Planning, based on specific proposals from the respective road agencies.
- Road user charges should be increased by gradually phasing in the adjustment over time to reduce the adverse effect on road users.
- Interim gap financing should be achieved through Government subvention and donor funding.

### **Issues in the Road Infrastructure Sub-sector**

The issues facing the Road Infrastructure Sub-sector are:

- The need to “know one’s asset” by ensuring a comprehensive inventory of all roads is obtained and entered into the Lesotho Road Management System, for all arterial, urban, district and community council roads, and to ensure these are all

properly classified and condition information, traffic and other important management information is obtained and kept up to date to ensure proper management principles can be applied, and enable easy accessibility of data by users.

- To enhance the planning for roads, and the management thereof, by including all key stakeholders such as representatives of Land Survey and Physical Planning Department, Ministry of Local Government, Maseru City Council, District Councils, Community Councils (in relation to Community Council roads) and the Lesotho National Development Corporation into the process.
- To indicate exactly who should coordinate all key stakeholders and monitor in the absence of the semi- autonomous body.
- To resolve the responsibility, and channel for resources, for the maintenance and development of urban roads.
- The recognition and redefinition of the need to fund comprehensive maintenance of all roads to protect the national asset represented thereby, including routine maintenance every year, periodic maintenance and rehabilitation when predicted by the LRMS, in a logical and comprehensive programme by Government.
- The need to upgrade arterial roads where traffic and economic assessment justify, as funds for investment become available from domestic or donor sources.
- The need to extend the rural road access network, as funds become available, as a basic social service to provide minimum maintainable vehicular access to centres of population based upon priorities of traffic, population, poverty and social considerations (In mountainous areas this effectively means providing at least one road of this minimum standard in each river valley for access).
- The need to use labour based construction and maintenance methods to create employment – especially in poor areas
- The need to rationalise the institutional structures responsible for roads, to provide for efficient and effective management of the infrastructure on a commercial basis.
- The need to rationalise sources of funding for roads, by strengthening the Road Fund and making this the focus of all road funding initiatives.
- The need to change channelling of funds and the levels of road user charges to improve the allocation efficiency and generate funds for road maintenance.
- The need to revise legislation to provide for the above restructuring.
- The need to recognise that Government must continue to allocate funds for the development of roads to as yet unserved or under served communities, on the basis of social necessity, rather than on a cost recovery basis, and that funds for the maintenance of these roads cannot be obtained from road user charging mechanisms.
- The need to continue and improve the Sub-sectors record in protecting the environment and resolving social and gender issues in road maintenance and construction operations.
- The need to incorporate the roads infrastructure requirements of priority population groups, economic and social sectors in policy formulation, planning, design and implementation.

- The need to continue to improve and incorporate cross-cutting issues including the HIV and AIDS awareness campaigns, prevention, treatment, care and support; environmental, gender, good governance, safety and security issues in planning, design and implementation of road works.

## **Road Transport Sub-sector**

### **General**

As indicated in previous sections, road transport is by far the most important mode in the transport system in Lesotho, accounting for most transport of goods (except for international transport of bulk goods) and virtually all passenger transport (except for international air transport). Road Transport comprises the use of the road system by private persons in private vehicles for personal, business, recreational or any other purpose, as well as goods and passenger transport by commercial vehicles for business or hire and reward. The Sub-sector has been well supported by the rapid expansion in road infrastructure since Independence, and by an adequate maintenance regime applied to this infrastructure.

The vehicle fleet using the road infrastructure is approximately 94% owned by companies, organisations and private individuals, with an estimate of 6% being Government and military vehicles. There is a significant number of vehicles that are registered in South Africa which are owned by Lesotho residents. This was estimated at almost 10% of the total number of the registered vehicles in 1992 as part of the National Transport Study. There is no indication of whether this problem has changed at present but data to determine this will be collected in the next national transport study. Table N shows the composition of the vehicle fleet by type of vehicle for 1992, and for 2002.

**Table N: Vehicle Fleet Registered in Lesotho – Comparison 1992 and 2002**

<b>Vehicle Type</b>	<b>1992 No.*</b>	<b>1992%*</b>	<b>2002 No.</b>	<b>2002 %</b>	<b>Growth %</b>
Motor cycles & other vehicles	1712	7.42	583	1.56	-65.95
Light & Medium vehicles	16090	69.74	27678	73.84	72.02
Minibuses	2250	9.75	6478	17.28	187.91
Buses and Medium Buses	604	2.62	330	0.88	-45.36
Heavy Goods Vehicles	2415	10.47	2415	6.44	0.00
Total	23071	100	23071	100	
Growth in Total over the decade					62.47

\* Source – National Transport Study, Scott Wilson Kirkpatrick, 1995

\* Source – Study of the Review of Projected Road Maintenance Needs and the Generation of Road Fund Revenue, Africon, 2003

Although the figures for 2002 in Table N are only estimates, they do illustrate that there has been steady growth in vehicle ownership in Lesotho over the last 10 years. In addition to this number of vehicles registered, private light and medium vehicles have increased by 72%, while minibuses have shown the greatest increase of 187%. Conversely, between 1992 and 2002 there has been a very marked decrease in the

number of medium and large buses, confirming a major swing in the public passenger transport services from buses to minibuses.

Public road transport services are generally provided by private entrepreneurs. Government provides only minimal services, which are supposed to reach areas where commercial operations are not justified.

Regulation in the Sub-sector is facilitated through two main Acts of Parliament. The Road Traffic Act (No. 8 of 1981) and Road Traffic Regulations, 1981 provide for safety and operational standards for all vehicles, drivers and the operation of vehicles. Public service operations for passengers and freight are controlled by the Road Transport Act (No. 6 of 1981) and Road Transport Regulations, 1981. Other legal instruments influencing the Sub-sector are the Lesotho Freight and Bus Corporation Order (No. 16 of 1987) establishing and mandating this Government corporation to provide road transport services, the Southern African Customs Union Memorandum of Understanding on Road Transportation, 1990, providing for coordination of road transport in Botswana, Lesotho, Namibia, South Africa and Swaziland, and the SADC Protocol on Transport, Communications and Meteorology, 1996.

Administration of the Road Traffic and Road Transport Acts 1981 is carried out by the Department of Traffic and Transport (DTT) of the Ministry of Public Works and Transport. The DTT headed by the Commissioner of Traffic and Transport, supports the Road Transportation Board, which is tasked with control of road transport, and has a division responsible for motor vehicle registration, licensing and driver licensing. Enforcement of the Road Traffic Act 1981 is done mainly by the traffic police, while the enforcement of the Road Transport Act is done principally by the Transport Inspectors of DTT.

The Division of the DTT responsible for motor vehicle registration and licensing and for driver licensing has a critical role to play in the Sub-sector for two reasons. Firstly, the licensing of motor vehicles is an important revenue instrument to recover some of the costs of maintaining and providing roads. Secondly, the basis of good road traffic law enforcement, and hence road safety, is to have accurate records of the owners and drivers of the vehicles to ensure proper follow up of persons who fail to comply with the safety laws. Computerization of motor vehicle register started in 2001, for Maseru and it is anticipated to be rolled out to other districts.

### **Current Status in Road Passenger Transport**

Road passenger transport services are provided almost exclusively by private entrepreneurs, with the exception of some passenger services into the more remote areas of the country, which are provided by the Lesotho Freight and Bus Services Corporation. Under the Road Transport Act 1981, operators of domestic public passenger transport services are required to obtain a permit to authorise the service concerned. The operator must apply for such permit, which may be a Route permit (C permit) or an area permit based on a radius of 10 km from a defined point (D permit). Each application for a permit is considered by the Road Transport Board. Opportunity is provided for other

operators, the public and other stakeholders to make representation to the Board in respect of the application, which representations are taken into account by the Board in deciding whether to grant the permit or not. Other information, such as the demand for service on the route applied for, the vehicle to be used, the operator's capability to maintain such vehicle, as well as his ability to sustain the service, is also taken into account. While the permit system was used to protect the Government operator (Lesotho Freight and Bus Service Corporation) in the very early days, it is now more a means to balance supply and demand. The Board attempts to approve applications for services to satisfy needs where the demand is apparent. Although it is not stated explicitly in law, the Board will in future apply a limit (in the case of minibuses) per operator on the more popular routes, to ensure that opportunity for competition exists. The tariffs for road passenger transport services are controlled by Road Transport Board regulation, under the Road Transport Act 1981. These are reviewed from time to time, and the tariffs are determined on the basis of costs of operating the vehicle.

The Road Transport Board attracts operators to areas where poorer and fewer passengers make the provision of services less financially attractive by;

- a) Negotiating rates with an operator where the road conditions justifies such special conditions
- b) The Road Transport Board encourages operators to ply their trade in areas where the roads are poor and there are few passengers by adding 25% of the basic tariff to compensate the operator for operating on a gravel road and another 25% if the operator is also operating in the highland areas.

Application for permits on main line paved road routes are frequent, and complaints of over trading by operators on these routes are commonplace, while on the unpaved roads into the more remote country rural sites, large areas with relatively sparse populations remain without any service.

The Lesotho Freight Bus and Services is mandated to provide service where there is a need but private operators are not willing to provide the service, but it operates in competition with private operators.

The SACU Memorandum of Understanding of 1990, and the SADC Protocol, 1996 guides international passenger transport operations. These provisions have only been implemented in Lesotho for "tours" or special transit visits for funerals or similar specific purposes. By far the majority of passengers traveling across the borders of Lesotho disembark from Lesotho operated vehicles at the border and having cleared border formalities embark on foreign owned vehicles for the onward journey. The process is reversed for the return journey. The cross border journeys are domestic passenger transport emanating from point of origin to the border. In future, full cross border services will be permitted under the SADC Protocol on Transport Communications and Meteorology of 1996 and the SACU Memorandum of Understanding of 1990 arrangements. This is done practically by liaison with the South African Department of Transport, Cross Border Transport Agency, to obtain contact with the destination Operators Association.



The following table illustrates the permits that have currently been issued under the various categories.

**Table O: Road Passenger Transport Permits**

Permit	Cab	Minibus	Bus or Medium Bus	Total all vehicle types
“C” class Route Permits	-	1,800	220	2,000
“D” class Area Permits	1,600	-	-	1,600
SACU “F” Permits	-	1,000	750	1,750
Total	1,600	2,800	970	5,350

Source: DTT 2004

### Road Freight Transport

Road freight transport is the “life blood” of the Lesotho economy, as no product or input is delivered without at least some distance of transport by road. In international freight transport road services complement the bulk transport by rail, with quicker, more flexible delivery of high value or perishable products. Within the country, all freight is delivered or collected by road. The delivery fleet consists of some 2700 vehicles registered in Lesotho, but this is complemented by a significant number of vehicles registered in South Africa.

Freight or goods transport by road is also carried out under the authority of a permit issued by the Department of Traffic and Transport. These permits are applied for by the operator and all goods vehicles must have one. There are two categories of domestic freight permit – “A” and “B”. An A permit is required to operate a goods vehicle for hire or reward, while a B permit is required for goods vehicles that are used only for the transportation of the owner or operators own goods. These permits are not route based and, once issued, authorises the operator to use the vehicle anywhere in Lesotho. Applications for freight transport permits used to be considered by the Road Transport Board but are now issued on application, by the Office of the Commissioner, on behalf of the Board.

Cross border road freight transport into SACU countries is also carried out under the authority of a SACU Cross Border Permit, classified category “F” and SADC Protocol, 1996 for both freight and passenger transport. This permit is issued on application, by the office of the Commissioner, and authorises the carrying of goods on any cross border journey in the SACU region.

There is no tariff regulation for goods transport, either in the domestic or cross border markets. The numbers of the different types of road freight transport permits are given in Table P.

**Table P: Road Freight Transport Permits**

<b>Permit Type</b>	<b>Total all vehicle types</b>
“A” Class Goods Permits	1,000
“B” Class Goods Permits	6,000
SACU “F” Permits	1,750
Total	8,750

Source: DTT, 2004

In essence the road freight transport is privately owned, and operates in free market system, where tariffs are determined according to cost and demand. The major issue facing this section of the Sub-sector is overloading of freight vehicles, which damages the road infrastructure. Overloading causes a safety risk, especially on roads with steep gradients, as found in the mountainous areas. Weighbridges have been installed at two border crossing points (Maseru and Maputsoe) and weigh points for use of mobile weighbridges are in place at various locations in the country. Full operation of comprehensive axle load control in the near future is essential to protect the road infrastructure, improve safety and ensure a healthy competitive environment in the road freight transport industry.

#### **Issues facing the Road Transport Sub-sector**

The issues facing the Road Transport Sub-sector are therefore the following:

- The need for fully computerised vehicle and driver registers, to provide a solid base for revenue collection from road users, as well as to obtain accurate and available records for Road Traffic Law enforcement purposes.
- The need for sustained commitment from all levels of Government and especially enforcement personnel, to prolonged road safety campaigns, to address the serious situation of the lack of road safety.
- The need for the new Road Traffic Bill to be enacted and brought into force, to provide the legal base for improved road traffic law enforcement.
- The need for broad stakeholder participation in reviewing and updating of legislation
- Harmonisation of road traffic standards and particularly axle load limits on heavy vehicles must be undertaken with South Africa and SADC.
- The need to review the Road Transport Act, 1981 and its amendments.
- The need for improved information relating to road passenger transport to be made available and maintained to allow informed decision making regarding issue of road transport permits.
- A need to capture the specific policies for transport sector in general including the needs of all sectors and priority population group in planning and provision of transport services.
- The need to review the role of the Lesotho Freight and Bus Corporation and to measure the success with which it serves “marginal” areas, without competing “unfairly” with the commercial operators.
- The need to review the way in which fares are controlled in the passenger transport industry.

- The need for operators to propose the fares through the Road Transport Board and Government to approve.
- The need to control overloading of passenger vehicles.
- The need to control overloading of freight vehicles.
- The need to have well trained law enforcers.
- The need for government to empower and promote the local freight transport entrepreneurs.
- The need to facilitate free access to the sea.

## **Road Safety**

### **General**

The general use of the road by privately owned vehicles that are operated for the owner's own purposes is controlled only by the safety and operating standards under the Road Traffic Act 1981. Public passenger and goods transport, while being controlled by the Road Transport Act 1981, is also required to fully comply with the provisions of the Road Traffic Act 1981. This Act provides for the minimum requirements for drivers, vehicles and for the operation thereof.

Several matters determine the level of road safety and traffic quality (even within the requirements of the Act, 1981). The fundamental issues influencing these are the following:

- Education of the road users (including pedestrians) – to ensure that people using the roads are fully aware of the safety requirements and the consequences (both legal and practical) of failing to abide by these.
- Engineering of the road and environment – the visibility, surface texture of the road, drainage, lighting, the traffic signs, and all other physical factors influence the safety of the road, while capacity, priority at junctions and incident management influence traffic quality.
- Enforcement of the law – involving ensuring that persons and particularly drivers of vehicles who ignore the requirements of the law are apprehended and punished. As indicated, the enforcement of the Road Traffic Act 1981 is mainly done by the Royal Lesotho Mounted Police. Encouragement of people to comply voluntarily with the safety requirements is crucial to improving road safety. In the absence of traffic court, it takes a long time to punish road users who violate the traffic law.

### **Status of Road Safety**

Lesotho has a poor (but improving) road safety record, with safety statistics that are among the worst in the world. Illustrative examples in 1985/6 include a fatality rate of 105 per 10,000 vehicles in Lesotho compared to 60 in Kenya, 30 in Zimbabwe, and 2 in the UK (World Bank:1998). The current accident statistics compared to 1992 figures are shown in Table Q.

**Table Q: Accident Statistics in Lesotho**

Item	1992	2001	2004
Accidents	2,196	3,538	3,678
Fatalities	320	292	274
Personal Injury accidents	1,495	2,217	1,970
Fatalities per 10,000 vehicles	150	N/A	69
Fatalities per million vkt*	0.7	N/A	N/A

Source: Road Safety, 2005 \* vehicle kilometre travel

The impacts of this high occurrence of road accidents are enormous. The cost in human life, medical costs and lost productivity, as well as the damage resulting from the accidents themselves is difficult to estimate, but the following calculations give a very conservative indication of the order of magnitude of the costs.

**Table R: Costs of Accident Statistics in Lesotho**

Item	No. of Accidents 2004	Direct medical, lost productivity and damage costs	Costs including grief and suffering
Fatalities	274	35,000,000	45,000,000
Personal Injuries	2,137	39,000,000	49,000,000
Vehicle damage only	3,000	30,000,000	30,000,000
Total costs all accidents			124,000,000

The cost of accidents are calculated according to the “gross output” (or human capital approach) – see report “Road Accident Costs 2003”

Unfortunately the worst hit in these situations are the poorest element of society, who both suffer the most from loss of a bread winner or salary earner who is killed or injured, but also lack the resources to make the best of any redress that is possible, such as the “Multilateral Motor Vehicle Accident Fund”.

The Department of Road Safety is currently developing initiatives to address all of the aspects of road safety, but sustained commitment from all levels of Government to prolonged campaigns are essential.

### **Proposed Road Safety Council**

The Department of Road Safety (DRS) has developed draft legislation to provide for a Road Safety Council.

### **Road Safety Issues**

The DRS implements a number of activities including awareness which contribute to reduction of accidents. Although the fatality rate is reducing, number of accidents are still many due to increase in number of vehicles as a result there is a need to continue to fight against road accidents because they contribute to increase of poverty by introducing a number of interventions.

- A need to improve traffic system in the urban areas and reduce speed of public vehicles and to ensure that vehicles on use are roadworthy. Various aspects of vehicle design and maintenance are involved in making road accidents fewer in number, accidents less serious to other road users and less severe to vehicle occupants.
- A need to train road users especially drivers because of being key factors in most accidents. Their behaviour influence and control vehicles while their behaviours are controlled by their personality, training and attitudes.
- A need to construct rest areas along the road for reduction of drivers' fatigue and to improve road furniture, road geometry including sight distance, vertical alignment, super-elevation, carriageway width, junction design, road surface, drainage, and other physical factors affecting safety in order to combat road accidents.
- A need to train law enforcers and to establish traffic courts with trained officers to ensure speedy and fair trial for offences and violations.
- A need to review the third party insurance and/or adopt the RSA road accident fund system.

### **Intermediate Means of Transport**

#### **General**

The term Intermediate Means of Transport (IMT) is used to describe modes of transport other than the formal road, rail, air and water transport that supports the formal sector of the economy. The term covers both non-motorised transport and unconventional motorised transport – and includes:

- Walking and head portorage (carrying goods on the head by pedestrians) – as the main means of individual transport for many of the poorest section of society.
- Riding of bicycles, horses, ponies and donkeys (and the use of animal drawn carts).
- Use of motorised vehicles that are smaller than the formal motorcar, including normal motorcycles, three and four-wheeled motorcycles (motor tri-cycles and quadric-cycles) and motorised agricultural machinery adapted to be used for transport (usually two wheeled ploughing machine fitted with a trailer).
- Any other innovative inexpensive design of low cost transport.

Transport into the remote rural mountainous areas of Lesotho has been traditionally provided by horse riding, pack animal (mainly donkeys) and by walking (pedestrian travel). Animal drawn carts are also used for goods transport. Due to the high purchase prices and the high cost of caring for animals, the increasing occurrence of animal or stock theft and problems caused by the harsh environment pertaining in many of the areas concerned, the ownership of suitable animals is becoming too expensive for many rural families. This leaves these families with no option but to walk to their destination, or the nearest point at which conventional road transport is provided. These families often have to spend long and strenuous hours walking, which then implies extra costs of finding accommodation at service centres or more formal transport terminals when the time taken to conduct business or receive services (e.g. clinics) results in insufficient time to make

the return journey on foot. This situation is severely aggravated when emergencies arise – and quicker transport has to be hired, as often the existence of the emergency, together with the lack of any alternative, allows the transport operator to charge rates well above the costs of provision of the service. Animal drawn carts, which have been the main goods transport for rural agriculture, are now declining due to the problems indicated in this paragraph, with the result that agriculture itself is also declining in many areas.

In the urban areas, rapid industrialisation, coupled to less than optimal urban development patterns, have resulted in a problem of a different nature, but with the same negative effect on the poorest section of society. While motorised public transport services in the form of taxis (sedan cars for hire), minibuses and buses do operate to and from industrial areas, the relative levels of wages against transport costs result in many of the lowest paid wage earners being unable or unwilling to pay the high percentage (about 20% or more) of their wage into transport. Again walking is presented as their only option (at present), with the consequent costs in terms of time and energy spent in the journey to and from work.

### **Infrastructure for IMT**

In the past, a network of bridle paths was established in Lesotho, providing initial access into many of the remote areas. The development of formal roads into some of these areas has meant that the importance of the bridle paths to these places has reduced. Many areas are still served only by these paths. The Department of Rural Roads, with assistance of development partners, has continued to improve access provided on these routes by constructing footbridges over problematic rivers, to provide more reliable access during the rainy season. However maintenance of these paths generally has been inconsistent, partly due to a lack of formal design standards and policy on these.

In the urban situations, while roads into industrial areas have generally been provided, provision of facilities for pedestrians has been limited and any consideration of other possibilities such as bicycle paths, or provision for smaller motorised public transport appears to have been omitted. Although the natural terrain in the urban areas has mitigated against extensive use of bicycles or other IMTs due to steep gradients, this is a challenge which could be overcome with careful and appropriate selection of IMT and the design of the infrastructure to match the requirements thereof.

**Table S: Number of Footbridges by Districts**

Districts	Number of Footbridges
Butha-Buthe	21
Leribe	30
Berea	15
Maseru	29
Mafeteng	10
Mohale's Hoek	11
Quthing	17
Qacha's Nek	29
Mokhotlong	35
Thaba-Tseka	24
Total:	221

Source: DRR, 2005

Maintenance of footbridges is allocated M500, 000, annually and bridges are maintained as and when need arises.

### IMT Services

As indicated, walking and head portage are the major modes of transport for the vast majority of the poorest section of society, in both the remote rural areas and the urban areas. Apart from “for hire” animal transport in the remote rural areas, no IMT transport services are offered.

### Issues Relating to IMTs

The existing situation in both the remote rural and the urban areas appears to have high potential to improve the lot of the poorest section of society, if the use of appropriate IMTs can be developed in a pragmatic and sustainable way. To achieve this, the following issues need to be resolved:

- Formal recognition of the need to develop unconventional transport services and to innovate in the application of these services is required.
- Planning for infrastructure for transport needs to acknowledge that for certain remote areas with less dense populations, transport other than roads needs to form the permanent means of access.
- Appropriate IMT services need to be considered in the remote rural areas, especially the mountainous areas, which need to be properly researched, designed and initiated where sustainability is indicated.
- Use of cable cars for tourism purposes should be encouraged in the highlands of Lesotho for crossing rivers.
- Planning for infrastructure in towns and industrial areas needs to acknowledge that the present demand is for pedestrian ways and appropriate zoning of residential and industrial area must be critically considered in planning development, and that shortest route pedestrian facilities should be provided where possible to reduce the time and effort taken to walk to work.
- Alternative to walking and conventional motorised transport must be considered and discussed with the broader working population including priority population

- groups, to identify ways to improve the provision of low cost home to work transport services.
- Annual IMT traffic surveys.
  - Establishment of legal and institutional framework for IMTs within the transport sector.
  - Needs assessment to establish statistical facts or data on the current needs of IMTs infrastructure and services development.
  - Categorising / classifying IMTs for both rural and urban.

### **Rail Transport Sub-sector**

#### **General**

The Rail Transport Sub-sector has been largely omitted from the planning for the Sector in the past, partly due to the minimal infrastructure in Lesotho, but also due to the fact that the operator of the services is a South African based company, Spoornet. However, if the transport of freight is the life blood of the Lesotho economy, the rail link and services to Maseru is definitely one of the arteries. Approximately 36% of bulk goods are imported or exported by rail.

#### **Rail Infrastructure**

The rail infrastructure consists of approximately 2.5 km of line from the Maseru Bridge Border post to Maseru Container Terminal. The railway line is maintained by Spoornet. The facilities at the Maseru container terminal, and the bulk grain depot, are owned by the Government of Lesotho and leased to the rail operator. The terminal is in poor condition and the standard of facility at the container handling is atrocious. The bulk grain and fuel handling facilities are maintained by milling and fuel companies and are in good condition. Equipment for handling goods at the terminal consist of two 35 tonne cranes, one 15 ton crane, four fork lifts and one grab.

Other facilities on the South African rail system that provide services to Lesotho traffic are the Ficksburg and Wepener rail heads, from where road services link into Lesotho to Maputsoe and Mafeteng. Rail heads at Fouriesburg, Zastron and Gumtree no longer handle freight for Lesotho.

#### **Rail Services**

Two (2) freight trains run between South Africa and Maseru (to and fro) daily, carrying container traffic, and bulk goods. The approximate tonnages of freight transported are shown in table T.



**Table T: Tonnages of Commodities Transported by Rail**

Items	1992	2000/01	2001/02	2002/03	2003/04	2004/05
Maize tons	141,000			111,000	97,000	129,000
General tons	65,000	1,548	1,362	3,600	3,000	7,000
Cement tons	41,000	144,000	146,500	131,000	119,000	107,000
Wheat tons	40,000					11,000
Fuel tons	37,000	21,500	25,600	38,000	42,000	38,000
Coal tons	22,000	2,436	1,958			
Timber tons	3,000	265	469			
20' containers (loaded inbound)	362	43,870	53,360	64,970	61,570	67,840
20' containers (loaded outbound)	400	11,830	14,880	9,310	8,010	2,170
40' containers (loaded inbound)	1,465	4,490	5,470	5,320	6,410	7,890
40' containers (loaded outbound)	913	23,980	26,070	26,310	12,240	20,350

Source: MASCON 2005

Regular passenger services were withdrawn during 1989. Occasional passenger services for specific purposes are provided, but these do not form a regular service. Liaison between the Government of Lesotho and the rail operator is facilitated through the Lesotho Revenue Authority (LRA). A committee comprising officials from Spoornet, Trade and Industry, LRA, MCC, and MoPWT has been set up to look at development of the Terminal.

### **Issues facing the Rail Transport Sub-sector**

The main issues facing the rail Sub-sector are:

- The need for active and dynamic liaison, planning and integration of the rail services into the Sector.
- The need for a modern efficient mode interchanges – especially for container traffic.
- The need for a dry port – as a terminal for “inbond” containers and goods from countries outside the Southern African Customs Union.
- The need for establishment of an institution or unit responsible for rail in the road sub-sector
- Improved facilities at the station for proper checking and control of goods for Customs purposes.
- Possible development of a branch line to serve Thetsane, Tikoe and Moshoeshoe I International Airport.
- Possible development of a rail line from Bloemfontein through Lesotho to Durban.
- Resolving land ownership and leasing arrangements; and management arrangements at, the rail terminal (MASCON).

## **Inland Water Transport**

### **General**

Lesotho, being a landlocked country with no navigable rivers, has not previously had need for any form of water transport policy. Several rowing-boat river ferries are operated to provide river crossings at strategic places across the Malibamatso, Senqu and Senqunyane Rivers, but these were operated by the Department of Transport and Traffic as a service to the communities, and are not regulated in any way. With the completion of Phase IA of the Lesotho Highland Water Project (LHWP), the Katse Dam was completed, which created a lake some 35 km long in the Malibamatso River valley. Completion of Mohale Dam under Phase IB of the LHWP has created another lake stretching some 20 km up the Senqunyane River valley and several km along the Bokong and Jorotane River valleys. These lakes provide an opportunity for water transport to develop to meet the needs of the populations in these areas. This opportunity has significant potential, when it is appreciated that the main alternative to water transport is road transport through tortuous mountain terrain involving sharp curves, steep grades and considerably greater distances along the road alignments, when compared to the direct route possible by boat along the lakes.

### **Services for Inland Water Transport**

At present the service provided for inland water transport is limited to aluminium rowing-boat river ferries with an average carrying capacity of eight (8) adults. There are reportedly 39 places (31 of which are shown in Table U: Location of Ferry Services) at which this type of service is provided, most of which are operated by the Department of Traffic and Transport. The rowing boats are in the process of being replaced with 10 sites having new safer aluminium boats with a further initiative to improve the boats at more of the sites in the near future. The boats at the other sites are in a state of poor repair and require replacement at the earliest opportunity. The ferry sites are not generally provided with any infrastructure due to the perennial nature of the rivers, which vary from very low (even fordable – preventing the ferries operating) during the dry season, to being raging torrents during the heaviest rainy season (which also prevent the ferries operating for safety reasons). Landing stages, piers or any other fixed infrastructure therefore cannot be installed, as it will either be out of the water or completely inundated and in danger of being swept away. At the crossings with the most potential for future traffic, road bridges are being planned to replace the ferries.

The two lakes created under the LHWP already provide the opportunity to develop transport services which would be efficient, quick and competitive. If the entire LHWP is completed, the potential for a water transport service with short road links between the lakes, will exist from Sekake in the south east of the country, through the relatively inaccessible eastern valleys along the Senqu and Malibamatso Rivers to Thaba Tseka, Mokhotlong, Katse and Ha Lejone in the north.

The existing ferry services across rivers are provided at the points indicated in Table U below.

**Table U: Location of Ferry Services**

<b>Location</b>	<b>Local Authority</b>	<b>River Crossing</b>
Hlotse		
Mokupung		Senqu
Lehonyeling	63 Hloahloeng 63	Senqu
Ha Khotso	A13 Semonkong A13	Senqunyane
Ha Beka	F06 Mootsinyane	Senqu
Ha Njita	F12 Likhutloaneng	Senqu
Ha Sekake/Setofolo	F14 Qabane	Senqu
Ha Setofolo	F14 Qabane	Senqu
Ha Potomane	G05 Ha Nkuebe	Senqu
Pokane	G05 Ha Nkuebe	Senqu
Ha Danyeale	G07 Mkhono	Senqu
Ha Mashapha	G07 Mkhono	Senqu
Pitsaneng	G07 Mkhono	Senqu
Ha Robi	G08 Mokotjomela	Senqu
Mount Moroosi	G08 Mokotjomela	Senqu
Ha Nkoko	H01 Patlong	Senqu
Ha Mantilane	H02 Whitehill	Senqu
Ha Mothesele	H02 Whitehill	Senqu
Lebakeng	H02 Whitehill	Senqu
Ha Noosi	H03 Letloepe	Senqu
Ha Mohlapiso	H05 Maseepho	Senqu
Matebeng	H05 Senqunyane	Senqu
Auplasi	H10 Ha Ratsoleli	Senqu
Ha Mofutho	H10 Ha Ratsoleli	Senqu
Mateanong	H10 Senqunyane	Senqu
Mateanong	J10 Malibamatso	Senqu
Koma-Koma	K07 Mohlanapeng	Senqu
Malibamatso	K07 Mohlanapeng	Malibamatso
Manganeng	K07 Mohlanapeng	Malibamatso
Matsaile	K07 Mohlanapeng	Malibamatso
Tlokoeng/ Sehonghong	K13 Sehonghong	Senqu
Ha Motsiba	Thaba-Kholo	Senqu

Source: DRR 2005

**Table U (1): Total Number of Riverboats per District**

<b>District</b>	<b>OLD Riverboats</b>	<b>NEW Riverboards</b>
Thaba-Tseka	6	1
Qacha's Nek	12	3
Quthing	10	8
Mohale's hoek	2	0
Maseru	2	0
	32	12

Source: DTT 2005

All these riverboats are within the Senqu River except for Mateanong whereby they meet between Senqu and Senqunyane.

Individual ferry operators provide some of these services on a commercial basis for a fee, but most of these are provided free of charge by persons employed by the Department of Traffic and Transport. Although full privatising of the services was considered, the general viability of these services has not been determined, and the essential nature of the service mitigates the continued provision of the services by Government.

There are no formal transport services offered by boat on the lakes at present. However the Lesotho Highlands Development Authority has promulgated regulations, through the Lesotho Highlands Development Authority Order 23 of 1986, relating to boating on the lakes falling under the LHWP. The intention of these regulations is to set out basic rules of the use of boats for safety (mainly aimed at pleasure craft), and to set out regulations regarding the protection of the water quality and the environment.

### **Issues relating to Inland Water Transport**

The potential for substantial inland water transport on the lakes created by the LHWP is developing, which means the following issues need to be considered:

- The use of boats for transport on lakes will increase and should be encouraged where this is appropriate and meets the development needs of the communities living around the lakes.
- The use of water transport for agricultural purposes along Mohokare (Caledon) River during rainy season should be encouraged.
- Generally boats must be used in a responsible and safe manner that does not compromise safety. The person responsible for the boat must have an understanding of the use of the boat and of the safety of any passengers on the boat.
- Where boats are used for public transport (i.e. for conveying passengers and goods for reward), safety standards must be clearly specified and enforced, to prevent accidents and consequent injury or loss of life. Services of this nature must provide appropriate facilities for safe embarking and disembarking, as well as facilities such as lifejackets for all passengers and have staff trained in managing emergency situations.
- Protection of the environment and particularly water quality must be provided.
- Legislative provision for the above needs to be made by Government.
- The extent to which the existing ferry services need to be regulated under the safety regulations promulgated above needs to be considered, as they have previously been operated as a public service by Government.
- The desirability of commercialising or privatising these river ferry operations needs to be explored. Privatising creates opportunity for provision of self-funding, demand driven services, but concerns about possible failure to maintain safe standards or the charging of unaffordable rates, particularly in emergency situations, have so far militated against this initiative.

- The placing of the river ferries under the local community council, is an intermediate step to bring the service closer to the people.
- Establishment of a home (institution) for water transport within the transport sector.
- Development of legislations /regulations for water transport sub-sector. In the process harmonise, with already existing water transport policies and regulations at national level e.g. LHWP water regulations.
- Provision and development of inland water infrastructures e.g. jetties

### **Funding of the Transport Sector**

As indicated, Government has previously played the role of infrastructure provider, and has funded this out of its recurrent and capital budgets for maintenance, and out of its capital budget (including donor contributions) for investments into new infrastructure. Operational costs have been covered generally by transport operators with the exception of Spoornet which funded the development of the rail link into Maseru, as well as operating expenses.

### ***Government Allocations***

The amounts of expenditure on the operation of transport services are not available as these costs are borne by the private operators. However the amounts involved in the provision and maintenance of transport infrastructure have been estimated as shown in Table V

**Table V: Analysis of 2001/2002 Transport Infrastructure Needs and Provisions (in LSL Million)**

<b>Items</b>	<b>2001/2002 Provision</b>	<b>2001/2002 Needs</b>	<b>2001 / 2002 Optimal</b>
GOL recurrent contribution	75	91	91
GOL capital contribution	49	92	92
Capital from grants and loans	144	-	194
<b>Total Provisions</b>	<b>269</b>	<b>183</b>	<b>377</b>

Source: Estimates book for 2001/2002

Table V shows that the actual provision of M269million for transport infrastructure by Government, exceeds the minimum amount of M183million needed to maintain the infrastructure at its present level. However, the actual provision is less than the optimal funding strategy required to fully maintain, rehabilitate and serve new areas of need, for which an estimate of M377million is required. It also shows that although the actual provision exceeds the minimum requirement, a large part of the provision is coming from donor grants and loans, which are not strictly sustainable. This represents the culmination of a trend where reliance has been increasingly placed upon the contributions of the development partners, not just for the development of new infrastructure where justified, but also to assist with necessary rehabilitation and even maintenance works, to keep existing infrastructure in good condition. This tendency has been found to greater

and lesser degrees in other countries in Africa as well. Actual allocations to the Transport Sector in the form of recurrent and capital budgets are shown in below.

**Table W: Table of Allocation to the Transport Sector in (LSL)**

	MoPWT	MoLG
Recurrent Budget 2004/05	127,000,000	240,850,580
Capital Budget 2004/05	332,000,000	60,500,000

Source: Estimates book for 2005/2006

**Table W (1): Analysis of 2000/01 to 2005/06 Budget for MoPWT in (LSL)**

Transport Sectors	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06
Administration	7,479,830	5,324,100	8,939,850	9,087,020	9,367,070	9,395,510
Roads Infrastructure	51,871,420	57,555,860	51,672,170	55,960,950	10,135,740	49,578,410
Rural Roads Infrastructure	9,926,290	11,387,280	24,132,890	20,200,410	18,003,860	19,867,290
Traffic and Transport Services	8,047,010	6,481,780	10,677,040	10,596,110	11,822,830	13,025,680
Road Safety	-	-	-	-	2,620,440	2,657,950
Civil Aviation	9,903,040	9,196,510	11,476,180	11,593,040	11,482,390	12,293,100

Source: Estimates book for 2005/2006

The increased pressure on scarce resources which result in the above tendency has lead, in other countries in Africa and particularly in Southern African Development Community countries, to the investigation of alternative ways of funding and managing transport infrastructure. This has included looking at cost recovery systems, as well as commercialising and privatising airports, harbours, rail terminal and roads.

#### 4.10.1 Funding of Air Transport Infrastructure

Air transport operations are funded by the service providers, and therefore are not discussed as part of this policy for Government. The funding of the air transport infrastructure, as presented in the Government Budget Book for the financial years indicated is shown in Table X.

**Table X: Budget Provisions for Air Transport Infrastructure (LSL million/year)**

	Item	1999/2000	2001/2002	2004/2005
1.	Total Recurrent provisions for DCA	5.43	9.22	11.48
2.	Provisions for DCA excl. Moshoeshoe I	2.17	3.42	4.54
3.	Provision for Moshoeshoe I	3.26	5.80	6.94
4.	Maintenance of Public Assets for DCA	0.40	0.27	0.90
5.	Maintenance of Public Assets for Moshoeshoe I	0.32	0.60	0.60
6.	Reseal of Runaway – Moshoeshoe I	-	-	-

Source: Department Civil Aviation, 2004/2005

The allocation of Maintenance of Public Assets for DCA provides funds to carry out maintenance on the rural aerodromes. The Maintenance of Public Assets allocation for Moshoeshoe I includes for physical maintenance. A special allocation of LSL 10.00 million was provided to reseal the runway of Moshoeshoe I in 2002/2003.

Funding for infrastructure provisions, maintenance and expansion of airports is inadequate. As a result, provision for aviation security, fire and rescue services, air traffic and navigational services as well as infrastructure inspection have not always been up to the required standard. These figures represent the best estimates of needs. It is however apparent that significant funding for upgrading of Moshoeshoe I International Airport navigational AIDS, safety, fire fighting and security systems needs to be made available to improve the present status of this airport.

#### **4.10.2 Funding for Road Infrastructure**

Funding for road infrastructure is provided from several sources, through various mechanisms.

In the past funds for all roads were channelled through Government's consolidated revenue account, with allocations through both the recurrent budget (mainly for maintenance) and capital budget.

The Road Fund provides funds for road maintenance since its establishment in 1998. Road agencies, including MoLG and MCC, submit funding plans and proposals for road maintenance and rehabilitation to the Road Fund Secretariat, which analyse these and tables them for discussion and approval by the Roads Fund Board. Projects and programmes are allocated funding depending on the amount available from the Road Fund resources.

Development Partners who fund road maintenance and construction activities by means of grants and loans do not pass such funding through the normal fiscal channels in Government but deal directly with the relevant road agency. While the use of these funds has been subject to normal budgeting and audit control, this has resulted in a lack of overall co-ordination in the funding of roads.

Road maintenance programming and administration have now become more difficult with the agencies having to deal with several separate sources of funding, with no clear overall picture of the funding of the Sub-sector as a whole being available. Imbalances between allocations have resulted. Urban roads, which carry by far the heaviest traffic flows, have received the lowest allocations, and are in the worst condition. Rural roads, which carry the lowest traffic volumes, often receive the highest allocation as a percentage of the need for maintenance.

It is necessary in the future to resolve this lack of co-ordination in the funding of roads, which involves having one channel for such funding to allow a clear and accountable process to be set up and monitored. The Road Fund is the most appropriate body to carry out this important role, for several reasons:

- The Road Fund is governed by a Board that has members who represent the users of roads (those who are paying the user charges), the constructors of roads, the general public as well as the Government. The Board therefore has access

- through its members to technical and financial expertise to provide a solid platform for balanced investment decisions relating to roads.
- Although it is still unclear as to whether user charges will ever generate sufficient revenue to sustain adequate funding for the Sub-sector because of the low levels of road use, the Road Fund is still the logical place for all funds relating to roads to be deposited, for rational allocation within the Sub-sector. So even if funds are still provided annually by Government, and are obtained from donors, to supplement the user charging system, the Road Fund and the Road Fund Board should receive these and have responsibility for the allocation thereof.
  - While none of the user charges provide a precise measure for recovering actual road costs, the fuel levy, which is one of the main charging mechanisms, is one way of the ways to ensure that people using the roads more than others, will also contribute more through paying more fuel levy. The Road Fund is already the repository for these levies.
  - The Road Fund is in the best technical position to be able to develop and apply a rational system or formula for allocation of funds to different parts of the network.
  - Disbursements from the Road Fund to the road agencies have the advantage of more financial discipline in that work is only allowed on agreed programmes, with appropriate controls being carried out regularly, in the form of technical and financial audits.

There are necessary conditions to the above proposal being successfully implemented. These are:

- Present difficulties in the operation of the Road Fund and the Road Fund Board must be overcome.
- Full support of Government is necessary to ensure the Road Fund operates as intended.
- Government needs to commit to continued funding of roads, but to channel these funds through the Road Fund.
- The possibility of the formation of a single agency responsible for roads would considerably improve the operations of the Road Fund, and improve the accountability for the use of the funds.

A brief analysis of the 2000/2001 - 2003/2004 budgets shows the amount of funds allocated, firstly through the recurrent budget, including Road Fund allocations, and secondly through Government funding and donor contributions in the capital budget. These estimates are given in Table Y:



**Table Y: Budget Funding Relating to Roads by Financial Year (LSL Million)**

Item	2000-2001	2001-2002	2003-2004
Recurrent Allocations – Total	104.56	100.46	97.91
Roads Branch	51.72	57.56	56.77
Department of Rural Roads	19.80	22.66	22.51
MOLG (MoPA Vote)	0.73	0.69	0.00
Road Fund	31.78	19.56	18.63
Direct Expenditure on Road Maintenance.	76.08	69.57	61.05
RB MoPA & MW Votes	33.62	38.90	32.00
Estimated RB Force Account	5.81	5.90	6.20
DRR MoPA & MW Votes	2.94	3.42	2.97
Estimated DRR Force Account	1.20	1.10	1.25
MOLG (MoPA Vote)	0.73	0.69	0.00
Road Fund	31.78	19.56	18.63
Capital Estimates for Roads	156.14	204.08	252.28
Government MOPWT	23.07	50.97	112.40
Government MOLG	32.00	15.50	5.58
Development Co-operating Partners	101.07	137.61	134.30
GOL Total excluding administration	131.15	136.04	179.03
GOL Total including administration	159.10	166.93	215.89
Total for Roads Sub-sector	290.25	302.97	394.92

Source: Estimates book for 2003/2004

Abbreviations – MPA Vote means Maintenance of Public Assets Vote  
 - MW Vote means Minor Works Vote

Unfortunately these figures are based upon budgeted information (except for Road Fund information which is from actual expenditure in the accounts) as the actual expenditures were not readily available at the time of compilation. These will be updated as more reliable information becomes available. It should also be noted that the efficiency in utilisation of these funds is not easily determined.

The Maintenance of Public Assets votes are used for road maintenance purposes. The estimated force account inputs from each of the Roads Branch and the Department of Rural Roads is based on an assessment of how much of the salaries and wages of these two roads agencies are spent on the roads. As there is no actual allocation system for salary and wage expenses, these amounts are based upon pragmatic assessment of the amounts involved.

Several important factors are apparent from the information given in Table Y:

- There is a worrying decline in the nominal funding from the recurrent budget to the roads sub-sector.
- When considering the amount of funding allocated directly to road maintenance the decline in funding levels is even more pronounced. If real values were calculated, these figures would represent a steep decline in the actual amount of maintenance being carried out.

- Even the Roads Fund expenditure on road maintenance declined from 2000-2001 to 2003-2004.
- Capital contributions from Government have increased considerably, as have contributions from Development Co-operating Partners. Some of these funds have been spent on rehabilitation of roads (in Maseru and on the arterial road network) but much of it has been spent on extending and upgrading the network, resulting in even higher recurrent demand for funds for maintenance of these additional facilities.

The Road Fund system – which allows expenditure only on contracts – provides more transparent accounting and cost allocation. The Road Fund amounts are all spent on road maintenance and rehabilitation, and audits of contracts carried out are used to verify that work done is according to specification.

The Road Fund revenues are obtained from various different road user charges. These are:

- Road maintenance levy on fuel
- Border toll fees
- Motor vehicle licence fees
- Overloading fines and charges
- Other fees.

Due to the Road maintenance fuel levy being the most important source, and the other fees together yielding approximately 30% of the revenue, these are dealt with as two sources – the levy and other fees.

These charges are aimed at charging the road users in the most equitable manner possible, for the use they make of the road system. The level of the charges will, in future, be set to recover the costs of maintaining the road network (or the cost of maintaining an agreed portion of the road network). Although the Road Fund Board has not increased the Road Maintenance Levy on Fuel since 1998, the Board has successfully introduced a more efficient Border Toll collection system, which has improved revenue from this source considerably. Other fees have also not been adjusted.

Expenditure from the Road Fund is not limited solely to road maintenance as it has firstly to pay for its own administration and also fund road safety projects. Table Z shows the history of the Road Fund activity in some detail. Revenues have been categorised into the Road Maintenance Fuel levy and Tollgate, and Other fees (as presented in the Roads Fund statements).

**Table Z: Road Fund Revenues and Expenditure by year and agency**

Item	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005
<b>Road Fund Revenue Total (LSL mill)</b>	<b>24.29</b>	<b>29.78</b>	<b>31.45</b>	<b>30.69</b>	<b>30.96</b>
Road Maintenance Levy (LSL mill)	17.39	18.67	19.76	19.15	19.51
Tollgate Fees & other (LSL mill)	6.90	11.11	11.69	11.54	11.45
<b>Road Fund Expenditure Total (LSL mill)</b>	<b>33.49</b>	<b>26.62</b>	<b>28.24</b>	<b>25.97</b>	<b>29.65</b>
Road Maintenance (LSL mill)	31.78	19.56	22.77	18.63	22.45
Roads Branch (LSL mill)	7.62	10.94	4.4	3.40	5.54
DRR (LSL mill)	18.85	6.88	11.8	14.40	14.0
MCC (LSL mill)	1.47	0.10	3.68	0.68	0.075
Local Govt (LSL mill)	3.83	1.64	2.77	0.15	2.49
Road Safety (LSL mill)	0.53	3.13	0.056	0.59	0.34
Admin & other (LSL mill)	1.19	3.93	5.5	6.75	7.20

Source: Road Fund, 2005

The Road Maintenance Fuel Levy is part of the price of fuel. The breakdown of the fuel price is shown in Table AA.

**Table AA: Breakdown of the Price of Fuel (2002)**

Item	Petrol (lisente/litre)	Diesel (lisente/litre)
IBLC*	228.103	218.856
Storage/Handling	2.200	2.200
Road Delivery	7.000	7.000
Road Maintenance Levy	15.000	20.000
Impost Levy***	44.000	44.000
Petroleum Fund	3.000	3.000
MVA	8.000	8.000
Duty***	4.000	4.000
Industry Margin	17.000	17.000
Sales Tax***	35.900	35.600
Dealer's Margin	21.000	21.000
Over/(Under) Recovery	9.797	11.344
Pump price	395.000	392.000

Source: MoNR \* IBLC = In Bond Landed Cost (of refined fuel) \*\* MVA = Motor Vehicle Accidents fund

\*\*\*Taxes to Government's Consolidated Revenue Fund

Although the fuel price is adjusted frequently to take account of changes in the In Bond Landed Cost of the refined fuel, the other items generally maintain stable relationships.

It is important to note that there is a gap on the fuel price as most vehicle users in Lesotho travel frequently to South Africa for business, shopping and recreation. Therefore the price of fuel in Lesotho has to be kept below that in South Africa, otherwise vehicle users will just purchase their fuel in the neighbouring country.

#### 4.10.3 Road Network Funding Needs

The Road Fund has recently determined the road maintenance and rehabilitation needs for the entire network in Lesotho as part of the “Study to Review the Projected Road Maintenance Needs and the Generation of Road Fund Revenue”<sup>10</sup>. This study identified the overall needs of the road network as shown in the following Table AB:

**Table AB: Road Network Funding Needs (excluding the administration)**

Authority	Road Operations Funding Needs LSL Million				
	Routine	Periodic	Rehab.	Upgrade	TOTAL
Roads Branch	10.17	13.71	32.36	36.21	92.45
Department of Rural Roads	21.58	24.46	10.70	19.04	75.78
Maseru City Council	7.26	2.52	3.49	33.37	46.64
Min. of Local Government	4.34	4.43	8.91	40.32	58.00
<b>TOTAL</b>	<b>43.35</b>	<b>45.11</b>	<b>55.46</b>	<b>128.94</b>	<b>272.87</b>

Source: Study to Review the Projected Road Maintenance Needs and the Generation of Road Fund Revenue, 2003.

On top of these direct costs, administration of the road network will require an additional M30 million per year approximately. If it is to be assumed that routine and periodic maintenance must be carried out from recurrent sources (Roads Fund and, if necessary, Government’s recurrent budget), then M118.45 million (88.45+30) is required from these recurrent sources. Rehabilitation of roads requires a further M55 million per year and upgrading a further M128.94 million per year.

<sup>10</sup> Study to review the projected Road maintenance Needs and the Generation of Road Fund Revenue, compiled by Africon Lesotho, on behalf of the Roads Fund Board, June 2003

## 5. PROPOSED TRANSPORT SECTOR POLICIES

### Government Policies

In keeping with the national policies spelled out in Vision 2020 and Poverty Reduction Strategy, the transport sector policy proposes comprehensive policies that address issues relating to access and mobility. This section looks at Integrated Transport Sector Policy which consists of overall transport sector policy and its sub-policies. Furthermore it states administration policy for the sector and specific sub-sector policies namely:

- (i) Road Infrastructure Policy
- (ii) Road Transport Policy
- (iii) Air Transport Policy
- (iv) Road Safety Policy
- (v) Rail Transport Policy
- (vi) Inland Water Transport Policy
- (vii) Intermediate Means of Transport Policy
- (viii) Environment Policy

This section further outlines background information and specific strategies, for implementation of each policy proposed. (Policies and strategies are italicised).

### Overall Transport Sector Policy

The general statement of Transport Sector Policy is as follows:

*Government will provide an enabling environment for efficient, cost effective and safe transport, within Lesotho, regionally and internationally, to facilitate sustainable development of the economy, social services and of the population in general.*

This will facilitate the sustainable development of the economy, social services and of the population in general. In order to give direction within this broad statement, to ensure the various issues of Government Policy mentioned above are addressed, and to allow specific targeted strategies to be developed for the Sector and within the Sub-sectors, a list of sub-policy items follow to provide a solid framework for implementation.

#### **5.2.1 Sub-Policies Underpinning the Overall Transport Sector Policy**

The overall Transport Sector Policy will be underpinned by specific sub-policies as follows;

- a) *Planning for an integrated transport system for the entire country, using all modes in complimentary roles, to serve the economy and the population at large, in both the urban and rural context, with the appropriate level of service.*

The first essential ingredient in implementing any policy is a well-documented plan, which will be a “living document” that can be discussed and revised as circumstances change and as the system develops. The plan must deal with infrastructure and services, and the issues of how these are provided. To do this accurately, sound transport statistics, are required as covered under administration policy. .

***b) Ensuring the maintenance of existing transport infrastructure, as a priority to protect the enormous previous investment in this valuable commodity.***

This is the second essential to recognise the enormous value of the existing transport infrastructure, and the possible cost, not only in replacement (approx M5.9 billion), but also in increased operating cost of the system, if this is not maintained.

***c) Rationalising where necessary, and upgrading or extending where justified, transport infrastructure, in accordance with the planning for the integrated transport system.***

Recognition of the fact that transport needs change, and systems cannot be established abruptly but develop over time, must be formalised in the policy. The justification for upgrading of infrastructure will generally be economic based upon established usage of a facility. Extending infrastructure into rural poor areas must be based upon social development criteria and measures of potential development, as direct economics will not provide the necessary rate of return.

***d) Facilitating safe and efficient international movement of goods and persons by air, rail and road transport, through development and implementation of multi-lateral and bi-lateral international agreements.***

Transport services are dealt with firstly in the international context. International transport is almost entirely conducted by private transport operators, without intervention from Government, except in terms of safety and law enforcement. This is in line with overall Government Policy. Simplifying cross border requirements and procedures is an area in which on-going effort should be invested.

***e) Facilitating, promoting and enabling private entrepreneurs to provide the transport infrastructure and services necessary to meet demands of the economy and the population for transport in each of the modes, on a commercial, competitive, transparent and accountable basis.***

Private entrepreneurs also largely provide domestic transport services. To ensure the free market operates to the benefit of the country generally, a professional, mature industry is required. In addressing the needs, particularly of the poorest in society, efficient use of

resources is essential. This means that procuring of infrastructure and services must be done on a commercial competitive basis, to obtain the maximum benefit from the investments made. This will ensure that economic efficiency is achieved by the principles of free market. Price and level of service are determined by the need for such service.

***f) Ensuring, and improving, safety of all modes of transport.***

While encouraging competition to ensure competitive pricing of transport, the safety of the transport systems, especially those conveying passengers is of primary importance.

***g) Developing relevant skills amongst poor members of society that will help them make rational investment decisions giving due regard to financial constraints in providing transport infrastructure and services, even if the cost recovery is not guaranteed.***

While the above initiative subsections (a-f) are in line with Government Policy, they do not achieve the objectives of improving a lot of the poorest section of society, without some external stimulus. It is therefore essential that the intention of Government to deal with poverty, as expressed in the Poverty Reduction Strategy be formalised in the sector by this policy. This recognises that Government intervention on behalf of this disadvantaged section of society is necessary, while also recognising that resources are finite and have to be used carefully, efficiently and on a sustainable basis.

***h) Applying, as far as possible, cost recovery principles to ensure that direct operating and maintenance costs for facilities and services are recovered through direct charges, as the main key to sustainability.***

Sustainability will be obtained by the users of the system paying the costs of providing the system, as far as possible.

***i) Investigating and where appropriate, developing intermediate and non-motorised forms of transport, especially where these can enhance the quality of life for the rural and urban poor.***

Research and development of intermediate and non-motorised modes of transport will enhance the quality of life of the rural poor, especially in mountainous areas where vehicular access is extremely difficult and expensive, and possibly for the urban poor, where motorised travel may not be necessary, if viable alternatives were available. This may include initiatives like development of horse stables and bridle paths in remote communities and providing direct foot paths or cycle tracks in industrial development areas.

- j) Promoting and ensuring that inland water transport is developed safely and appropriately to serve communities in areas surrounding lakes, or in areas where access is only possible using ferryboats across water courses.***

The Government has constructed Katse and Mohale Dams which are 35km and 20km respectively and water transport has been promoted along these dams. In addition, areas on the eastern side of Senqu River are only accessible through use of ferries therefore water transport needs to be developed.

- k) Ensuring that social, environmental, gender and HIV and AIDS issues are dealt with holistically in policy formulation and in the planning and implementation of operations for the development of the Sector.***

The need to recognise the responsibilities of the Sector with regard to social and environmental issues needs to be spelt out. This must include providing adequately in the transport system for previously disadvantaged groups such as disabled people, as well as ensuring recruitment and management of the industry to reflect the social norms.

- l) Ensuring that the transport needs of priority population groups such as herd boys, children, orphans, youth, teenage mothers, domestic workers, illiterates people with disabilities, guardians, elderly, the sick, women and correctional services inmates are included in policy formulation, planning and implementation of transport infrastructure and services.***

The sector will achieve the above by facilitating and encouraging special improvements including:

- (i) For Children, youth and orphans:
- Proper escort for children to schools.
  - Promotion of registered school buses with proper and clearly spelled out standard features/markings – with seat belts.
  - Introduction of IMTs for traveling to school (such as horses, donkeys, ox-carts etc). and an intensive road safety education is necessary in order to reduce accidents.
  - The provision and enforcement of car bay seats and the use of Lesotho Freight and Bus Services.
  - Subsidized transport fees/charges and a use of military and police vehicles for traveling to schools.
- (ii) For disabled, the sick and elderly:
- Kneeling buses, special buses and/or taxis for senior citizens equipped with the basic essentials such as wheel chairs, lifts and cranes.
  - Mobile chairs for house-calls.
  - Wheel chairs at bus-stops, malls, health centres and other public places.
  - Mobile clinics & house calls by doctors etc.



- Special subsidized fares for the very ill, elderly and handicapped individuals.
  - Bracelets indicating ailments for people with allergies, special diseases and the very ill.
  - Sharing ambulances between Christian Health Association of Lesotho (CHAL) and Government.
  - For ambulances to be availed free or be heavily subsidized by government.
- (iii) For pregnant mothers, teenage mothers, abused women and children
- Introduction of mobile clinics in the rural areas.
  - Subsidised transport prices for pregnant women and teenage mothers to the clinics.
- (iv) For correctional services inmates, there is a need to establish rehabilitation programme where inmates can take part in implementing public transport and Poverty Reduction projects.
- (v) For improvement of Road safety for priority population group, there is a need to introduce:
- Effective road safety education at schools, road safety parks and peer education on road safety.
  - Road safety walking, sidewalks designed or provided for use by the elderly or disabled.
- m) Mobilising Sectorwide skills, expertise and support by consultation on policy, planning and issues relating to transport, on the widest possible basis.***

Government Policy requires increased stakeholder involvement, to encourage participation, compliance and fostering of partnership in achieving the objectives of growth, improved equity and poverty reduction. Stakeholder “buy in” is obtained by consultation, which must be shown to result in consideration of the issues raised, and the dealing therewith in a rational and accountable way.

- n) Maintaining efficient and appropriate institutions and structures to administer the Sector, co-ordinated under the Ministry responsible for Transport***

Administration of the Transport Sector is a complex process that requires dedicated, motivated, appropriately qualified personnel, within structures that meet the needs of the Sector, but that also offer good career path opportunities and job satisfaction.

### **5.3 Sub-Sector Policies**

#### **Introductory Policy Statement**

The Administration of the Sector must facilitate a partnership between all role players to achieve the objectives of the overall policy. This will be achieved by the following two general policy statements:

*Planning for and administering the integration of the various modes of transport into complimentary roles in the overall transport system, while monitoring and addressing cross cutting issues of a social, gender, environmental and HIV and AIDS nature in line with detailed policy proposals set out in this section.*

*Proposing suitable legislation for the Sector for approval by Government.*

The policy will be implemented by:

*a) Encouraging industry and stakeholder participation*

The Ministry will promote and encourage association of persons and service providers as stakeholder groups, to assist in providing legitimate comment on policy and planning issues and to be involved in the implementation thereof.

*b) Establishing a Transport Sector Consultative group*

The Ministry, through its Planning Unit, will convene a Transport Sector Consultative Group, formed out of representatives of the stakeholder groups in the Sector, to allow formal consultation with these stakeholders. The implication is that policy and plans will be revised in the light of comments received from the stakeholders.

*c) Developing policies and plans for comments*

The Ministry will update this policy (Transport Sector Policy) regularly and will

- Set out clear objectives.
- Recognise capacity and budget constraints.
- Present practical solutions to Sector issues
- Update and revise policies and plans and subject them to normal consultative process.

*d) Encouraging private sector participation with regard to development and implementation partnerships.*

The Ministry will gradually reduce direct involvement in providing services in the Sector from its own resources, and will, wherever possible obtain such services from the private sector. This will be achieved by restructuring, commercialising and contracting out operations to private service providers and engaging in Private Public Partnerships and Smart Partnership in general.

***e) Collecting and processing relevant transport data.***

The Ministry will collect and process accurate up-to-date statistics to provide a solid factual base for the assessment of policy and planning options, and for the administration and management of the Sector.

**5.3.1 Road Infrastructure Policy**

Government's overall policy for roads, which includes policy for rural access where roads are not practical or justifiable, is stated as follows:

***Managing through the Roads Directorate and Local Authorities, road infrastructure to ensure that existing roads and access routes are comprehensively and regularly maintained, are rehabilitated when required, and are upgraded and extended in an efficient manner, to meet the needs of the economy and the population.***

This Policy will be implemented by:

***a) Identifying and legalising all roads by publication in the Government Gazette as soon as practicable.***

Firstly the asset involved needs to be clearly identified. In addition the legal status of the roads needs to be confirmed by declaration in the Government Gazette.

***b) Updating the existing classification of roads and applying this classification to all roads.***

Roads are classified as part of the legalisation exercise. The present classification needs to be extended to fully cover urban roads. This needs to be done as soon as possible.

***c) Creating and maintaining comprehensive database and condition records of all roads and bridge infrastructure.***

Having identified and classified the asset, comprehensive inventories and assessment of current condition must be obtained and maintained, to allow for the use of the Lesotho Road Management System to optimise maintenance and improvement strategies.

***d) Developing a comprehensive plan and strategy for roads and access infrastructure maintenance and development, which will be co-ordinated by the Ministry of Public Works and Transport in consultation with all road agencies.***

Planning for the development and maintenance of the road and access infrastructure must remain the responsibility of the Ministry of Public Works and Transport, under the Roads Directorate (once this is established).

- e) Consulting with all role players, including the Land Survey and Physical Planning Department and the Ministry of Local Government and other service providers, on issues relating to the road and access infrastructure plan and strategy.***

The plan and strategy for road infrastructure must form the basis of consultation, particularly with the planning agencies, as well as with other role players.

- f) Consulting with stakeholders and Local Government Authorities and other service providers on planning, implementation and maintenance of local or specific roads and for other access development projects.***

In planning and implementing development at the project level, consultation with local chiefs, community leaders and local government structures must be entrenched in the process. This will encourage acceptance and ownership of projects.

- g) Requiring, by statute, that plans for development of any road be approved by the Ministry of Public Works and Transport.***

There is a real need for a central authority to ensure development plans have adequate safe access from the national road network. This is required to ensure appropriate standards are used, adequate way leaves are provided, and the safety of workers, pedestrians and the public in general is protected. This will have to be added to legislation, together with an enforcement provision and penalties.

- h) Ensuring that all roads are comprehensively managed with routine maintenance, periodic maintenance and rehabilitation at appropriate intervals, in order of priority for funding.***

Recognizing the enormous investment represented by the existing road network, Government has placed a priority on adequate appropriate maintenance.

- i) Upgrading roads to reduce transport costs, where traffic flows, economic analysis, socio-economic assessments or maintenance requirements indicate that improvement is justified.***

Recognizing that infrastructure costs are only part of road transport costs, Government will facilitate, within realistic budget constraints, the upgrading and improvement of roads where traffic flows, economic analysis, socio-economic assessment or maintenance requirements indicate these to be justified. This must be done according to priorities based upon such assessments or on additional criteria that must be developed and agreed with the Ministry of Public Works and Transport.

- j) Providing, according to priority based on agreed criteria, rural communities with at least the minimum maintainable standard of road, even if cost recovery and economic justification will not be possible.***

Recognizing that to achieve effective poverty alleviation, poor rural communities must be provided with the basic minimum maintainable road access (in the mountainous areas this effectively means every river valley, which is where the population generally reside, must have at least one road of at least this standard, which connects into the road network as a whole). This cannot be achieved instantaneous, and therefore must be facilitated according to priority based on an agreed set of social criteria. This will ensure that lack of vehicular access itself will not constrain the development of the rural populations in these communities or deny them access to services such as health and education.

- k) Providing, for communities below the size justifying road access, rural access including footpaths or bridle paths and footbridges over rivers.***

Provision of non-motorised access for residents of communities below the critical size must also be facilitated.

- l) Notwithstanding item j, applying road user charging principles as far as possible.***

Recognising that the main element of sustainability is to apply user charging principles as far as possible.

- m) Investigating, developing and maintaining non-motorised and intermediate transport infrastructure where appropriate.***

Further research into the ways in which, motor cycle or non motorised transport will be developed.

- n) In implementing Road Infrastructure policy, the Sector will ensure that:***
- n.(i) Lesotho Road Design Standards are maintained up to date.***
  - n.(ii) All roads are constructed and maintained in accordance with these Standards.***
  - n.(iii) Ensuring that there are funds allocated for maintenance of all new infrastructure***

In implementing this policy, recognising the need for uniformity in design standards and the need to secure provision for maintenance of the infrastructure in future will be basic requirement.

- o) Restructuring the Road Infrastructure Sub-sector.***

To resolve the issue of a lack of coordination in the funding of road infrastructure, as well as the need to coordinate road maintenance and construction standards and effort, significant restructuring in the administration of roads will be implemented. This will be achieved by having a “Roads Directorate Structure” headed by Chief Executive reporting to Principal Secretary Ministry of Public Works and Transport, and assisted by five directors.

***o.(i) Establishing, under the Minister of Finance and Development Planning, as the overseer, a restructured and rationalised Road Fund Board and Secretariat, based on optimisation of the administrative costs relative to the levels of revenue collections.***

It is proposed that the existing Road Fund structures should continue to be constituted by Road Fund Board and Secretariat which will continue to be responsible for allocating monies for road maintenance from the Road Fund, and for monitoring the execution of maintenance programmes by the Roads Directorate.

***o.(ii) Ensuring that all revenues collected as road user fees are submitted from collection point to Road Fund.***

To allow timely allocation of funds, all user fees should be submitted to Road Fund under streamlined control of such revenues. The Roads Fund Board should continue to be mandated to control the allocation of moneys from the Road Fund as at present, and also monitor the expenditure thereof with technical and financial audits as required.

***o.(iii) Establishing the Roads Directorate headed by CEO who would report administratively to the Principal Secretary.***

To address the fragmentation in the number of institutions involved in road management, the staff and management problems experienced within the existing road agencies, and to ensure all aspects of roads will be addressed effectively and efficiently, it is proposed that a Roads Directorate be established, under the direction of a Chief Executive Officer (CEO).

The Directorate will be given the operational autonomy. The CEO would be assisted by five directors who will be in charge of the following:

- (i) Roads Network Planning
- (ii) Roads Network Development
- (iii) Roads Network Maintenance
- (iv) Roads Quality Assurance
- (v) Administrative Support Services

Road Directorate will be charged with responsibility over primary and secondary and international link roads, owned by central government in terms of development and maintenance.

Where there are Primary roads that by-pass town centres these shall continue to be part of primary and secondary network, and other roads that enter into the cities shall remain the responsibility of the Local Government. But primary roads which pass through city centres and urban areas where there are no bypasses shall continue to be the responsibility of the Directorate to avoid disjointed roads. However lighting of all primary and secondary roads within urban and city limits shall be the responsibility of Local Government and Local Authorities.

***o.(iv) Decentralising some management responsibilities of tertiary and feeder roads network to Local Authorities***

Urban, Tertiary and Feeder roads fall directly under Local Government Authorities. District Council will be responsible for tertiary roads, Urban Councils will be responsible for urban roads, Maseru City Council will be responsible for Maseru City roads and Community Councils for feeder roads. Where they do not have capacity, they can solicit technical assistance on consultancy basis from the Directorate in the development and maintenance of these roads.

Both the Roads Directorate and Local Government Authorities shall ensure adherence to approved standards. The Directorate shall be responsible for setting and monitoring all road standards in the country through its Quality Assurance section.

***o.(v) Ensuring that the Roads Directorate and the Local Authorities provide for the special needs of rural access, labour based work methods and employment creation to alleviate poverty in areas where road operations are carried out.***

In establishing the Roads Directorate, and decentralising some functions to the Local Authorities, it is necessary to recognise the various purposes of the parts of the network, and the specific objective of particularly the labour based works and rural access programmes.

***p) Continuing to commercialise operations in the Road Infrastructure Sub-sector by:***

- p.(i) Reducing force account units to agreed minimum levels.***
- p.(ii) Privatising maintenance operations.***
- p.(iii) Contracting out road works generally as far as possible.***
- p.(iv) Ensuring, as far as possible, sufficient works are contracted out in a manner that will sustain the industry and maintain a healthy level of competition among contractors.***

***p.(v) Offering training in labour based works and small scale contractor operations to personnel locally and from other countries.***

***p.(vi) Offering technical and laboratory services in the industry where no other commercial sources of these services exist.***

The need to continue to seek efficient ways of completing the necessary road works remains, which is mainly achieved by contracting out works, while recognising that with this requirement goes a commitment to contract out sufficient works to sustain the industry on an on-going basis.

***q) Continuing to promote and develop the local road construction industry by:***

***q.(i) Encouraging the formation of Contractors Association for the benefit of the industry and also to provide a forum for interaction with Government.***

***q.(ii) Facilitating training of contractors in operational and business skills.***

***q.(iii) Encouraging professional and technical development by requiring the use of qualified personnel by such contractors.***

The need to continue to support and encourage the local construction industry remains as the contracting sector is still relatively under developed.

***r) Continuing and improving measures to protect the environment generally in accordance with environmental legislation and especially in the re-instatement of borrow sites and areas where road construction operations have created disturbance.***

Recognising the increasing pressure on the environment it is necessary to entrench environmental assessment into the policy for the Sub-sector.

***s) Ensuring that fair and equitable compensation and relocation policies are applied in acquiring property for road construction or abstracting road building materials.***

The importance of having widely discussed and accepted land acquisition principles and of applying these in an open and accountable manner must also be entrenched in the policy.

***t) Applying non-discriminatory policies in recruitment and operations, at all levels of employment in the Sub-sector, irrespective of gender, race, religion or disability.***

The Sub-sector will not practise discrimination of any sort.



- u) Ensuring that in all Road Infrastructure Sub-sector operations, HIV and AIDS awareness, prevention, care, support and treatment campaigns and initiatives are incorporated.***

Dealing with the HIV and AIDS pandemic is necessary. There is a need to develop and review policy on HIV and AIDS.

- v) Reviewing and updating all Road Infrastructure Sub-sector legislation, to incorporate the principles of these policy statements.***

Keeping all legislation up-to-date to provide the legal basis of the implementation of these policies is essential.

### **5.3.2 Road Transport Policy**

Road transport is fundamental both to facilitating economic growth and providing social services, and is therefore critical to achieving Governments overall goals. The following is therefore the stated Road Transport Policy:

***Administration of road transport in a manner as to encourage private entrepreneurs to invest in and manage public passenger and freight transport on a commercial basis to best meets the needs of the economy and the population.***

This policy will be implemented by;

- a) Establishing fully computerised systems for the registration of motor vehicles, driving licences, road freight and passenger transport permits and other administrative information to facilitate administration, revenue collection and law enforcement.***

Providing for modern administration of the Sub-sector by computerising the entire administrative system, would include the motor vehicle registration and licensing system in all districts. This will provide a central register, the driver licensing system, the road transport permit system and progressively introducing other registers to improve road traffic and transport law enforcement and administration. The main advantages would be improved revenue collection of motor vehicle license fees, better control of the domicile for registration of motor vehicles and improved access to road transport permit information. Additional facilities on the computerised system in future could include a register of traffic offences and a point penalty system for drivers.

- b) Encouraging the formation of Transport Operators Associations for the benefit of the industry and also to provide a forum for interaction with Government.***

Public participation is the key to success for good implementation of policies.

***c) Facilitating the efficient administration of the road transport permit system by implementing the Road Transport amendment Act and Regulations***

The Road Transport Amendment Act 2001 was recently enacted, and the Road Transport Regulations need to be promulgated, to allow this Act to be brought into force.

***d) Setting up and maintaining an improved database relating to the demand for passenger transport and the provision thereof.***

At present road passenger transport permits are issued on the basis of representations by transport operators and other interested parties. It is proposed that these representations be supplemented by actual statistics of demand and supply of transport to allow the Board to make better informed decisions.

***e) Investigating ways for the Road Transport Board to encourage transport operators by providing incentive on less attractive routes.***

The need for the Board to be able to obtain services for communities on routes where operators are disinclined to initiate such service, possibly by means of competitive tender, needs to be investigated.

***f) Providing passenger and freight transport services to remote and other areas where commercial transport providers are non-existent.***

Agencies, including Lesotho Freight and Bus Services Corporation (LFBSC) responsible for implementing this policy will be monitored and reviewed for adherence to policy mandate.

***g) Ensuring active enforcement of axle loading and other limits on both freight and passenger vehicles, to improve safety, prevent unnecessary damage to road infrastructure and to ensure fair competition in the road transport.***

The need to enforce the axle and other load limits on road transport vehicle to ensure safety, equity, and protection for the roads is necessary.

***h) Empowering and promoting local freight transport entrepreneurs.***

Freight transport is mainly carried out by South African companies. In order to improve the socio-economy conditions of the country, it is recommended that local freight transportation has to be strengthened.

- i) Pushing, through negotiations for the implementation of protocols, conventions, treaties and agreements relating to free access to the sea by landlocked countries.*

Landlocked countries need access to the sea. Lesotho, also being totally surrounded by South Africa needs a corridor to the sea through bilateral agreements with South Africa.

- j) Inviting passenger transport operators through their associations to submit transport fares proposals to the Road Transport Board as a basis for negotiations of fares and ultimate approval by government on annual basis.*

The passenger transport associations, in consultation with operators, will set fees in order to give them a chance to include all their operating cost.

- k) Facilitating road transport through proper road infrastructure and traffic flow management*

### **5.3.3 Air Transport Policy.**

The role of air transport in international travel in facilitating business and encouraging tourism is undisputed. At present the role of air transport in domestic operations is severely constrained, with only minimal operations, which needs to be investigated to ensure that the full potential of this mode is realized. The overall Air Transport Policy is thus stated as follows:

*Providing air transport infrastructure including a fully equipped international airport and a rational network of aerodromes and airstrips through out Lesotho, and administering sub-sector to facilitate safe, reliable and efficient air transport services that meet the demands of the economy and the needs of the people according to ICAO standards and other multilateral and bilateral international agreement.*

This policy will be implemented by:

- a) Maintaining Moshoeshoe I International Airport.*

Moshoeshoe I International Airport, as the gateway for most business and particularly tourist traffic, must be maintained to the appropriate technical and safety standards. The Ministry will provide at Moshoeshoe I International Airport modern, fully equipped and well maintained navigational (IACO) Standards, and that are appropriate and compatible with existing and projected demand for international passenger and freight transport by air.

- b) Investigating ways to stimulate traffic and or commercial activity at MIA*

The Ministry will investigate means to address the under utilization of Moshoeshoe I International asirport, which may include:

- Broadening of the function of the airport, possibly to include freight transport of high value perishable and other goods.
- Other commercialization activities.

***c) Rationalizing and maintaining rural aerodrome and airstrip infrastructure.***

The Ministry will assess the role of rural aerodromes, determine which are strategic aerodromes for emergency evacuations and for social and medical services, and plan for their proper maintenance and (if necessary) upgrading. Where existing aerodromes are redundant, appropriate rehabilitation measures will be applied to prevent erosion or other environmental problems developing.

***d) Encouraging provision of domestic air services on a commercial basis.***

The Ministry will facilitate and encourage the provision of domestic air services to strategic aerodromes in accordance with the Transport Sector Plan these services will, in the long term be, provided by the private sector on a commercial basis. The Ministry may investigate the possibility of a short term pilot project to test viability of certain domestic services using a contract with a private carrier (possibly in a Public Private partnership). These pilot project services need to be carefully assessed, designed and procured on an open competitive basis, to ensure they meet the needs and are efficient and effective.

***e) Administration and regulation of the air transport sub-sector***

The Ministry will continue as the administrator and safety regulator in the air transport sub-sector. This requires that facilities to monitor operations to ensure compliance with all safety and standards are maintained.

***f) Maintenance of Air Transport Legislation***

The Ministry will be responsible for keeping aviation legislation up to date – including the passage and enactment of the Aviation Amendment Bill 2006.

***g) Implementing the Yamoussoukro decision, 2000.***

The Ministry will facilitate the implementation of the Yamoussoukro Decision 2000. The latter calls for liberalization of the air transport services in Africa. This will facilitate trade within the region by encouraging unhindered movement of air traffic across the entire continent. Opening of the skills also attract foreign investment into the sector and tourism.

### 5.3.4 Road Safety Policy

The road safety policy is stated as follows;

***Actively increase awareness of the need for road safety through the establishment of a Road Safety Council, promoting and encouraging campaigns to reduce road accidents, identify accident problem areas on the road network and develop holistic solutions to these by safe sharing of the road facilities.***

This policy will be implemented by:

- a) ***Creating awareness of road safety for all road users through news media and other outlet.***

Creating awareness of road safety for all road users in order to change their attitudes as they are contributors to accidents.

- b) ***Regulating traffic flow and the speed limit for all vehicles and ensuring use of roadworthy vehicles.***

Improvement of traffic systems can be implemented by regulating traffic flow, speed limits and ensuring use of roadworthy vehicles because vehicles play a dominant role in road safety.

- c) ***Training law enforcers, reviewing charges for traffic offences and recommending re-establishment of traffic courts.***

Although fatality rate has reduced, the number of accidents continue to increase but the law enforcement is weak and charges for traffic offences are low as a result drivers do not obey the rules and regulations. Therefore it is recommended that the government should implement these measures.

- d) ***Facilitating improvement of road geometry, installation of the road furniture and enhancement of all other road safety along the road network,.***

The characteristic of a road has a great influence on cause of accidents. Improvement to the conditions of the road can bring about measurable change in accidents. Therefore, it is important to ensure that roads are designed to proper standards, constructed to the correct specification and maintained adequately.

- e) ***Setting up and maintaining emergency call centres equipped with necessary rescue facilities.***

The fatality rate can be reduced by providing treatment immediately for the injured people.

- f) Reviewing and updating the Road Traffic Act, to enhance road traffic law compliance and safety.***

The Road Traffic Bill, 2004 and draft Regulations have been drafted to update the provisions of this important legal instrument, and this needs to be enacted to bring the updated provisions into force.

- g) Investigating and implementing ways of improving the road accident third party insurance.***

Establishment of accident fund can assist in reducing fatality rate.

### **5.3.5 Rail Transport Policy**

The Rail Transport Policy of Government is stated as follows:

***To facilitate safe, efficient and effective rail transport, and to facilitate improved mode transfer services, to serve the transport demand of the economy satisfactorily.***

This Rail Transport Policy will be implemented by:

- a) Maintaining a dynamic liaison between all role players in the Rail Sub-sector, convened on a regular basis and co-ordinated by the Ministry of Public Works and Transport.***

There is a need for more comprehensive consultation in the rail sector, to co-ordinate needs and efforts, and to develop improved policies and services.

- b) Facilitating co-ordinated planning for rail transport to compliment and be complimented by other modes in the transport system.***

The lack of a policy has also lead to a lack of clear planning for the Sub-sector, leading to a lack of integration of the rail system into the transport system as a whole.

- c) Encouraging investment to provide suitable facilities for a modern mode interchange, and station facility in Maseru.***

- d) Facilitating investment into a “dry port” for terminal processing of international rail freight transport.***

The most immediate need is for the Maseru Station and Terminal facilities to be improved.

- e) Investigating the feasibility of extending the rail infrastructure to serve industrial areas that justify such investments, and investigating the possibility of mobilising investors for such facilities.***

Possible extension of the rail services must be investigated. The possibility to construct a dry port needs to be investigated, to facilitate international goods transport:

***f) Facilitating the integration of Lesotho into the regional rail network.***

**5.3.6 Inland Water Transport Policy**

The Inland water transport policy is stated as follows:

***To provide safe, efficient, economical and environmentally sustainable inland water transport system.***

Government's inland water policy will be implemented by;

***a) Developing and implementing an inland water transport policy and legislation.***

The operation of ferries crossing mainly the Senqu River has in the past been unregulated. With the completion of the Katse and Mohale Dams there is now a need to develop appropriate policy and legislation to ensure water transport is conducted in a safe efficient manner.

***b) Facilitating the commercial operation of ferries across rivers and lakes.***

The Department of Traffic and Transport has previously been the service provider of ferry services, but this is anticipated to be a service which can be contracted out in future, under the new legislation.

***c) Encouraging the development of water transport on the lakes in Lesotho, to serve the communities living in these areas.***

LHWP has constructed Katse and Mohale Dam which are 35 km and 20 km long respectively. Therefore there is a potential of water transport.

***d) Providing ferry crossings of major rivers at strategic points where no other means of crossing are available.***

The Ministry responsible for transport will improve and increase the number and safety of river crossings where there are no bridges.

***e) Ensuring that conveyance of goods and passengers by boat is operated to the appropriate standards of environment and human safety.***

The Ministry will provide and develop inland infrastructure.

- f) Ensuring that the environment, and particularly the water quality of the lakes and rivers, is not degraded as a result of the transport services provided.*

The Ministry will establish regulations and standards for inland water transport.

### **5.3.7 Intermediate Means of Transport Policy**

Government's Policy for Intermediate Means of Transport (IMT) is stated as follows:

*To provide appropriate non-motorised and unconventional motorised transport infrastructure to suit the specific needs of the population.*

In response to the issues relating to transport of the poorest sections of society, both in remote rural areas and in urban/industrial environments, the policy will be implemented by:

- a) Researching, developing and providing standard designs and infrastructure to facilitate the provision of IMT services to all sections of the population on a rational and prioritised basis.*

The construction and maintenance of infrastructure have to be done as per design standards in order to reduce negative impacts on the environment.

- b) Promoting and assisting the provision of IMT services that are appropriate, affordable and environment user friendly.*

The Ministry responsible for Transport will encourage the use of IMT services in the rural and urban areas.

- c) Establishing legal and institutional framework for IMTs within the transport sector.*

The Ministry will ensure provision of appropriate institution for both urban and rural IMTs.

### **5.3.8 Environmental Policy**

The need to manage transport infrastructure and services in accordance with ecologically sustainable development principles.

*Ensuring the integration of environmental and socio-economic issues in the planning, implementation and operations and maintenance of transport infrastructure and services.*

In order to help the transport partners to attain continuous improvement in environmental management, the Ministry will implement the policy by:



- a) *Improving the planning and decision making processes regarding environmental and socio economic dimensions of the transport sector activities.***

The need to improve environmental monitoring, evaluation and reporting techniques across the transport sector.

- b) *Providing guidance in promoting ecologically sustainable transport.***

The Ministry will provide leadership towards ecologically sustainable transport.

- c) *Managing and mitigating key bio-physical and socio-economic impacts of the transport sector activities.***

The Ministry will ensure management and mitigation of major environmental aspects and impacts of the transport sector.

- d) *Raising awareness by training and otherwise towards mainstreaming environmental and social safeguards.***

Having established knowledge, attitudes and practices of key role players in the transport sector towards transport and environmental.

- e) *Building functional relationships with transport sector partners, the community and the allied transport industries.***

The need to consolidate and further develop relationships with transport sector stakeholders to improve environmental performance in the sector.

## **6. IMPLEMENTATION AND MONITORING AND EVALUATION**

### **6.1 General**

The preceding section of this document outlines the problems and issues faced by the transport sector in contributing to the overall Government policies and strategies as outlined in the Vision 2020 and the PRS. Policies and Strategies are also elaborated. This stipulates the framework for implementing the set policies and strategies to achieve the overall goal of the transport Sector.

The following sub-section outlines the logical frame work as well as the monitoring and evaluation guidelines.

### **6.2 Monitoring And Evaluation**

#### **6.3.1 Objectives of Monitoring and Evaluation System For Transport Sector Policy**

The M & E System will:

- Provide the Government and other stakeholders with up-to-date information on the state of implementation of the Transport Sector Policy;
- Assess whether the implementation of the policy is geared towards attaining the planned Transport Sector objectives;
- Identify flaws in the design or implementation of the strategy, if they occur, which need to be corrected to ensure effective policy implementation, and
- Make proposals for respective policy adjustments.

#### **6.3.2 M & E Instruments**

The following instruments will be applied in performing the M & E tasks at policy level: A Logical Framework (Log-frame) analysis for the Transport Sector Policy including a set of indicators which allow the assessment of progress, achievements and impacts.

A data bank of all relevant Transport Sector interventions.

The Log-frame analysis is a suitable tool to:

- Establish a clear hierarchy of objectives,
- Clarify cause-effect relationship between the objectives at the various levels,
- Select appropriate indicators for measuring progress towards achievement of the objectives at the different levels,
- Show the sources of data to be used in measuring the indicators, and

- Identify given conditions and factors which are relevant for the achievement of the policy objectives but cannot be influenced by the policy measures (assumptions). Changes in such conditions also need to be monitored.

The Log-frame will be used to monitor performance of the Transport Sector. It is very important to note that the log-frame is not a blue print that is ‘set in stone’ for the duration of the policy. It needs to be reviewed and where necessary adjusted on a regular basis. This is important in respect of all aspects of the log-frame.

The establishment of a data bank of all relevant planned and ongoing programmes and projects will enable policy makers to keep track of the Transport Sector interventions and facilitate coordination.

### **6.3.3 Setting-up a M & E System for Transport Sector**

The setting-up of an M & E System shall be guided by the following principles:

- M & E should be performed at all levels of strategy implementation and by the different stakeholders (Government, NGOs, industry associations, Transport Sector Consultative Group and other implementing organisations).
- Monitoring activities by different organisations need to be comparable e.g. with regards to indicators used, monitoring methods applied, structure of reports, reporting timeframe. Ensuring that this happens will be one of the core responsibilities of the PU.
- A transport steering committee (TSC), which consists of relevant stakeholders such as, NGO’s, associations, government ministries, local councils etc will be formed to monitor progress in the transport sector.
- Monitoring reports will be presented to the TSC.
- While the implementing organizations are responsible for monitoring at field level, the TSC will monitor progress towards achievement of the specific objectives and the overall goal of Transport Sector.
- Performance audits.
- Technical audits.
- Financial audits.

**6.4 Logical Framework**

<b>The Logical Framework for the Transport Sector Policy</b>			
<b>OVERALL GOAL OF THE TRANSPORT SECTOR POLICY</b>	<b>MEASURABLE INDICATORS</b>	<b>MEANS OF VERIFICATION</b>	<b>IMPORTANT ASSUMPTIONS</b>
Government will provide an enabling environment for efficient, cost effective and safe transport, within Lesotho, regionally and internationally, to facilitate the sustainable development of the economy, social services and of the population in general.	Increase contribution of transport sector to GDP by x% annually	GDP (national accounts from BOS)	Appropriate institutional framework in place.  Political will and economic stability in the country.  Political will in the region and internationally to implement bi-lateral and multi-lateral agreements.
<p><b>PURPOSE.</b></p> <p>(i) To improve quality of roads to X% fair and Y% good by 2010</p> <p>(ii) To improve access and mobility to all areas in Lesotho by 2015.</p> <p>(iii) To reduce vehicle operating costs and overall travel time by 2015.</p> <p>(iv) To reduce traffic accidents from X% to Y% by 2010</p> <p>(v) To reduce traffic congestion in urban areas by 2015.</p>	<p>(i) Percentage of the improved roads</p> <p>(ii) Number of areas served</p> <p>(iii) Reduced vehicle operating costs and travel time</p> <p>(iv) Reduced number of accidents and fatalities</p> <p>(v) Reduced traffic congestion in urban areas</p>	<p>(i) Lesotho Road Management System, LRMS indicators</p> <p>(ii) MOPWT database on new and improved access and mobility.</p> <p>(iii) Statistical reports</p> <p>(iv) Accident statistics from Department of Roads Safety.</p> <p>(v) Traffic counts on urban roads</p>	<p>Sufficient funds made available.</p> <p>Maintain an effective Roads administration.</p> <p>Will and cooperation of the stakeholders.</p> <p>Contractors available.</p> <p>Road Safety Council established.</p> <p>DTT and traffic police operate efficiently</p> <p>Traffic analysis for urban areas</p>

(vi)	To improve air transport infrastructure including a fully equipped international airport. by 2015	(vi) Improved infrastructure such that MIA meets the international acceptable standards.	(vi) International Civil Aviation Organization Audit	updated (O& D) International Aviation Authorities approval
(vii)	To rationalise network of aerodromes and airstrips through out Lesotho by 2015.	(vii) Agreed numbers of strategic aerodromes and airstrips that are fully operational.	(vii) Department of Civil Aviation reports	Willingness to participate Capacity to implement programs.
(viii)	To administer air transport to facilitate safe, reliable and efficient air transport services to meet the demands of the economy and the needs of the population, both internationally and domestically by 2015.	(viii) * Parliament enacts Civil Aviation Bill 2006. * Increased number of trained and qualified aviation personnel.	(viii) * Civil Aviation Act in place * Number of qualified personnel from Civil Aviation reports.	Political will. Civil Aviation Bill 2006 enacted Enabling work environment.
(ix)	To increase and improve the number of river crossings from X to Y by 2009	(ix) Increased and improved number of bridges and ferry sites in use.	(ix) Transport Infrastructure network map	
(x)	To carryout a feasibility study for transportation on lakes and rivers by 2009	(x) Feasibility study conducted.	(x) Feasibility study report.	
(xi)	To establish a regulatory framework for inland water transportation by 2009.	(xi) Regulatory framework established.	(xi) Approved framework.	
(xii)	To carry out a feasibility study for possible internal rail network system by 2009.	(xii) Feasibility study conducted.	(xii) Feasibility report	

(xiii) To increase institutional capacity from X% to Y% by 2008	(xiii) Number of retained and increased local competent professionals.	(xiii) Personnel roster	
(xiv) To improve and increase access and mobility for priority population groups to X% and to Y% respectively by 2015.	(xiv) Number and types of priority population groups served	(xiv) MOPWT database on new and improved access and mobility for priority population groups.	
(xv) To ensure cross cutting issues are incorporated in the planning and implementation of transport infrastructure and services by 2008.	(xv) Ensured participatory approach to planning and implementation of transport interventions.	(xv) Design reports, Bidding documents and contract documents	
(xvi) To improve access and mobility to areas of economic and social importance from X% to Y% by 2015.	(xvi) Number of industries and social centres served	(xvi) MOPWT database on new and improved access and mobility for areas of economic and social importance.	
(xvii) To establish a legal and institutional framework for IMT within the transport sector by 2010.	(xvii) Incorporated IMT provision into the transport related legislation	(xvii) IMT clause incorporated in the revised legislation	
(xviii) To improve and provide IMTs	(xviii) Increased and improved number and types of IMTs	(xviii) Reports on IMT counts	
(xix) To integrate environmental and socio-economic issues into transport interventions by 2010.	(xix) Developed Environmental Policy and Action Plan (EPAP); and Compensation and Resettlement Action Plan for the Transport Sector	(xix) Environmental management and Compensation and Resettlement Reports and audits.	

<p><b>OUTPUTS</b></p> <p>(i) X Km of re-habilitated main and secondary roads</p> <p>(ii) Y Km of upgraded paved and unpaved roads</p> <p>(iii) Z km of new urban roads</p> <p>(iv) Improved facilities and safety equipment at MIA.</p> <p>(v) Improved facilities at aerodromes and airstrips throughout Lesotho.</p> <p>(vi) Å% reduction in traffic accidents</p> <p>(vii) Improved socio-economic activities associated with the provision of transport infrastructure and services (including HIV/AIDS, gender, poverty alleviation)</p> <p>(viii) EIA, EMP and RAP for each project and program conducted.</p> <p>(ix) Improved and increased number and types of access and mobility for priority population groups.</p> <p>(x) Improved and increased access and mobility for areas for</p>	<p>(i) Number of Km rehabilitated</p> <p>(ii) Number of Km completed.</p> <p>(iii) Number of Km completed.</p> <p>(iv) International Civil Aviation Authority Approval.</p> <p>(v) Number of aerodromes and airstrips improved.</p> <p>(vi) DRS Accident statistics</p> <p>(vii) Number and types of socio-economic activities integrated into transport infrastructure and services projects</p> <p>(viii) EIA, EMP and RAP conducted and implemented for each project and program</p> <p>(ix) Number and types of access and mobility completed</p> <p>(x) Number and types of access and mobility for areas of</p>	<p>(i) Quarterly reports</p> <p>(ii) Quarterly reports</p> <p>(iii) Quarterly reports</p> <p>(iv) Certificates extended</p> <p>(v) Civil Aviation Reports</p> <p>(vi) DRS Reports</p> <p>(vii) Reports on socio-economic activities</p> <p>(viii) EIA, EMP and RAP report and their incorporation into the Ministry's database</p> <p>(ix) Quarterly reports</p> <p>(x) Quarterly reports</p>	<p>Contractors available</p> <p>Availability of funds</p> <p>Improved and increased institutional capacity.</p> <p>Improved working conditions in government</p> <p>Good cooperation with NGOs and Communities</p>
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<p>economic and social importance.</p> <p>(xi) Improved and increased IMTs.</p> <p>(xii) Established legal and institutional framework for IMTs.</p> <p>(xiii) Established regulatory framework for inland water transportation.</p> <p>(xiv) Feasibility study conducted for transportation on lakes and rivers.</p> <p>(xv) Increased and improved number of river crossings.</p> <p>(xvi) Feasibility study for possible internal rail network system conducted.</p> <p>(xvii) Improved institutional capacities in the management and operation of the various sub-sectors of transport.</p>	<p>economic and social importance.</p> <p>(xi) Number and types of IMTs</p> <p>(xii) Incorporated IMT provision into the transport related legislation</p> <p>(xiii)Regulatory framework established.</p> <p>(xiv)Feasibility study conducted.</p> <p>(xv) Number of river crossings.</p> <p>(xvi)Feasibility study conducted.</p> <p>(xvii) Retained and increased number of competent professionals</p>	<p>(xi) Quarterly reports</p> <p>(xii) Quarterly reports</p> <p>(xiii)Quarterly reports</p> <p>(xiv)Quarterly reports</p> <p>(xv) Quarterly reports</p> <p>(xvi) Quarterly reports</p> <p>(xvii) Human Resource Report</p>	
<p><b>ACTIVITIES</b></p> <p>(i) Civil works in urban and rural areas.</p> <p>(ii) Road Safety Activities</p>	<p>(i) Project brief.</p> <p>(ii) Road safety activities undertaken.</p>	<p>(i) Supervision mission reports and quarterly reports.</p> <p>(ii) Road safety reports.</p>	<p>Institutional arrangements in place</p>



(iii) Building improvements at airport and in road depots.	(iii) Project brief	(iii) Quarterly progress reports showing variances to targets.	
(iv) Provision of equipment for air transport and road traffic safety.	(iv) Equipment delivery.	(iv) Verification of goods on site.	
(v) Capacity building in major sub-sectors of transport.	(v) Improved management.	(v) Number of local competent professionals.	
(vi) Engineering services to facilitate civil works projects.	(vi) Design and bidding documents Supervision contracts.	(vi) Documents and contracts available.	
(vii) Training and twinning arrangement.	(vii) Training plans implemented.	(vii) Number of candidates trained.	
(viii) Maintenance works at rural aerodromes and airfields.	(viii) Aerodromes and airfields maintained.	(viii) DCA Reports	
(ix) Social and environmental issues integrated into transport projects.	(ix) Social and environmental mitigation measures implemented.	(ix) Reports incorporating social and environmental issues.	
(x) Improvement of transport services.	(x) Improved transport services.	(x) Transport services data base.	
(xi) Draft legal and institutional documents.	(xi) Documents drafted.	(xi) Documents.	

### **6.3 Monitoring And Evaluation**

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The establishment of a **data bank** of all relevant planned and ongoing programmes and projects will enable policy makers to keep track of the Transport Sector interventions and facilitate coordination.

### **6.3.3 Setting-up a M & E System for Transport Sector**

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- A transport steering committee (TSC), which consists of relevant stakeholders such as, NGO's, associations, government ministries, local councils etc will be formed to monitor progress in the transport sector.
- Monitoring reports will be presented to the TSC.
- While the implementing organizations are responsible for monitoring at field level, the TSC will monitor progress towards achievement of the specific objectives and the overall goal of Transport Sector.
- Performance audits.
- Technical audits.
- Financial audits.

## **7. CONCLUSION**

The Ministry of Public Works and Transport having recognised the need for a comprehensive policy to mainstream the activities of the transport sector to better contribute to the overall policy and strategies of GOL launched the development of the Transport Sector Policy. The document starts by identifying the overall Government policies and how transport policies and strategies can best contribute to the achievement of the overall GOL policies and strategies.

It is worth noting that the transport sector has in the past and still is an engine to economic growth. Therefore the document has outlined in details the vision and mission of the Transport, Infrastructure and Communication Sector and interventions that are being implemented, the achievements and shortcomings and the issues to be addressed by the policy.

Proposals for policies and strategies to provide clear guidelines and a solid base for addressing current issues in the Transport Sector are then outlined. An action plan has also been set out in the form of a logical framework to allow for proper and appropriate monitoring and evaluation of the performance of the Transport Sector. To be able to achieve the overall goal of this policy, each of the sub-sector will develop a strategic plan for implementing their interventions.

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## **ANNEX A: GOVERNMENT STRATEGIES**

### **Strengthening Democracy**

Having re-established democracy in Lesotho, the Government intends to consolidate and extend this by the following –

- Holding national parliamentary elections at regular intervals as required by the constitution, and offering all the people of Lesotho the opportunity to exercise their democratic right.
- The formation of Local Authorities and holding the election of Local Authority Councils, to bring democracy as close to the people of Lesotho as possible.
- Improving the dispensation of justice, rule of law and reduction of corruption.
- Setting up consultative groups to obtain inputs from representatives of the population to the formulation of major policy and strategy instruments such as the “National Vision” and the “Poverty Reduction Strategy”. In addition to obtaining inputs to policy development, these initiatives are aimed at facilitating private sector participation in development and obtaining broad based involvement from all levels of the economy.

### **Development of Human Resources**

Government recognises the people of Lesotho as the country’s main asset, and the developing and equipping of the people to be productive and manage their lives is therefore its major strategy. Specific focus is placed on the following.

- In education, extending free basic education for all to cover complete primary school education, improving and extending secondary school capacity and education, expanding tertiary education facilities and opportunities to meet the growing needs, and providing for adult literacy and education to assist those who missed the benefit of childhood schooling.
- In health, the continued development of health education, disease prevention programmes and primary health care, with a special focus on the HIV/AIDS programme, under the control of the Lesotho AIDS Programme Co-ordinating Authority.
- In social welfare, the continued programmes to prevent or alleviate human suffering, particularly for people who are disabled or destitute and children who are orphaned or abused.

### **Poverty Reduction**

Government recognises poverty as being one of the greatest challenges facing Lesotho. The consultative initiatives mentioned above, have produced a Poverty Reduction Strategy, which comprehensively addresses the issues pertaining to poverty reduction. Prior to approval of PRSP, the Interim Poverty Reduction Strategy Paper<sup>11</sup> was used to guide specific sectoral strategies. Specific strategies elaborated in this Interim Paper embody the general economic policy referred to in previous sections, with additional poverty reduction emphasis, which can be briefly summarised as the following –

- Economic growth

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<sup>11</sup> Interim Poverty Reduction Strategy Paper, Ministry of development Planning, Maseru, January 2001

- Prudential fiscal management
- Macro-economic management
- Cautious monetary policy
- Employment creation
- Accessibility and efficiency of quality social services
- Legal and judicial reform.

### **Economic Growth**

Government believes that the private sector provides the engine for economic growth and that the public sector should be responsible to create an environment that enables this, while ensuring that the resulting growth is translated into broadly based socio-economic development. The key to economic growth is investment in the productive sectors and the promotion of this is central to Government strategy. Strategies to encourage economic growth include the following:

- Promotion of the export sector of industry and agriculture.
- Encouraging foreign direct investment.
- Development and appropriate utilisation of natural resources.
- Investing in transport and other infrastructure to support the general demands of the population, for industrial development and for tourism.
- Developing the private sector, especially among the small and medium size enterprises, and in the informal sector.
- Reform of the Tourism sector, encouraging investment and facilitating provision of services and integration in the regional tourism promotion.

### **Employment promotion**

Growth in the economy will result in employment, a further key factor in attaining the sustainable human development objectives. Government aims to increase employment by -

- Stimulating lateral and vertical expansion in the established formal sector.
- Encouraging the emergence of small-scale entrepreneurs.
- Increasing productivity and income in the informal sector.
- Transforming agriculture from subsistence to market oriented production.

### **Appropriate Roles for Public and Private Sectors**

It is envisaged that Government's involvement in providing goods and services will be reduced, where appropriate, and its role as facilitator and regulator in these areas will be enhanced. Continued encouragement of the private sector to provide the required services, in an environment of free and fair competition, while Government ensures that operating conditions, safety and minimum standards are met. Strategies to attain this include –

- Consolidation of reform in the communications sector, with the introduction of a second cellular telephone service license, in competition with the established service and the Telecom Lesotho.
- Continued reform of the electricity sector, with commercialisation of Lesotho Electricity Corporation with a view to obtaining a suitable partner, and the



establishment of the Electricity Regulator under the newly promulgated Electricity Act 2002. Electricity Act 2002 became effective in 2003 with the appointment of the Board of Directors and Chief Executive.

- Cautious progress towards the reform in the water sector, with further consideration of finding an investment partner for the Water and Sewerage Authority, as the control of this essential commodity is of strategic importance.
- Privatising various small agricultural enterprises at present under Government control.
- Continued reform in the transport and construction sector, aimed at facilitating development of private entrepreneurs as transport operators and road maintenance and construction contractors and consultants, and in improving the administration of the sector.

### **Fiscal Policy and Public Finance**

Macro economic stability is fundamental to creating an environment to encourage investment and economic growth, and the Government's Macro Economic Reform Programme will continue with this as an objective. Specific strategies include the following –

- Fiscal policy will continue to aim at a balance of public revenue and expenditure.
- Public finance will continue to be reformed to improve revenue and tax administration, including the change from GST to VAT.
- Management of expenditure will be improved to obtain the maximum benefit from the resources available.
- The Public Sector Investment Programme will continue to be based upon optimising benefits from the resources available for investment. Donor assistance accounts for a large proportion of these resources in the form of both grants and loans, and the PSIP is an important instrument in the management of this assistance.

### **Regional Economic Co-operation**

Regional economic co-operation is essential for Lesotho, as the country forms a small but integral part of the much larger regional economy. The three main initiatives in this respect are:

The further development of bi-lateral trade, development and co-operation links with the Republic of South Africa as the major trading partner and being Lesotho's only direct neighbour. The establishment of a Joint Bilateral Commission for Co-operation in December 2001 was an important step and provides the basis for this initiative to proceed in future.

The second initiative is to strengthen economic links with the other countries in the Southern African Customs Union and the Common Monetary Area.

The third initiative is to improve co-operation among the Southern African Development Community (SADC) countries, which involves the continued implementation of the SADC Protocol on Transport, Communications and Meteorology.

### **Population Development and Gender Issues**

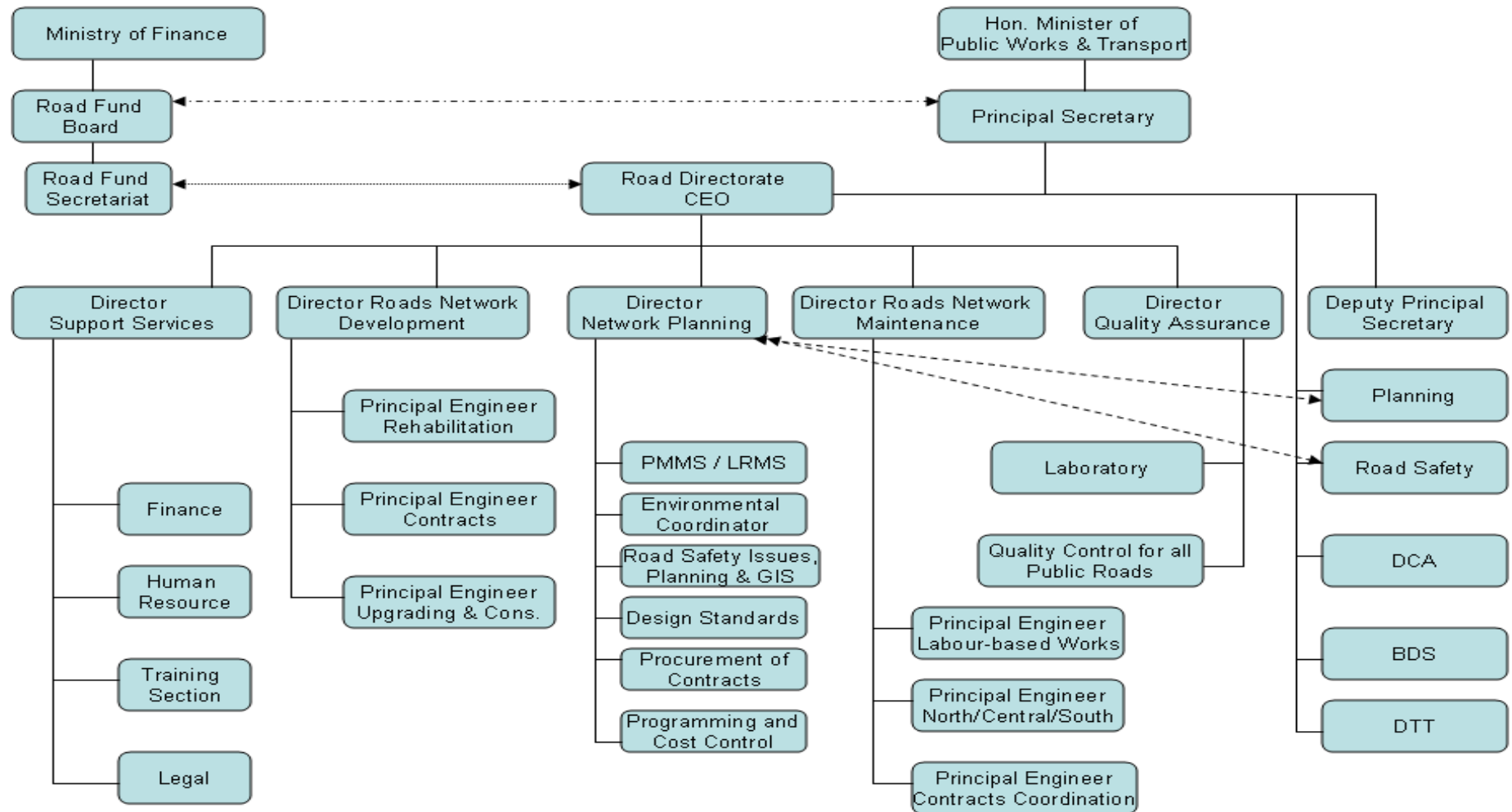
Involvement of peoples in policy development, development and recognition of the role of women in society and the economy, reform of discriminatory law and practice, and the targeting of population growth within the limits of sustainability of the resources, addressing of the HIV/AIDS issues, are all areas of social development addressed in the present strategies of Government.

**Disaster Management**

Periodic occurrence of floods, droughts, abnormal snow falls in mountain areas, storms and other disasters have led to a need for Government to develop both long term preventative mitigation of the effects of such disasters as well as to have resources and facilities available to address emergency mitigation. This development continues to form a core strategy in sectoral development.

**ANNEX B: ORGANISATIONAL STRUCTURE OF THE ROADS DIRECTORATE**

**PROPOSED STRUCTURE FOR THE ROADS DIRECTORATE OF THE MINISTRY OF PUBLIC WORKS AND TRANSPORT - LESOTHO**



**ANNEX C: LIST OF STAKEHOLDERS FOR TRANSPORT SECTOR POLICY**

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## GLOSSARY OF TERMS

**Access Road**-Roads connecting villages and groups of villages with each other and the nearest Secondary and Primary Roads.

**Air field**- A landing field used for purposes of accommodating aircraft.

**Airstrip**-Also a landing field-strip of ground cleared for aircraft to land and take off.

**All Weather Roads**-A Road that can be used by traffic throughout the year including during rainy seasons.

**A-Permit** - a permit authorizing carrying of goods for purposes of reward (nkukele).

**Borrow Area**-An area within designated boundaries, approved for the purpose of obtaining borrow material. A borrow pit is the excavated pit in a borrow area.

**Borrow Material**-Any gravel, sand, soil, rock or ash obtained from borrow areas, dumps or sources other than cut within the road prism and which is used in the construction of the works. It shall not include crushed stone or sand obtained from commercial sources.

**B-Permit** – carrying of goods on a vehicle for purposes of own use (own account).

**Bridle Path**-Path suitable for horse riding, but not for cars, etc.

**Broad definition of environment.** - In Lesotho EIA, the term “environment” is used in its broad sense, encompassing both biophysical and socio-economic components. That is to say, it refers not only to what we commonly associate with “environment”, such as rivers, forests, oceans, the atmosphere, and ecosystems. These are often referred to as the natural environment. It also refers to the human environment, to human health and living conditions, to the urban and rural communities where we live, to buildings and historical places, to our cultural heritage, to economic opportunities and risks, and to access to the nation’s natural resources. Lesotho’s NEP specifically provides: “EIA’s will consider not only biophysical impacts but will also address environmental impacts arising from social, economic, political, and cultural conditions.”

**Bypass Road**-A Road to enable through traffic to avoid congested areas or other obstructions to movement.

**Construction** – the process by which a road is built according to established design standards.

**C-Permit** – carrying of passengers for reward (taxi and bus).

**D-Permit** - carrying of passengers on sedan vehicles ( 4 + 1).

Earth Roads-Earth roads are cheap roads with a low technical standard and can deteriorate rapidly in high rainfall areas or where heavy traffic passes. Earth roads are in most cases rural access roads and are very useful for the local population.

**Emergency Maintenance** – Is required from time to time on a section of road whenever sudden or unforeseen damage occurs. In most cases this requires the deployment of additional resources.

**E-Permit** - cross border carrying of passengers.

**Feeder Roads**-Feeder Roads are Access Roads.

**Ferry boat**-Boat used as a ferry.

**Force Account**-Approach by which construction or maintenance of works is carried out by public sector work force. This work force is directly managed by (Government), agencies responsible for civil works, for the repair, rehabilitation and maintenance of infrastructure works.

**Gravel Roads**- An Earth Roads with an applied gravel surfacing or a road built on in situ natural grave.

**Inland Water Transport**-Water transport with the country.

**Intermediate Means of Transport**- -Means other modes of transport that may be used other than road, rail, air and water. IMT's can be both motorized and non-motorised way of transport

e.g - motorized agricultural machinery.- non-motorised – bicycle, horses, carts.

**Labour Based**-Labour Based infrastructure methods are technologies where the major works carried out principally by manual methods. They may be supported by equipment for activities not ideally suited to labour methods, e.g. medium or long haulage or heavy compaction.

**Labour Intensive**- Labour intensive works are carried out through the employment of as great a proportion of labour as technically feasible.

**LS Natis**-Lesotho National Traffic Information System to be installed in all the districts to facilitate non fraudulent and legal, registration of all roadworthy vehicles using public roads.

**Maintenance** – the process of retaining the original standard of the road.

Non-motorised Means of Transport means any form of transport that is not mechanical. This includes walking, horses riding, use of animal drawn carts, bicycles.

**Passenger transport** operations-Any operation undertaken to transport passenger for purposes of reward by such an operator. This can either be domestic (within the borders of the country) or international (cross border).

**Paved Roads**-Paved roads are roads which have a homogenous and strengthened carriageway surface which usually consists of bitumen or concrete. Other, less used, alternative pavements are concrete blocks, clay bricks or hand –packed stones.

**Periodic Maintenance** – needs to be carried out on a road or a section of a road after a number of years. This requires extra resources to implement.

**Primary Roads**-These are trunk roads linking major towns, district capitals and border posts.

**Quarry Site**-A site where stone, slate, etc is extracted from the ground.

**Rail**-Steel sections designed to be laid end to end in two parallel lines on sleepers to form a track on which trains can run.

**Rehabilitation** – activities which restore the pavement of the existing road and restore the geometric characteristics to the originally constructed design standards.

**Rest Areas**- Rest stop.

**Road**-A way for vehicles and for other types of traffic over which they may lawfully pass. It includes the entire area comprising the roadway and all structures pertaining to the road within the limits of the defined boundary or right -of -way.

**Road Infrastructure**-means roads, bridges and road furniture.

**Road Traffic**-means the flow of traffic and interaction between pedestrians, drivers and vehicles on the road network.

**Road Transport**-means the conveyance of passengers and freight on the road network between origins and destinations by means of road transport.

**Routine Maintenance** – small-scale operations with limited resource requirements usually performed once a year on a section of road.

**Secondary Roads**-These are district roads that are within the districts and connect with other districts.

**Structures**-They are river crossings which include bridges, drifts, vented fords.



**Tertiary Roads**-These are roads that branch off from the Primary or Secondary Roads and serve as Feeder Roads. Mostly these tertiary roads are low volume roads having an ADT of less than 200 vehicles per day.

**Tracks**—lines or series of marks left by a moving vehicle, person, animal etc.

**Trunk Roads, Arterial Road**-A main channel or traffic route which forms an essential part of the highway system in a country.

**Upgrading** – the process by which the standard of an existing road is improved.

**Vented Fords**-A medium level piped stream or river crossing through which the normal flows of water can pass but which is designed to be over topped during periods of heavy rainfall.