

**REPUBLIC OF KENYA**



**GOVERNMENT OF MAKUENI COUNTY**



**DEPARTMENT OF ROADS, TRANSPORT, ENERGY AND PUBLIC  
WORKS.**

**MAKUENI COUNTY TRANSPORT POLICY**

**2022**

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## **FOREWORD**

The advent of devolution founded on the Kenya constitution 2010 provides huge opportunities for economic and development growth for Counties. Infrastructural development is a basic driver of development of all economies across the world. In Makueni County the department of Roads, Transport, Energy and Public Works is mandated to develop, upgrade and maintain key infrastructural projects aimed at enhancing mobility of goods and services to boost its economic activities in sectors like agriculture, trade and industry among others. Road transport is the major mode of transport within the county. It is complemented by rail transport to a lesser extent.

The strategic location of the County along major infrastructure corridors connecting the two major Kenya cities of Nairobi and Mombasa provides a huge potential in connecting it with the rest of the country. The Standard Gauge Rail (SGR), the Meter Gauge Rail (MGR), Mombasa – Nairobi highway and the pipeline form part of the transportation modes within the county which lay a foundation for expansion of the transport network within the County. There is also a greater potential for inter-county linkages by expanding the transport network to ease mobility thus increasing market base for the county products. Further, the county has potential of exploring air transport through development of airstrips at Makindu and Kilaguni, with the latter mainly serving tourists visiting Tsavo West National park.

This policy document is anchored on section 5 of Part 2 of the Fourth Schedule of the Constitution on the role of county governments in enhancing the transport infrastructure in their respective jurisdiction. It identifies key challenges facing the sector and spells out specific policy measures and interventions to address them. The policy presents measures that will strengthen our institutions, develop and enhance mechanisms for coordinated approach in developing the sector.

The policy was developed with close engagement and consultations with key sector stakeholders including National Government agencies, actors in the transport sector, County Government departments, development partners and policy experts. The consultative approach aimed at meeting the needs and expectations of the policy goal.

Going forward it is expected that all efforts in tackling transport related issues will be harmonised and focused to deliver efficient and higher impact results. The policy strategies are committed to position the County to a high growth trajectory and prosperity.

**County Executive Member**  
**ROADS, TRANSPORT, ENERGY AND PUBLIC WORKS.**

## **ACKNOWLEDGEMENT**

Special acknowledgement to the County Executive Committee Member (CECM) in charge of Roads, Transport, Energy and Public Works for his commitment and guidance in the preparation of this policy. We recognize the technical guidance and inputs from the legal team, the Monitoring and Evaluation Directorate led by Redempta Kavindu, the Makueni Service Delivery Unit (M.S.D.U) led by the Chairperson Dr. Philip Musyoka and the County Liaison Officer, Meshack Musyoki.

I recognize the Chief Officer Public Works and Energy for spearheading and diligently coordinating the entire process. Further appreciation to members of the policy preparation taskforce and the entire Government of Makueni County for the cooperation and support in enabling the process.

Finally, I express gratitude for the valuable inputs from actors in different consultative forums convened during the process of drafting this policy document.

**Chief Officer  
ROADS AND TRANSPORT.**

## **ABBREVIATIONS AND ACRONYMS**

**GMC**- Government of Makueni County

**KRB** – Kenya Roads Board

**SGR** – Standard Gauge Rail

**MGR**- Meter Gauge Rail

**CECM** – County Executive Committee Member

**CIDP** – County Integrated Development Plan

**ICT** - Information and Communication Technology

**MSDU** – Makueni Service Delivery Unit

**SM** – Square Meter

**KeNHA**- Kenya National Highways Authority

**KURA** – Kenya Urban Roads Authority

**KeRRA** - Kenya Rural Roads Authority

**HR** – Human Resource

**NTSA** – National Transport & Safety Authority

**NCTC** – National Counter Terrorism Centre

## **CHAPTER 1: BACKGROUND**

### **1.1 Introduction**

The County of Makueni is one of the 47 counties in Kenya formed after the promulgation of the 2010 Kenyan Constitution. It is geographically located in South East of Nairobi, the Capital city of Kenya. The County capital and largest urban center is Wote town. The county lies between Latitude 1° 35' and 32 00' South and Longitude 37°10' and 38° 30' East. It borders Taita Taveta County to the South, Machakos County to the North, Kajiado County to the West and Kitui County to the East.

The population of Makueni was estimated at 987,653 according to the 2019 National Census with nearly equal numbers of each genders and an estimated 244, 669 number of households. A fair amount of the SGR and great Nairobi-Mombasa Highway runs across Makueni County. The urban population is anticipated to increase rapidly owing to devolution, growth of markets along the busy Nairobi –Mombasa highway, construction of the Standard Gauge Railway passing through the South Western frontier of the County and youth migration to urban centers in search of employment.

The principal role of transport is to provide access between spatially separated locations for the business and household sectors, for both commodity (freight) and person movements. For the business sector, this involves connections between businesses and their input sources, markets and various businesses. For the household sector, it provides people with access to workplaces and education facilities, shops, and social, recreational, community and medical facilities. Thus, transport is a key enabler for economic, social, and political development.

In Kenya, an efficient transport system is an important prerequisite for facilitating local, national and regional integration, promoting trade, economic development, contributing to poverty reduction and wealth creation. In Makueni County, transport plays a critical role in achieving sustainable agricultural development, trade and industry, health amongst other sectors with road transport being the most common mode of transport accounting for nearly 98% of the network.

However, the sector is riddled with various challenges. The need to foster appropriate and sustainable transport solutions and address issues of accessibility and mobility to reach this goal, is frequently overlooked. Inadequate physical access to markets, agricultural inputs and affordable modes of transport can dramatically inhibit the agricultural productivity of small scale and isolated large scale farmers. This leads to poverty, insecure livelihoods and limitations to the cumulative effects of socio-economic development and economic growth, through sub-regional, regional, national and international trade.

The aim of this policy is the attainment of an efficient and reliable transport sector that supports and promotes economic growth through the cost-effective provision and maintenance of county transport infrastructure, while aligning the management of the sector with the Constitution, Vision 2030, Makueni County Vision 2025 and Makueni CIDP 2018-2022. The policy covers key challenges related to county transport infrastructure planning, development and management, legal, institutional and regulatory framework for the sector, safety and security, funding, gender mainstreaming and youth, utilization of Information and Communication Technology (ICT), and environmental considerations, among others.

## **1.2 Policy Rationale**

Efficient transport network is central in facilitating the mobility of goods, services and people with the overall benefit of fostering the social economic development of Makueni County and enabling poverty reduction. Hence, this policy provides a framework for conducive stimulation of rapid development and efficient management of a safe, cost effective, widely accessible and sustainable transport system that responds to modern technological advancement in a rapidly changing and globalized environment. It outlines effective guidelines for efficient management of various modes of transport in the county and provides inter-linkages between the County Government and other key players in the sector.

In this regard, the County Government is cognisant of its responsibility to construct, develop and maintain county road network and as such allocates funds for the purposes of developing and maintaining roads under its mandate. Thus, it is committed to delivering sustainable road systems that provide appropriate and equitable access to all levels of service for the betterment of Makueni Citizenry and the Country at large.

In the context of this policy framework, the following are the priority areas: road safety, developing and maintaining the infrastructure, reducing congestion especially in the urban areas of the County, improving efficiency and reliability within the sector, and creating environmental sustainability among other key issues in the transport sector that require urgent attention. Accordingly, the Makueni County Transport policy aims to translate the broad social and economic development by addressing the identified challenges through appropriate and sustainable solutions.

### 1.3 Guiding Principles

The following principles will underpin this policy:

- a. **Efficiency** – Optimized service delivery
- b. **Safety** – Improve safety and security, reliability and speed in transporting people and goods.
- c. **Sustainability** - Promote innovative and sound transport infrastructure for socio - economic growth.
- d. **Community Participation** – Promote public awareness through appropriate information to inculcate positive attitude change.
- e. **Inclusivity** – Embrace the engagement of sector stakeholders in the development and implementation of transport infrastructure and systems.
- f. **Environmental Conservation** – Incorporate environmental protection and resource conservation issues in the transport sector activities.
- g. **Innovation** - Incorporate technological advances, which promote and enhance the role of transport in the economy and in development.

### 1.4 Policy Statement

This policy provides a framework for mainstreaming the transport sector in Makueni County. It will improve efficiency and reliability while promoting investment and enhancing quality service, safety and security. It speaks to the broad relationships between transport interventions, funding, wellbeing and economic development. It adopts a comprehensive sector-wide approach as a way of addressing challenges identified herein. It is envisioned that the outcome of this policy implementation with respect to the transport sector in the County shall culminate into an operating



context; in which roads development, rehabilitation and maintenance takes place within a suitably supportive legal and institutional framework. If it is appropriately funded, it is thus optimized to support economic growth within Makueni County.

### **1.5 Scope of the Policy**

This Policy will guide the transport sector in Makueni County to achieve its objectives as envisaged in the Constitution, Vision 2030, Makueni County Vision 2025 and Makueni CIDP 2018-2022. The policy is anchored on section 5 of Part 2 of the Fourth Schedule of the Constitution on the role of county governments in enhancing the transport infrastructure in their respective jurisdiction.

### **1.6 Policy Development Process**

This policy was developed through a consultative process via exhaustive public participation, involving all departments of Makueni County Government, relevant stakeholders, private sector as well as the public sector as envisaged by the Constitution of Kenya 2020. In essence, information received through public participation informed most of the objectives of the document. The Policy was further subjected to extensive stakeholder consultation and confirmed to reflect the stakeholders' views at a validation meeting held on 14<sup>th</sup> September 2020 at ACK Salama, Kilome sub-county in Makueni.

## CHAPTER 2: SITUATIONAL ANALYSIS

### 2.1 Introduction

Makueni County covers an area of 8008.7 km<sup>2</sup> and has a public road network of 14,240.1 km of which 7,876.1 km is currently classified while 6,364 km is unclassified. The Current Road Classification System, which was developed in the 1970s, has six road classes i.e. Classes A to E and a Special Purpose Road class. Each class is defined by the functional criteria related to administrative level of centers the roads connect.

Other modes of transport in the county include, rail transport which comprises of 177Kms of SGR with three terminal points at Emali, Kibwezi and Mtito Andei and the Meter Gauge rail stations at Mtito Andei, Kibwezi, Makindu, Emali, Sultan Hamud and Ulu. The county also has approximately 250Km of pipeline for petroleum product transmission from Mombasa to Nairobi with only one dispatch stations along the line near Malili, Kilome Sub County. In terms of air transport, the County has two airstrips; one at Makindu and the other at Kilaguni , with the latter majorly used by tourists visiting Tsavo West National park.

The road network in Makueni County as per Kenya Roads Board classification 2016 is as follows;

S/NO	ROAD CLASS	PAVED	GRAVEL	EARTH	TOTAL
1	National highways: (Class A&B)	334.5	42.7		377.4
2	Urban roads	5	2	2	9
3	Rural roads (Class C)	114.3	278.6	156.6	549.5
4	County roads (class D, E, G,)		1170	5770.2	6940.2
<b>TOTAL</b>		<b>453.8</b>	<b>1493.3</b>	<b>5928.8</b>	<b>7876.1</b>

The continuous opening of new roads has greatly increased the road network, which is approximated to be over 14,000kms. Over 85% of the county roads are in earth state hence making them not all weather.

Although the bigger percentage of the roads within the county are devolved, the current budgetary allocation from the Kenya Roads Board (KRB) is approximately Kshs.200M, which is not commensurate with the kilometers of roads to be maintained. The upgrading and maintenance of

these roads has to be done after every rain season to reinstate them to motorable state. Major rivers crossing along these roads have drift structures that are also rendered impassable during heavy rains when rivers get flooded.

The construction of the Standard Gauge Railway (SGR) interfered with the drainage in the low lying areas along Mombasa road like Sultan Hamud, Emali, Kibwezi and Mtito Andei, hampering vehicle movement in some sections of the Nairobi – Mombasa Highway during heavy rains. It has also interfered with several wildlife migration corridors.

The upper Makueni is characterized by hilly and rolling terrain with clay and black cotton soils, which are susceptible to landslides and erosion. This leads to development of deep gullies, which pose danger on roads infrastructure and connectivity. Public transport in these areas is usually a challenge since there are no operational public transport vehicles and mostly rely on boda boda. Lower Makueni is relatively flat with parts of Kibwezi East and Kibwezi West sub-counties being covered with volcanic rock which pose great challenge on development of transport infrastructure.

The County Government has made the following achievements in the transport sector since 2013:

1. Road grading works (11,250Kms)
2. Road gravelling (1170Kms)
3. Construction of drifts along major river crossings (111No.)
4. Installation of culverts and gabions on critical sections along the roads.
5. Construction of 110m long Thwake River Bridge connecting Makueni, Kitui and Machakos counties.
6. Phased paving of Wote town roads- construction of over 20,000 square meters of roads and parking space.
7. Acquisition of ten motor graders, eight tipper lorries, two smooth drum rollers, five backhoe loaders, one low bed loader and one crawler dozer.
8. Establishment of a central mechanical workshop at Kwa Kathoka for maintenance of county government fleet.
9. Establishment of a County Fleet Management System.
10. In collaboration with the road agencies (KeNHA, KURA and KeRRA) the paved road networks has significantly increased over the last three years.

The public transport regulation within the county has remained a big challenge due to institutional framework gaps. There is limited control of the existing transport SACCOs, parking areas in major towns are under-developed and the same applies to lorry parks, bus parks/terminus along the Nairobi – Mombasa highway.

The various modes of transport within the county are not integrated. For instance, the SGR stations are located off - road without structured and organized access to the nearest road network. On the other hand, there is only one fuel depot point (near Malili) along the 250km stretch of the Mombasa to Nairobi pipeline within Makueni.

Other factors that affect the transport sector include;

- (i) Human wildlife conflict along Tsavo National Park, which interferes with transportation, services along the Mombasa – Nairobi highway.
- (ii) Lack of motor vehicle inspection centers within the county to enforce road worthiness.
- (iii) Encroachment of road reserves leading to narrow and unsafe roads.

## **2.2 Legal and Institutional Framework**

This policy is based on the provisions of the Constitution of Kenya, 2010, the national legislations related to transport such as:

- (i) Roads Act, 2007 : *Meant to legalize Formation/establishment of authorities/agencies*
- (ii) Roads Board Fund Act, 1999- *Meant to legalize Establishment of Kenya Roads Board*
- (iii) Roads Maintenance Levy Fund Act, No. 9 of 1993- *Meant to legalize Imposition of road maintenance levy fund on petroleum fuels*
- (iv) Public Roads & Roads of Access Act, Cap. 399-*An Act of Parliament aimed at provision roads of public travel and access to public*
- (v) Public Roads Toll Act Cap. 406.- *An act meant to formalize collection of tolls on public roads*
- (vi) Traffic Act, Cap. 403.- *an act meant to consolidate law related to traffic on the roads*

The policy also derives its mandate from Vision 2030 and the international laws to which Kenya is a signatory. The Makueni County Vision 2025 and Makueni CIDP 2018-2022 equally lays emphasis on the importance of transport as a tool for promoting social economic development and ensuring inclusive growth of the County.

As regards the institutional arrangements, the transport sector in Makueni is coordinated by the County Department of Roads, Transport, Energy and Public Works. The department comprises four directorates; Roads, Transport, Energy and Public Works, with all of them represented at the sub-county level. The sector is wide with many players, both within the public and private sector.

### **2.3 Challenges**

The transport sector in Makueni County is faced with several challenges, which include:

- 1) Inadequate policy, legal, regulatory and institutional framework.
- 2) Incomplete roll out of the county spatial plan.
- 3) Inadequate resources (funding, human resource and equipment).
- 4) Poor integration of different modes of transport.
- 5) Limited traffic segregation (pedestrian walkways, cycle ways).
- 6) Poor coordination of actors in road safety management.
- 7) Ineffective road classification system.
- 8) Weak mechanism for axle load control.
- 9) Encroachment on road reserves.
- 10) Inadequate land for road expansion.
- 11) Inadequate leverage on technology.
- 12) Weak disaster preparedness and management.
- 13) Urban environmental pollution.
- 14) Inadequate designated parking areas (bus/lorry, car parks).
- 15) Poor traffic management system.
- 16) Inadequate road protection/maintenance and improvement.

## **CHAPTER 3: POLICY OBJECTIVES AND STRATEGIES**

### **3.1 Introduction**

This chapter sets out the policy objectives, directions and strategies for tackling the challenges identified in the situational analysis section as relates to the goal of fostering efficient transport network in Makueni County.

### **3.2 Policy Objectives and Strategies**

This policy framework addresses challenges such as inadequate policy, legal, regulatory and institutional framework, inadequate resources (funding, human resource and equipment), poor traffic management system, and inadequate leverage on technology, inadequate disaster preparedness and management, urban environmental pollution and other related challenges. The framework will also establish proper governance to ensure sound management of the transport sector in the County and improve its social economic potential.

#### **3.2.1 Policy Objective 1:**

**To strengthen the legal and regulatory framework on Transport.**

This policy recognises that the establishment of a sound legal and regulatory framework as a guide to the transport sector in its foundation on enhancing sustainable development.

#### **Strategies**

To implement this policy, the Government of Makueni County shall:

- (i) Adopt and operationalize the policy;
- (ii) Enact appropriate laws and regulations in line with existing ones and
- (iii) Establish institutions and governance structures.
- (iv) Collaboration with sector regulatory agencies and relevant stakeholders in the policy implementation e.g. NTSA, the traffic police, Public transport SACCOS, NCTC, Auto & Plant manufacturers

## **Policy Direction**

The County Government of Makueni shall establish a robust policy, legal and regulatory framework to fast track the development of the Makueni County transport sector.

### **3.2.2 Policy Objective 2:**

#### **To Foster Collaboration and Strategic Partnerships**

## **Policy Direction**

The County Government of Makueni shall promote collaboration and partnerships in order to foster comprehensive multi-sectorial approach to realising this objective and address crosscutting issues.

## **Strategies**

- (i) Stakeholder analysis to map and engage the public
- (ii) Effective communication channels for all stakeholders to enhance their participation
- (iii) Awareness and sensitization to educate the public on Transport policy purpose and its implications with adequate budgetary allocation for the programmes
- (iv) Partnerships where applicable towards creation of sustainable collaborations with transport sector stakeholders i.e. NTSA, the traffic police, Public transport SACCOS, NCTC etc

### **3.2.3 Policy Objective 3: To enhance resources capacitation**

## **Policy Direction**

The County Government of Makueni shall establish adequate measures to ensure adequate resource capitation of the transport sector.

## **Strategies**

- (i) Lobby for adequate funding;
- (ii) Recruitment of staff – both technical and subordinate
- (iii) Adequate budgetary allocation for human resource development and capacitation
- (iv) Adequate budgetary allocation for purchase and maintenance of public works/roads equipment.

### **3.2.4 Policy Objective 4: To enhance road protection, maintenance and improvement**

#### **Policy Direction**

The County Government of Makueni shall enhance road protection, maintenance and improvement.

#### **Strategies**

- (i) To establish and enforce Axle Load Control guidelines;
- (ii) Develop guidelines on road protection and maintenance;
- (iii) Allocate adequate budget for road network protection, maintenance and improvement
- (iv) Prioritise installation of road drainage structures;
- (v) Adopt and implement manual road maintenance programme e.g. roads for water, spot improvement, gabion installations, construction of culverts
- (vi) Adopt new cost effective technologies.



### **3.2.5 Policy Objective 5: To enhance traffic management**

#### **Policy Direction**

The County Government shall enhance traffic management in urban areas.

#### **Strategies**

- (i) Enhance traffic segregation through establishment of Non-Motorised Pathways
- (ii) Designate parking areas; and
- (iii) Automate traffic flow in urban centres and highways
- (iv) Collaboration with sector regulatory agencies and relevant stakeholders in the policy implementation e.g. NTSA, the traffic police, Public transport SACCOS, NCTC

## **CHAPTER FOUR: IMPLEMENTATION FRAMEWORK**

This chapter lays out the roadmap for realising the policy objectives and strategies identified herein.

### **Institution Arrangements**

The implementation of this policy will be coordinated by the Department of Roads, Transport, Energy and Public Works. The department will ensure collaboration with relevant national government and county government agencies and private sector players. The issues that require legislation will be legislated by the County Assembly.

### **Monitoring and Evaluation**

Monitoring is used to assess the performance of projects and programmes in an institution against the set objectives. The importance of monitoring is to check progress to match outputs and ensure impact according to the said outcomes.

Evaluation is an occasional exercise that is used to measure impact from implementation of the planned activities over a specified period of time. It can be done mid-term or at the end of the project.

The monitoring and evaluation framework is intended to measure the progress in the implementation of this Policy. The framework reflects the Policy's overarching objectives as well as objectively verifiable indicators, actors and timelines within which each strategy is to be achieved. This will be done in conformity with the Makueni County Government Monitoring and Evaluation framework.

### **Progress Reports**

The Department of Roads, Transport, Energy and Public Works shall prepare quarterly and annual M&E reports on implementation of the Policy. The Department shall also commission a mid-term evaluation, to be conducted by an independent agency to measure outcomes and impacts of the Policy and inform its review. M&E studies are to be undertaken jointly with relevant stakeholders. This will assist to ensure planned activities are on track and aligned to the set objectives.

## **Feedback Mechanisms and Stakeholder Consultation**

The Department of Roads, Transport, Energy and Public Works shall hold a County Transport Conference annually in order to monitor progress in implementation of the Policy and receive feedback from the sector stakeholders. This will enable the department appreciate the projects effectiveness and identify any gaps which need corrective interventions.

## **Policy Funding Mechanism**

The County Government will prioritize and set aside a specific annual budgetary allocation for policy implementation. Collaboration with stakeholders and development partners will also be sought to fund and help in the implementation and strengthening capacity.

## **Policy Review**

This being the first policy for the Government it is prudent to review the policy for its legal mandate vis a vis departmental goals. This policy shall be reviewed after three years or as need may arise.

The Policy review will help identify any gaps experienced in the process of policy implementation. The department will consider engaging a consultant to lead the review process if found prudent.

## Implementation Matrix

Table 1: Policy Implementation Framework

Objectives	Strategies	Indicators	Actors	Timelines
Objective 1: To strengthen the policy, legal and regulatory framework on Transport.	Adopt the policy Enact appropriate laws and regulations; and Establish institutions and structures.	Policy adopted. Makueni County Transport Act Sector specific laws, regulations and guidelines	CECM; County Department of Roads and transport Director; Legal services County Assembly County Secretary	To be developed within 1 year of the adoption of the policy.
Objective 2: To foster collaboration and strategic partnerships.	Stakeholder mapping and engagement. Effective communication. Awareness and sensitization. Partnership creation.	List of strategic partners Minutes/reports/action plans of meetings with stakeholders and resolutions Public participation reports	CECM; County Department of Roads &Transport Director, Donor Liaison Director; communication	Appropriate measures to be instituted within 1 year of the adoption of the policy.
Objective 3: To enhance Resources capacitation.	- Lobby for adequate funding; - Recruitment of staff; and Purchase and maintenance of public works equipment.	Budget increment Proposals to other partners Staff compliment increased (Job Advertisements, Contract notes etc) Purchase orders, delivery notes Machine uptime	CECM; County Department of Roads and Transport Director, Donor Liaison Director; HR CECM; County Department of Finance	Appropriate measures to be instituted within 2 year of the adoption of the policy.

<p>Objective 4: To enhance road protection, maintenance and improvement.</p>	<p>To establish Axle Load Control Mechanisms; Sensitize the population on road improvement; Guidelines on road protection and maintenance; Installation of adequate road drainage structures; Adoption of new construction technology; and Create awareness on agriculture sector in Makueni County.</p>	<p>Weigh Bridge Evidence of Public meetings; attendance lists, resolutions, minutes, reports Road protection and maintenance guide Number of drainage structures in place eg box culverts etc Total number and length of Mitre Drains established New technologies adopted</p>	<p>CECM; County Department of Roads and Transport Director; public participation and civic education</p>	<p>Appropriate measures to be instituted within 1 year of the adoption of the policy.</p>
<p>Objective 5: To enhance traffic management.</p>	<p>Traffic segregation; Designate parking areas; and Automation of traffic flow.</p>	<p>Traffic Segregation guide/guidelines Map/signage showing parking areas Traffic automation installations eg Traffic lights, cameras etc</p>	<p>CECM; County department of Roads and Transport CECM; County Department of Finance</p>	<p>Appropriate measures to be instituted within 2 year of the adoption of the policy.</p>