

**STRATEGIC REVIEW  
SSATP**

**SYNTHESIS REPORT**

**Volume I**

NETHERLANDS ECONOMIC INSTITUTE  
OCTOBER 2001

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## **Conclusions and Recommendations**

Established 15 years ago, SSATP is a partnership of the United Nations Economic Commission for Africa (UNECA), the World Bank, donors and recipient countries aiming at facilitating development of transport policy in the region. The programme has five components - the Road Management Initiative (RMI), Rural Travel and Transport Project (RTTP), Urban Mobility (UM), Trade and Transport (T&T) and Railway Restructuring (RR).

In the last few years, donors have expressed concern about the programme's relevance, about the degree of accountability of programme management and involvement of recipient partner countries. As a result, donors have tended to give lower priority to the programme and this has led to reduced budget allocations particularly for operations in the region, thus further affecting involvement by partner countries.

The strategic review supports the views of many stakeholders that the programme needs to adopt as its strategy to 2006 a more holistic or programme approach in all respects – strategy, management and financing. These recommendations are based on extensive interviews and discussion with stakeholders – the World Bank, UNECA, the European donors and partner countries. The general consensus is that SSATP has a comparative advantage related to the programme's uniqueness in providing a forum in which stakeholders can work towards pro-poor transport sector policy development.

### **Strategy**

The first step towards a programme approach has already been taken with the decision to adopt a more integrated approach at the Business Meeting and the Initial general Assembly in 2000. This is in line with the gradually changing perspective on facilitation of transport policy development from creating awareness and pursuing reform to a more dynamic, continuous process of policy development, encompassing all areas of transport policy in an integrated context.

Adapting a programme approach does not imply that the present component set-up should be dismantled immediately. The components should continue in the short term with a sharper focus on transport and poverty, and on mainstreaming the key theme of poverty alleviation.

While the programme needs to retain its thematic character, this should be clearly separated from how the programme is organised and managed. Dissemination activities should be brought under programme management. It is recommended that in the long term the present component workshops/seminars be replaced by round table discussions with limited number of participants on well-defined themes and then to disseminate the outcome widely in the region. An appropriate model for round table dissemination could be the ECMT/ CEMT (European Conference of Ministers of Transport/Conference Europeenne des Ministres des Transports).

## **Organisation**

To implement a programme approach, a number of adjustments to the SSATP organisation management are recommended:

- ▲ Appointment of national co-ordinators in the partner countries, who would co-ordinate SSATP activities as a whole and all component activities or themes.
- ▲ Strengthening of SSATP management at the sub-regional level by gradually transferring more management tasks from the centre in Washington to the region.
- ▲ Establishing closer collaboration with sub-regional organisations with a similar mission to SSATP and making use of existing networks.

## **Management**

There are three main considerations with regard to improving programme management:

- ▲ African involvement in the programme needs to be increased by adapting the content of the programme more to local needs and by hosting an increasing part of management and organisation in sub-regions of Africa.
- ▲ With the appointment of full time programme manager, further attention needs to be given to mainstreaming a programme approach into programme management.
- ▲ Management will need to actively promote SSATP in the region and build on the component exposure already available in the region.

## **Finance**

The programme approach needs to be translated to the financing procedures, with component earmarking of funds replaced gradually by programme financing. The majority of donors principally agreed to the proposal to pool donor financing under specific conditions. Programme management would decide on the allocation of funds to parts of the programme, under the heading of individual components or themes.

## **Phased switch to programme approach**

Implementation of a programme approach will need to be phased in a strategy to 2006 that comprises two clearly definable phases. The first would be a consolidation phase up until the end of 2003. During this phase, the programme will continue with its main task of dissemination through publications, workshops, seminars and conference. At the same time, programme management will need to work actively on restoring stakeholders' confidence in the programme and in establishing the organisational and management foundations on which to build the programme approach.

In particular, attention will need to be given to ensuring that the programme content better reflects the overall objectives of - poverty alleviation through transport cost reduction and providing access and mobility for the poor – in line with donor's development policy orientation. In addition, programme management is to build a sound footing with respect to effective reporting on activities and associated financial proceedings. Before entering the next phase, a decision will need to be made whether to continue the programme under the proposed strategy. In the interim phase 2004–2006, the proposed programme approach will be implemented.

# 1 Introduction

The Sub Saharan Africa Transport Policy Programme (SSATP) was established 15 years ago as a partnership of the United Nations Economic Commission for Africa (UNECA), the World Bank, donors and recipient countries with the aim of facilitating reform of transport policy in the region. The programme has five components, which cover a wide variety of transport policy issues.

The SSATP components are:

- ▲ Road Management Initiative (RMI), which aims at sustainable service levels on road networks, was a breakthrough in the organisation and financing of road maintenance (road commercialisation), particularly in the second half of the 1990s.
- ▲ Rural Travel and Transport Project (RTTP), which aims at sustainable and affordable rural transport infrastructure and services, has gained momentum in the last few years.
- ▲ The Urban Mobility (UM) component, which aims at improving urban transport services, focuses on issues such as traffic safety, clean air initiative and non-motorised transport. This component has been active since the early 1990s.
- ▲ Trade and Transport (T&T), which aims at improving the competitiveness of African products on regional and world markets, and focuses on multi/inter-modal transport and trade facilitation. While this initiative had some impact in the mid-1990s, it has tended to fade away in the last few years.
- ▲ Railway Restructuring (RR), which aims at sustainable, efficient and cost-effective rail transport, has pursued rail concessioning in a number of corridors connecting landlocked hinterland countries.

In the last few years, donors have expressed concern about the programme's relevance, and about the degree of accountability and involvement of recipient partner countries. As a result, donors have tended to give lower priority to the programme and this has led to reduced budget allocations particularly for operations in the region, thus further affecting involvement by partner countries.

## External reviews

These issues were highlighted in external programme reviews carried out in 1995 and 1999. The 1995 Review, which focused on the content of the programme, drew attention to the need for sustained multi-year and flexible financing. The review advocated expanding the programme components geographically within Africa, creating greater programme ownership by SSATP countries and reducing the prevailing donor led image. More attention needed to be given to mechanisms for translating policy into practice. The 1999 Review focused on SSATP management and the need for an overall management framework. Attention needed to be given to providing management information, improving the format of business meetings, and to making annual progress and financial reporting more complete and consistent.

In mid-2000, structural changes were made in SSATP governance and management directed at regaining the confidence of donors and the partner countries. The programme business meeting in June 2000 prepared a series of proposals, which were subsequently adopted by the Initial General Assembly in Copenhagen in November 2000. This meeting agreed a new organisational structure for the programme comprising a Constituent Assembly (CA), Annual General Meeting (AGM), Board and Advisory Group; and the appointment of a full-time programme manager. It was further agreed to develop a programme with a sector-wide approach while continuing to develop the components and to increase collaboration across components. Finally, a Strategy Review of SSATP was to be carried out in 2001.

#### **Terms of Reference for Strategic Review to 2006**

The Terms of Reference state that the Strategic Review will provide a ‘Strategy to 2006’ for SSATP management, supporting donors, beneficiary countries and co-operating partners.” The Review will take into account SSATP’s past performance and recent decisions. It will “...locate the ‘Strategy 2006’ within a clear logical framework demonstrating how the SSATP vision, as prescribed in its mission statement, may be realised. The results of focused analyses will thus provide SSATP stakeholders with sufficient knowledge to (i) adapt the programme focus (ii) decide on whether the programme should be modified to allow for new or emerging subject areas.... (iii) ... at regional, sub-regional and country levels adequately facilitate the formulation and implementation of transport policy ... (iv) further strengthen its programme structure and management, and (v) translate vision into results measured by simple performance indicators. The review will be based on learning lessons from the past, recommend a strategy for ensuring SSATP policy reform initiatives effectively contribute to meeting wider development goals, particularly poverty reduction strategies...”

The review started in May 2001 and the Draft Report was presented in July 2001. This report generated substantial comments, which were discussed at a stakeholders meeting in Brussels on 7 September 2001. These comments have been incorporated in this Synthesis Report (Volume I) and also in the Final Report (Volume II) and the Annex Report (Volume III).

## 2 Stakeholders' Views

The Review Team held discussions with the SSATP partners:

- ▲ the World Bank in Washington D.C. on 7-11 May;
- ▲ the United Nations Economic Commission for Africa (UNECA) on 11-13 July;
- ▲ the European donors in a series of interviews in June;
- ▲ the recipient countries, as observer at the joint RMI/RTTP Country Co-ordinators Meeting in Saly, Senegal on 15-22 May, and in visits to Ethiopia, Ghana, Ivory Coast, Malawi and Mozambique in June and July 2001.

Some observations and opinions are summarised below.

### **World Bank**

SSATP is cherished by the World Bank for the high standing of its products and the fruitful exchange of information, and leverage between SSATP, the operational work and the thematic groups. However, it is recognised that the programme has become somewhat fragmented as the various components have tended to go increasingly in their own direction and are being managed quite independently. It was suggested that a more holistic approach would respond better to the stated mission of the programme.

The World Bank also acknowledged that continuity of operations is being hampered by only part-time availability of the programme manager as well as by frequent changes in programme staff. Also, planning has become less flexible as donors tend to earmark trust-fund contributions to specific components or parts of components. Furthermore, financial accounting continues to be a concern because the financial system of the World Bank that hosts the SSATP administration is not at present geared to handling this task.

### **UNECA**

UNECA considered SSATP to be the 'operational arm' of the second transport decade for Africa. It is recognised by UNECA that SSATP has produced high quality material with respect to transport policy development, however this material needs to be more widely distributed and used.

The capacity building effort aimed at implementing transport policy, which was supposed to be guided by UNECA and implemented by UNDP, never took off because required financial means were not provided. UNECA's present view remains that a holistic view should be applied and capacity building for policy implementation should receive highest priority.

### **Partner countries**

Based on the joint RMI/RTTP country co-ordinators meeting in Saly and the country visits by the Review Team, a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis was carried out of the partner countries' perspective of SSATP. Many countries expressed appreciation of the programme, which was generally seen as an

important platform for knowledge sharing, exchange of best practices and networking for discussing transport policy development.

The programme is not considered to adequately reflect the needs of the partner countries. It is viewed as top-down and supply-driven, and provides little opportunity for the partner countries to either express their needs or assume ownership. Although seen as an important platform for exchange of best practices, the programme needs to be more clearly positioned in each country as a focal point for dissemination and exchange of best practice and to convey bottom-up signals such as achievements, ideas and questions.

Furthermore, it is generally felt that the concept of SSATP as a programme for transport policy reform needs to be strengthened and the components integrated into an overall approach. This, together with a strengthened linkage between SSATP and the country programmes within a poverty reduction strategy, is considered to be the main opportunity for the programme.

### **Donors**

A SWOT analysis was also carried out of the European donors' views of the SSATP. In summary, the donors tended to view the main strengths of the programme as a platform for innovation, particularly in road commercialisation and in mainstreaming policy findings into operations (country and donor programmes). The various programme components were considered to have a platform and dissemination function for African stakeholders to meet and exchange views.

Donors generally felt that the programme currently does not adequately reflect their views in strategic developments and in setting priorities. Concern was also expressed about SSATP's capacity for renewal and the need for more transparency with regard to the input of World Bank staff in the programme. Furthermore, improvements are needed in administration and communication especially with regard to reporting on both activities and financial matters.

From the donors' perspective, SSATP can be a platform for integrating poverty reduction issues, notably transport cost reduction, and access and mobility for the poor, in transport policy debates and this would be facilitated by a shift to a programme approach with integrated transport policy being the key theme.

### **Comparative advantage SSATP**

The stakeholders' observations triggered questions regarding the comparative advantage of SSATP. The main advantage of SSATP is its uniqueness in providing a forum in which partner countries, donors and other relevant stakeholders can work towards pro-poor transport sector policy development. An additional advantage of SSATP is the fact that the World Bank hosts and manages the programme thus creating an opportunity to influence, from the perspective of the SSATP partnerships, operations and thematic groups.

### **Critical success factors**

The Review Team believes that the programme can be improved and strengthened to carry out its agreed mission. Based on the stakeholders' observations, the following critical success factors for the continuation of the programme have been identified:

*Transport and poverty.* The Strategy to 2006 will need to sharpen the focus on transport and poverty, investigate the causes and effects, and mainstream the key theme "...poverty alleviation through transport cost reduction and access and mobility for the poor..." in the policy facilitation process. Reference can be made to improved "state-of-the-art" on the subject, included in a number of recent publications prepared for World Bank and DFID (see Final Report Volume II).

*Ownership and commitment.* The partner countries frequently expressed concern that the programme is not particularly demand-responsive and there is little opportunity for them to assume ownership. While this point is well taken, it should also be stated that commitment to SSATP's principles is a prerequisite to increasing African involvement, participation and contribution to dissemination activities.

A *holistic view* on transport policy is widely and increasingly supported by stakeholders. However, general consensus on the meaning of this concept is required as it is open to several possible interpretations:

- ▲ Concept: the notion of integrated transport as the key theme for policy and planning.
- ▲ Management: towards a programme approach for SSATP as suggested in the Framework Paper.
- ▲ Finance: pool programme funding rather than earmarking allocations to individual programme components.

*Programme Management.* The Initial General Assembly anticipated the appointment of a full-time programme manager, which was done in May 2001. The Review Team considers this to be an essential condition to the successful implementation of any Strategy to 2006. In fact, the new programme manager has the task of regaining donor confidence in the programme. An essential part of this task will be to restore transparency and accountability through effective and efficient management reporting on programme activities and finance.

Finally, the Review Team considers that the *momentum* is there for a successful renewal of SSATP. The transport sector is currently receiving renewed attention in donor programmes. The earlier focus on infrastructure without direct and clear link to target groups has been redirected more towards transport in terms of access and mobility particularly for the poor. The proposed refocus of SSATP is clearly in line with this approach.

### 3 Mission Statement and Logical Framework Analysis

The Review Team has taken the mission statement as a starting point for analysis and made a logical framework analysis of the relationships between the SSATP mission and the programme objectives. Summarised results of this analysis are presented in this section, together with the recommendation for SSATP management to initiate a participatory process involving relevant stakeholders aimed at further elaboration of the logical framework analysis.

#### **Mission statement**

The logical basis for any long-term strategy for SSATP up to 2006 is the programme's mission statement. This mission statement that was proposed to the SSATP business meeting in June 2000 and subsequently approved by the Initial General Meeting in November 2000 is the following:

SSATP is an international partnership to facilitate policy reform and related capacity building in the transport sector in Sub-Saharan Africa. Sound policies lead to safe, reliable and cost-effective transport, freeing people to lift themselves out of poverty, and helping countries to compete internationally.

With so many stakeholders, any mission statement will be a compromise and open to criticism. Based on the Review Team's discussions with the programme partners, the following observations can be made:

- ▲ The mission statement needs to be reworded – the phrase *facilitating policy reform* - need to be replaced by *facilitating policy development*. In the last decade, awareness of problems and solutions has increased substantially in the region and partner countries have expressed their desire to continue co-operating in SSATP. Whereas at the start of the programme, crisis management was indicated, the partnership now calls for policy support on a more regular basis.
- ▲ *Facilitating policy development* should be well defined in terms of what can be expected of SSATP. A clear distinction needs to be made with respect to implementation of policies. Policy implementation is a matter for the owners of the policies and is thus pursued in country programmes. SSATP can assist in this process through dissemination of best practice and supporting the emergence of country and regional platforms for exchange of ideas, knowledge and experience. The position of SSATP with respect to facilitation and implementation of policies should be clearly communicated to the programme partners, as the Review Team found that the partner countries generally expect more of the programme than it can deliver.
- ▲ *Capacity building* is another prominent objective in the mission statement that needs clarification. According to the Review Team, SSATP management is not in a position nor does it have the resources to engage actively in capacity building. SSATP is confined to facilitating capacity building within the framework of transport policy development support.

Based on these observations, the new mission statement could be:

SSATP is an international partnership to facilitate policy development and related capacity building in the transport sector in Sub-Saharan Africa. Sound policies lead to safe, reliable and cost-effective transport, providing a significant contribution to poverty reduction.

### **Logical framework analysis**

Logical framework analysis is considered to be an effective tool in formulating programme objectives, expected results and activities coherently and to check consistency between programme planning and the available resources. Moreover, this analysis requires specification of verifiable indicators for programme monitoring and evaluation, and a statement of assumptions with respect to constraints and risks to the programme.

The Review Team is of the opinion that logical framework analysis can be used as an instrument indicating what SSATP can and cannot guarantee to deliver, under what assumptions to achieve programme, component or initiative purposes. Creating a common understanding amongst stakeholders on the programme's overall objective, purpose, outputs, activities and resources is considered an important step in gaining and regaining stakeholders' confidence in SSATP.

A logical framework analysis is needed at programme level. This generic analysis should be supported by logical framework analysis on component or initiative level. Furthermore, specific analyses should be made for the transition phases (consolidation and interim phase) presented in Chapter 9. It is important that the logical frameworks are the result of participatory processes involving stakeholders (donors, partner countries, regional organisations) in creating support for SSATP. The Review Team recommends that SSATP management takes the initiative in facilitating this process and incorporates the results in the strategy towards 2006 to be presented by the end of 2002. Consequently, the participatory processes should take place in 2002 and the first steps should be taken during the coming annual general meeting.

The results of the Review Team's analysis are summarised below. Analysis is robust, simple and straightforward, focusing on SSATP as a whole and on longer-term perspectives. The generic analysis could form a basis that would need to be further refined by SSATP management. When agreed by stakeholders, the analysis can be extended to the component level. Also, phasing and timing will need to be specified, particularly with respect to activities and resources.

### *Overall objective*

The overall objective is to support the process of poverty alleviation and is closely related to the part of the mission statement of 'freeing people to lift themselves out of poverty'.

### *Purpose*

The programme purpose is to reduce the costs of transport services and to establish adequate and appropriate access and mobility for the poor through facilitating pro-poor transport sector policy development.

Transport cost reduction and establishing access and mobility for the poor is the central theme in achieving the programme's overall objective. The main thrust is to provide affordable access to the poor in terms of both freight and passenger transport conditions. Studies have shown that transport unit costs in Africa are the multiple of those in Asia and further analysis of the causes will yield ways of mainstreaming this into development policies. Transport cost reduction and establishing access and mobility for the poor is relevant in all SSATP components:

- ▲ RMI: improved management (maintenance, operations) will result in safer roads and transport at lower vehicle operating cost.
- ▲ RTTP: improve opportunities for rural poor for sustainable livelihoods by providing affordable access and mobility.
- ▲ T&T: reducing transport cost throughout the entire transport chain in corridors connecting land-locked countries, including cost of logistics and trade facilitation.
- ▲ RR: commercialising railway transport operations, optimally using railways within an integrated transport system and alleviating the subsidy burden.
- ▲ UM: providing accessibility to the urban poor, aiming at affordable urban transport, and safe and affordable intermediate means of transport.

Furthermore, poverty alleviation through transport cost reduction and access and mobility for the poor is manifest in all elements of transport systems (links, nodes, networks, transport chains, corridors). This will thus be mainstreamed in transport policies in a holistic context.

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### *Outputs*

The output of SSATP is a strategic partnership aimed at transfer of knowledge, at international, (sub)regional and country level.

Dissemination is key to transfer of knowledge and has always been the core activity of SSATP. This is generally appreciated by the programme partners. The activities set out below need to be continued and improved:

- ▲ Publications. Studies and technical notes are of high quality and are widely distributed but mainly under conferees in the OECD world. Increased SSA involvement (co-authorship) should be pursued.
- ▲ Workshops, seminars and conferences are organised by the various programme Components. The impact and efficiency of these activities would be greatly improved with co-ordination by the programme management.
- ▲ Interfacing and networking. Interfacing refers to cross-fertilisation between the SSATP and operations (World Bank, donor country programmes) and networking is making use of knowledge and experience available in organisations beyond the SSATP.

The common denominator of dissemination is exchange of best practice. To date, emphasis has been on top-down (vertical) dissemination, from Washington D.C. to the countries. More country-to-country (horizontal) dissemination is recommended.

#### *Activities*

Resources are a critical constraint. The logical framework calls for a consistency check on the match between activities and likely available funding. If too ambitious, activities will have to be rescheduled and consequently, also the expected output and objectives adjusted. In this respect, phasing, timing and prioritising of activities are key notions.

#### *Verifiable indicators and means of verification*

Verifiable indicators and means of verification are needed to monitor and evaluate programme execution – its activities, outputs and achievement of objectives. Preferably, indicators need to be quantifiable and measurable to assess the transparency and accountability of SSATP operations. While appealing in theory, there are limitations to the practical feasibility of establishing such indicators. A distinction needs to be made between indicators of achievement and indicators of performance. Where the latter might be approximated in adequate reporting of activities and associated expenditures, establishing indicators of objectives achievement is usually a diffuse and long-term process. Without straightforward indicators, evaluation of the programme is rather a matter of trust, confidence and belief, based on merely qualitative indicators.

#### *Assumptions*

Careful consideration needs to be given to defining the assumptions that need to be made in order to achieve the programme's purpose. An overview of assumptions will provide the opportunity to carry out proper risk analyses. Assumptions need to be defined at all levels of the logical framework analysis (activities, outputs, purpose). Examples of assumptions are donors willing to provide funds for SSATP 'new style' (activity level), publications, reports and technical notes delivered to the right audience (output level), and other poverty reduction strategies successful (purpose level).

## 4 Programme Approach

In developing a long-term strategy to 2006, one of the key recommendations made by the Review Team is to shift towards a SSATP programme approach instead of the current component approach. The first step to a programme approach has already been taken with the decision to adopt a more integrated approach at the Business Meeting and the Initial general Assembly in 2000. This is in line with the gradually changing perspective on facilitation of transport policy from creating awareness and pursuing reform to a more dynamic, continuous process of policy development, encompassing all areas of transport policy in an integrated context.

Support was also given to a holistic approach at the Component Co-ordinators Meeting in Saly in May 2001 and cautiously, RMI and RTTP overlapped for a day during the meeting. It was concluded that components should co-operate to the extent possible and useful but merging of components was not considered opportune in view of the different cultures (bulldozers versus bicycles).

### **Component approach**

SSATP has been characterised as a set of independent components or initiatives in key areas of transport policy in Africa. This was considered to be a successful approach at the Component Co-ordinators meeting in Pretoria in 1999. Moreover, there was little scope for co-ordination between components because the programme manager was available only on a part-time basis to the SSATP.

The programme components have had varying degrees of impact. The Road Management Initiative (RMI) has had considerable impact on putting road management policies on a more commercial footing, hence achieving considerable transport cost reductions. The Rural Travel and Transport Project (RTTP) has successfully taken advantage of the shift in donor development policy orientation to rural poverty. Urban Mobility (UM) has followed its own course, addressing a few specific issues in an urban context (safety, environment and non-motorised transport), while Trade & Transport (T&T) and Railway Restructuring (RR) have been practically dormant over the last few years.

The component approach was subjected to a SWOT analysis, which revealed the main strengths to be the impacts stated above and also flexibility in terms of developing new ideas. One of the main weaknesses is the lack of coherence that inevitably occurs with separate components operating virtually independently. One consequence of this could be a further move to completely independent institutions. Furthermore, a component approach does not allow for systematic coverage of relevant cross-cutting issues and requires considerable management capacity.

Nevertheless, the component set-up of SSATP should not be dismantled in the short term. The stronger assets should be maintained and the weak ones compensated for. Consideration could be given to retaining the thematic character of the component

programme, which would need to be separated from component organisation and management. The dissemination activities especially should be brought under SSATP programme management.

### **Mode of operation**

Furthermore, it is questionable whether the present mode of operation of some components is appropriate in the longer term, with memberships at various status levels, and unclear criteria for invitations to workshops and seminars. In addition, selection of component country co-ordinators needs to be more transparent. It might be more appropriate to seek a more generic means of dissemination using similar procedures for all themes.

An alternative to the present practice of workshops/seminars for each programme component might well be round table discussions with a limited number of say 10 to 20 participants. Discussions would focus on well-defined themes on which participants would be required to prepare contributions such as discussion papers. Round table meetings would need to be guided by a professional facilitator, and papers, proceedings and policy conclusions and recommendations available for wide distribution.

### **Thematic approach**

Themes could be developed in thematic groups, which would have the same function as the present components, but without organisation and management tasks and responsibilities. Members of the group could be representatives of partner countries (for example, national co-ordinators, see Chapter 6), SSATP staff, World Bank thematic specialists, and appropriate specialists from universities and research institutions.

Partner countries should have a clear say in the selection of themes, which would also provide opportunity for them to assume ownership and demonstrate commitment to the SSATP concept. Further, the SSATP Governance (Board, AGM, Advisory Group) should be in the position to propose and approve themes.

An appropriate model for round table dissemination could be the ECMT/ CEMT (European Conference of Ministers of Transport/Conference Europeenne des Ministres des Transports). This organisation is an advisory body to the Ministers for Transport of some 30 countries including Central & Eastern European and CIS countries. Every country has a Co-ordinator, passing information to and from its Minister for Transport. One of the main activities is dissemination of best practices, through round table meetings, reports and database operations. Some 25 non-governmental and professional organisations have consultative status with the ECMT, including sub-sector organisations of roads, railways, inland waterways, aviation, cyclists, pedestrians, road hauliers and freight forwarders, public transport, transport workers, motor vehicle manufacturers, road safety organisations and environmental organisations. It is recommended that SSATP consider the ECMT mission, organisation and mode of operation of the dissemination process.

A thematic approach as sketched above has certain advantages. It could better reflect the holistic character of the transport policy scene, be more demand-responsive, more flexible in dealing with new and emerging topics, and most probably, more cost effective than the component-wise organisation.

The thematic approach presented here is a long-term goal that cannot be achieved instantly. When the conceptual framework for the dissemination process has been developed, practical recommendations will be needed for the organisation and management of the present components during a shorter consolidation and medium-term period.

## 5 Key Policy Issues

The Terms of Reference for the Review Team lists a range of cross-cutting themes such as poverty, traffic safety, gender, environment, HIV/Aids, with options for new and emerging issues. During the Saly meeting in May 2001, other themes were raised such as transport cost, decentralisation, capacity building, governance, employment, private sector participation and the roles of stakeholders. Clearly, SSATP cannot give due attention to all these themes and some hierarchy of priorities needs to be set. For these purposes, three levels may be distinguished:

- ▲ Leading themes - poverty and transport.
- ▲ Transport intrinsic themes - traffic safety.
- ▲ Other themes - gender, environment, HIV/Aids).

### **Poverty and transport**

Poverty alleviation, through transport cost reduction and providing access and mobility for the poor is considered the cornerstone of the programme. As such, it is not considered to be a cross-cutting theme, but rather the central theme of the whole programme.

### **Traffic Safety**

Road accidents constitute a serious and increasing problem in developing countries with the poor particularly vulnerable. The World Bank estimates that road accidents cost developing countries nearly US\$ 100 billion per year, which is double the amount these countries receive in Official Development Assistance (ODA).

Recently established under the World Bank's Business Partners for Development (BPD) programme, the *Global Road Safety Partnership* (GRSP), a partnership of business, civil society and governmental organisation is dedicated to reducing road accidents in developing countries. The strategy includes identifying and sharing lessons from projects, and demonstrating that partnerships for development can be scaled up to regional and national levels. SSATP could focus on informing its partners about GRSP activities and become an information channel to national actors through papers, workshops/seminars and round tables. Further, SSATP could foster international exchange of best practice through liaisons with foreign institutions (Birmingham connection). Moreover, traffic safety should be taken up as a programme issue and not left to an individual component.

### **Other issues - gender, environment, HIV/Aids**

SSATP should focus primarily on its core business of transport policy facilitation, with due attention to poverty alleviation, transport cost reduction and traffic safety. For other cross-cutting themes, SSATP should tap the abundant information available with dedicated organisations, liase with them, and establish partnerships where appropriate. Relevant information on cross-cutting themes can be disseminated in the same way as indicated for the thematic approach using round table meetings in a programme rather than in the component setting.

## 6 Organisation and Management

Adopting a programme approach will require some adjustments to the present organisation and to programme management. The present organisational structure was agreed by the Business Meeting of June 2000 and approved by the Initial General Assembly in Copenhagen in November 2000. It consists of four components working together - the Constituent Assembly, the Annual General Meeting (AGM), SSATP Board and SSATP Management. While this structure is generally appropriate, some stakeholders argue that the present size of the governance structure would justify an extension of the programme.

It was decided at the RMI/RTTP co-ordinator meetings in Saly, May 2001, to invite two RMI representatives to meet with the Board during the July 2001 Board meeting. Wider attendance at the annual general meeting all stakeholders, particularly the SSA partner countries, is recommended.

### **Proposed organisational adjustments**

To implement a programme approach, the following organisational adjustments in the region are proposed:

- ▲ Appointment of national co-ordinators;
- ▲ Strengthening of SSATP management at the sub-regional level;
- ▲ Co-operation with existing sub-regional organisations.

#### *National co-ordinators*

Consideration needs to be given to appointing national co-ordinators in the partner countries, who would co-ordinate SSATP activities as a whole and all component activities or themes. To be effective, the national co-ordinator would need to be appropriately positioned in the government structure, have sufficient standing, and easy access to local stakeholders including international financing institutions and donors.

The national co-ordinator would be the manager of a local platform for dissemination of SSATP ideas. The platform would also be a vehicle for conveying information not only top-down from the centre (World Bank, Washington D.C.) to the region but also bottom-up, from the partner countries to the SSATP management. Moreover, the national SSATP platforms could be instruments for the exchange of good practice between partner countries (horizontal dissemination). Development of national platforms would increase ownership in partner countries and establish the programme approach in regional activities.

The national co-ordinators could carry out the following tasks:

- ▲ Manage the platform.
- ▲ Maintain a database of stakeholders and interested parties within and beyond government.
- ▲ Maintain the SSATP library.
- ▲ Distribute SSATP information such as reports, Technical Notes, and newsletter;

- ▲ Be the local “editor” of the newsletter.
- ▲ Co-ordinate component activities or thematic initiatives (could be associated to thematic groups).
- ▲ Liase with stakeholders at the minister or at least director level.
- ▲ Maintain daily contacts with the World Bank representation and sub-regional organisations.
- ▲ Act as donor co-ordinator either institutionalised<sup>1</sup> or informally.
- ▲ Participate in the organisation of round tables, as co-ordinator of country contributions or as a host.

The national co-ordinators should grow into their role as champions of transport policy facilitation in the country. In many countries, the required capacity may not be available for the foreseeable future. Nevertheless, broad transport policy advisors are beginning to emerge in some countries, as observed at the business meeting in Saly and during the Review Team’s country visits.

The degree of commitment needed to shape the position of national co-ordinator cannot be expected from the majority of SSA countries at present and thus in the short term, a lower profile participation should be welcomed. In the interim, the present component co-ordinators could be the national contact persons with a mailbox, who could take care of dissemination of all SSATP information in the country. SSATP management could be instrumental in providing IT assistance where required. All SSA countries should qualify to join SSATP for a minimum or standard dissemination service.

#### *Sub-regional co-ordinators (SRC)*

Consideration could be given to gradually transferring more management tasks from the centre to the region with the aim of increasing effectiveness (closer to the end user of dissemination) and cost-efficiency.

Currently, RTTP has sub-regional co-ordinators stationed in Abidjan (Francophone) and Harare (Anglophone) where they manage the day-to-day dissemination activities, including the organisation of seminars and workshops. Since their funding is earmarked for RTTP, they do not engage in other SSATP business. The position of such sub-regional co-ordinators could be upgraded to sub-regional co-ordinators at programme level, with tasks that might include:

- ▲ Organisation of dissemination/communication both centre to region and horizontal with partner countries.
- ▲ Being “online” with SSATP national co-ordinators, fostering exchange of best practice between countries.
- ▲ Management of all components, theme sub-regional workshops, seminars, round tables and co-ordinator conferences.

Upgrading the position of sub-regional co-ordinator to SSATP subregional co-ordinator does not necessarily imply upgrading of the present occupants. In any case, the donor

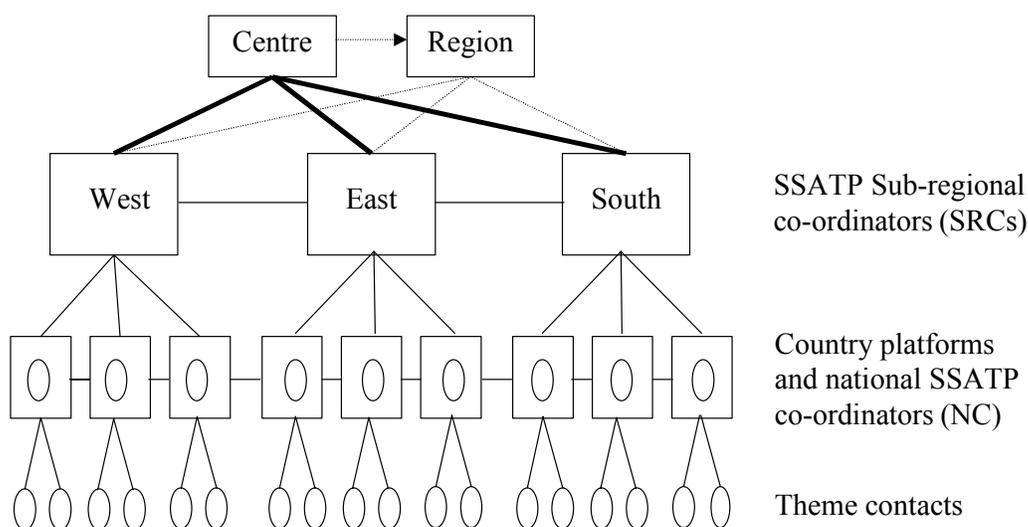
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<sup>1</sup> A good example of donor co-ordination in the transport sector is Ghana, where a donor coordinator has been active for the roads sector (main, regional, feeder) for several years.

presently earmarking funds to the RTTP SRCs would need to be consulted. At present, most of the component business is managed from the centre in Washington D.C. and in principle, transfer of management tasks to the region could be more cost-effective.

The present RTTP sub-regional operations and possible future combined efforts would need to be assessed to determine whether further decentralisation would be appropriate. The proposed organisational adjustments are presented in Figure 1.

Figure 1 Proposed future organisational structure



The extent to which decentralisation can be achieved and a thematic approach implemented cost-effectively will reduce capacity in the centre in Washington D.C. Ideally, a rather lean central organisation should remain, with its main task confined to overall programme management including:

- ▲ donor co-ordination;
- ▲ co-ordination of Thematic Groups (SSATP, World Bank, Donors, outsiders);
- ▲ guidance of the sub-regional co-ordinators;
- ▲ reporting on activities and finances;
- ▲ briefing governance and preparing for the AGM;
- ▲ drafting business plans;
- ▲ exploring and maintaining liaisons beyond Africa.

#### *Sub-Regional Organisations (SROs)*

Co-operation with sub-regional organisations is a possible means of achieving cost-efficiency gains through collaborating with organisations with a similar mission as SSATP and making use of existing networks. The following observations have been made. SSATP is little known and there are few contacts with the sub-regional organisations in Sub-Saharan Africa. These organisations are quite different in mission and mode of operation, and not all those approached by the Review Team showed

interest in providing information. SSATP will need to take further action to estimate the potential for collaboration.

Partners could be sought in transport sector organisations in and beyond Africa. In the roads sector, the possibilities for teaming-up with organisations such as ASANRA (Association of African National Road Administrations) and the recently founded Association of African Road Fund Directors could be investigated. Beyond Africa, consideration could be given to international organisations associated with the transport modes such as PIARC, IRF, IRU, UIC and PIANC.

### **Management considerations**

There are three main considerations in improving programme management:

- ▲ Increased African involvement.
- ▲ Mainstreaming a programme approach into programme management.
- ▲ Promoting programme exposure.

#### *Increased African involvement*

When SSATP was launched, it was intended to host its management in an African institution. As no organisation was believed to have the capacity for this role, the programme was managed in the World Bank headquarters in what was perceived to be a rather supply driven, authoritative, top-down setting. Since then, little has been done to extend African participation in its programme organisation and management. At the component level, African participation has increased as for example in RTTP.

It is now time to explore opportunities for increasing the African base of SSATP. A bottom-up, demand driven involvement in the region is getting stronger and local capacity is improving. With the overall governance of the programme on a new footing, it is now time for more African involvement. This could be achieved by adapting the content of the programme more to local needs and by hosting an increasing part of management and organisation in sub-regions of Africa.

#### *Mainstreaming a programme approach into management*

Another consideration with regard to the strategy up to 2006 is how a programme approach can be mainstreamed in SSATP management. The components have been managed independently and separately, and there is little overall management. Now that a more integrated approach on transport policy facilitation has been proposed and a full time programme manager is appointed, a programme approach to management will need to be pursued.

#### *Promoting the SSATP programme*

During country visits, the Review Team found that SSATP as a programme is virtually unknown. Currently, SSATP has a limited presence in the region, with only about half of the countries represented in one of the programme components. In countries where more than one SSATP component is present, there is little or no co-ordination between components. The management should actively promote SSATP as a programme.

## 7 Finance

SSATP is financed from the following sources:

- ▲ Bilateral donors providing funds through Trust Fund arrangements to World Bank.
- ▲ World Bank administrative budget for supporting Bank staff expenditures to the programme.
- ▲ World Bank Development Grant Facility funds, supporting other programme activities than bank staff expenses.
- ▲ Bilateral donors providing support to specific activities within SSATP.

Between 1997 and 1999, total SSATP expenditure steadily increased to approximately US\$ 2.9 million. In the first six months of 2000, US\$ 2.0 million was spent and only US\$ 0.9 million in the second part of the year. This considerable reduction in expenditure occurred because Trust Funds were depleted and the programme was cut temporarily to the bare bones by cancelling or postponing most activities.

To date, programme financing has been rather fragmented through the earmarked allocation of donor funding to components or parts of components. Moreover, its volatile character restricts flexibility in programme execution and makes structured multi-year planning difficult. In line with the conceptual framework (holistic view on transport) and the proposed organisation and management structure, the programme approach should also be translated to the financing procedures, with component earmarking of funds replaced gradually by programme financing.

Pooled donor financing was proposed by SSATP management at the Business Meeting and the Initial General Assembly in 2000. The majority of donors principally agreed to the proposal to pool donor financing under specific conditions. The programme content would need to reflect the objectives - poverty alleviation through transport cost reduction – and be in line with donor's development policy orientation. In addition, programme management needs to be on a sound footing with effective reporting on activities and associated financial proceedings.

In the long term, a substantial part of the programme should be financed in a fungible way, with management preparing the overall programme to be approved by donors. Subsequently, management would decide on the allocation of funds to parts of the programme, under the heading of individual components or themes. Without such an arrangement, it would be difficult to achieve credible planning of the programme. Some modest commitments have been made recently. It is now up to SSATP management to gain further donor trust to gradually increase the pooled part of the financing in the coming years.

Sound financial reporting is a prerequisite for programme accountability to donors. As the World Bank financial system hosting the SSATP administration is presently not geared for this task, SSATP management will have to maintain a shadow accounting system in order to satisfy donor requirements.

## 8 Key Programme Activities

In a programme approach, the key activities will continue to be dissemination and communication.

### **Dissemination**

Dissemination in SSATP comprises two main activities. One activity is the preparation of studies and papers, and technical notes at the centre in Washington D.C. This is a highly valued service that should be continued taking into account demands for increasing African involvement, a renewed document layout and extended distribution. The other activity is component-specific workshops and seminars, and conferences (National Co-ordinators, Steering Committees). Workshops and seminars could be organised more efficiently if they were centrally co-ordinated under SSATP umbrella.

On various occasions such as the RMI-RTTP Country Co-ordinators Conference in Senegal, and during the Review team's country visits, suggestions were put forward to re-introduce the SSATP newsletter. This would provide a good opportunity to market SSATP as an overall transport policy facilitator. It would also give the partner countries the opportunity to convey bottom-up signals (ideas, questions) to the centre in Washington D.C. Moreover, a newsletter is a means of horizontal communication between the SSATP platforms in the countries (exchange of best practice).

The national co-ordinators, sub-regional SSATP staff and programme management would all need to be actively involved in development and operations of the newsletter. In combination with the Website, a newsletter could be a powerful tool for dissemination and communication. It should also be investigated whether use can be made of the communication channels of existing organisations such as sub-regional organisations.

### **Communication**

Additional means of communication should be introduced aimed at improving effectiveness and efficiency of SSATP communication such as:

- ▲ teleconferencing, possibly to be hosted through the network of World Bank offices, many of which are equipped with these facilities;
- ▲ internet technology, with opportunities to create additional websites and set up chat boxes linked to the newsletter;
- ▲ videos produced so far have a potential to reaching large audiences, especially when shown on national or regional television. This would raise awareness of SSATP and help create support for the programme.

## 9 Phasing and Budget

A longer-term strategy for 2006 and beyond has been designed with a conceptual framework supported by logical framework analysis, and organisation, management and financing structures for a programme approach. This strategy will need to be implemented in two phases:

- ▲ Consolidation phase, up until the end of 2003, with the main objective of restoring stakeholders' confidence in the programme and establishing the organisational and management foundations on which to build the programme approach.
- ▲ Interim phase, 2004 – 2006, with the main objective of implementing the proposed programme approach.

The key elements of the two phases - consolidation and interim phase - are presented are presented in the table below.

	<i>Consolidation phase (2000-2003)</i>	<i>Interim phase (2004-2006)</i>
Objective	Consolidation of SSATP and rebuilding confidence	Implementation steps leading to a programme approach
Key activities	<ul style="list-style-type: none"> <li>▲ Business as usual.</li> <li>▲ Prepare a “convincing story”.</li> <li>▲ Investigate the feasibility of pursuing the programme approach, while maintaining the component approach.</li> <li>▲ Organise due marketing of the SSATP.</li> <li>▲ Indicate way ahead for components, while sharpening the poverty focus.</li> <li>▲ Develop an adequate reporting structure.</li> <li>▲ Prepare the annual business plans.</li> </ul>	<ul style="list-style-type: none"> <li>▲ Poverty alleviation through transport cost reduction mainstreamed in policy facilitation process.</li> <li>▲ The component organisation structure modified into a thematic approach.</li> <li>▲ Thematic groups governing the contents of dissemination through Round Tables.</li> <li>▲ Programme management charged with organisation of thematic groups while Sub-regional co-ordinators, in consultation with National co-ordinators, responsible for the management of Round Tables.</li> </ul>

### **Consolidation phase**

The consolidation phase has started in mid-2000 at the Business Meeting when the contours of a new SSATP were outlined. Since then, the programme has made considerable progress in getting the new structure in place. A number of activities need to be carried out during the consolidation phase, as outline below.

#### *Business as usual*

SSATP will continue with its main task of dissemination through publications, workshops/seminars and conferences. More attention will be given to impact assessment of the dissemination efforts. Participant appreciation of knowledge transfer will need to be monitored using dedicated questionnaires.

### *Convincing story*

A convincing story needs to incorporate SSATP's conceptual framework, organisation and management and finance. Stakeholders should be invited to adopt the goal of poverty alleviation through transport cost reduction and access and mobility for the poor in a holistic context as the main driver of SSATP. Programme management will continue to employ the logical framework analysis to underpin further strategy development and business planning.

### *Feasibility of decentralisation*

A consequence of the programme approach and the desire to increase demand responsiveness and ownership could be the transfer of more organisation and management tasks to the region. To set an appropriate level of decentralisation based on the cost-effectiveness of alternative proposals, a feasibility assessment could be carried out during the consolidation phase. A start needs to be made as soon as possible on establishing contact points for SSATP broad dissemination.

### *Concerted marketing action*

A concerted marketing action is needed to increase awareness and knowledge of SSATP. At the same time, efforts need to be made to expand the stakeholder base and to seek new partnerships. An effective instrument in this respect could be a newsletter. Also, donors and potential new partners need to be approached and convinced that "the programme is more than the sum of the components".

### *Way ahead for components*

Transition from the present component organisation to a thematic approach does not imply dismantling the components immediately. The Saly meeting concluded that the best approach was not to merge components but to identify linkages, overlaps and to enhance synergy between them. Programme management now has the task of integrating the components in the overall SSATP framework. When the logical framework analysis is agreed for the programme, each of the components needs to prepare such an analysis consistent with that for the programme. Doing so, the components, which are presently stand-alones, become parts of the programme.

### *Programme reporting*

Improving reporting on activities and finance is an urgent task. The programme components should report in the same format, logically linking results and activities. The progress report should be the 'flagship' of the programme and is the vehicle in regaining the trust of stakeholders. Financial reporting through a shadow accounting system may well have consequences in terms of staffing (minimum one FTE extra).

### *Business plan*

In view of the likely available resources in the short term, the business plan for the year 2002 should set a minimum level. This is a level below which the programme in the long run cannot appropriately function according to its objectives. The Review Team made assumptions with regard to activities and associated unit cost, resulting in budget requirements for 2002 of roughly US\$ 4 million.

### *Possible exit strategy*

Before entering the interim phase, 2004 – 2006, a decision should be made whether the programme should be continued as proposed in the strategy. Has funding during the consolidation phase been sufficient to meet the stated objectives? If not, and without prospects of enhanced support, should the programme be continued? Perhaps, individual component could continue but SSATP should cease to exist. In such a case, an exit strategy will be required.

### **Interim phase**

The activities in the interim phase will depend on the approval at the 2002 Annual General Meeting of the strategic plan setting out the proposed programme approach developed during the consolidation phase. On the assumption that the strategic plan is accepted, the interim phase will be shaped by the following focus and activities:

- ▲ The key programme focus will be mainstreaming “poverty alleviation through transport cost reduction and access and mobility for the poor” into the policy development facilitation process.
- ▲ The component organisation structure will be adjusted to a thematic approach.
- ▲ Thematic groups will determine the contents for dissemination and programme management charged with its organisation. Thematic approach will deal with both transport policy issues including traffic safety and cross-cutting and new themes.
- ▲ Round table discussions will become the core of the dissemination process.
- ▲ The round table discussions and subsequent reporting will be managed by sub-regional co-ordinators, in consultation with national co-ordinators.
- ▲ The Annual General meeting will preferably combine the annual sub-regional national co-ordinators conferences as well as round table meetings and bi-annual regional national co-ordinators conferences.

### **Budget for period 2000-2006**

A financial model has been developed in consultation with SSATP management, which was validated for the year 2000, checked for 2001 and applied for future years. The year 2002 estimates reflect minimum conditions for SSATP. Below that, the management does not expect of the programme to be sustainable. The SSATP budget for the period 2000-2006 is presented in the table below.

<i>Consolidation Phase</i>				<i>Interim Phase</i>		
2000	2001	2002	2003	2004	2005	2006
\$3,521,250	\$3,546,750	\$4,024,500	\$4,073,300	\$4,805,000	\$4,805,000	\$4,805,000

All calculations have been made using standard unit costs and applying these to ‘real’ quantities in consultation with the SSATP management.

During the consolidation phase (until 2003) the bare minimum for funding the programme is estimated to be US\$ 4 million per year. During the interim phase, enhanced achievement of programme goals is expected to justify an increase of the minimum level by some 20% to US\$ 4.8 million per year.