



Sub-Saharan Africa Transport Policy Program  
The World Bank and Economic Commission for Africa



SSATP Working Paper N° 39

# *Road Management Initiative*

## *Rural Travel and Transport Program*

*Thirteenth Coordinating Committee Meeting*

*November 9-13, 1998*

*Dar-es-Salaam, Tanzania*

**November 1998**

Africa Region  
The World Bank



The Sub-Saharan Africa Transport Policy Program (SSATP) is a joint initiative of the World Bank and the United Nations Economic Commission for Africa (UNECA) to improve transport sector performance by promoting policy reforms and institutional changes.

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## **FOREWORD**

The Thirteenth Meeting of the Coordinating Committee for the Road Management Initiative (RMI) and the Rural Travel and Transport Program (RTTP) of the Sub-Saharan Africa Transport Policy Program (SSATP) was held in Dar-es-Salaam, United Republic of Tanzania, November 9 through 13, 1998. About one hundred participants from fifteen countries took part in five days of deliberations, analysis and exchange of experiences in their countries of the efforts addressed under the RMI and RTTP to improve transport conditions and efficiencies in the countries of Africa; to compare goals set in the preceding meeting held in Lomé, Togo, in 1997 with results achieved so far; and to set items to be addressed during the next year and to be monitored at the next coordinating meeting(s) of the RMI and the RTTP.

Traditionally, minutes of the Coordinating Committee Meetings have been issued and distributed informally. We have found, however, that the discussions this year had reached a richness which made it worthwhile to issue a record of the meeting in a more structured form, and the present Summary Proceedings are a reflection of this.

At this meeting, the RTTP definitively emerged as a program of a range, depth and scope equaling that of its older cousin, the RMI; the RMI demonstrated that its work has in several countries reached a stage in which it can widen its scope from concerns of financing to concerns of planning, implementation and monitoring of works to manage main road infrastructure, and to concerns of regulation and facilitation of road transport and trade moving by road.

It also emerged that the two programs in the immediate future will be addressing different concerns, and be doing so in national structures which increasingly feature decentralization as an overarching political goal. The interaction between the two programs, and the holding of joint meetings such as the Thirteenth Meeting, will need to be reassessed, and the information flow may over the next few years be better served by holding separate meetings. A definitive decision on this will be taken during the spring of 1999.

Snorri Hallgrímsson  
Coordinator  
Sub-Saharan Africa Transport Policy Program

# **OPENING SESSION SYNOPSIS**

## OPENING SESSION

Mr. Ronald Brigish, Resident Representative in Tanzania for the World Bank, chaired the opening session, and welcomed the participants. Mr. Snorri Hallgrímsson, Coordinator of the SSATP Program in the World Bank, extended the thanks of the meeting to the host country, evoked the continuity between the 13th Meeting and the preceding one, held a year ago in Lomé and encouraged participants to build on the experiences of that meeting in reaching their conclusions during the present one. Transport issues remain high on the development agenda in Africa, and are of central concern to African countries, as witnessed by the emphasis on transport that emerged from the meetings in Kampala and Dakar between the President of the World Bank, Mr. James Wolfensohn, and some twenty African Heads of State.

Dr. Frank Nyangaga, RMI Coordinator, Kenya, gave the opening address on behalf of the RMI/RTTP Coordinators and thanked the RMI/RTTP teams for arranging the Meeting. Based on the Kenyan experience, he assessed the challenges faced by each of the four building blocks of RMI: (i) ownership of roads by end-users, a concept which is increasingly accepted by SSA governments; (ii) steady source of financing which now in some countries has been endorsed by the IMF; (iii) clarification of responsibilities for management of assets, and matching of resources with responsibilities; and (iv) management of the road network referring to best practice experience, which is hindered by the lack of capacity in the private sector. He expressed the desire that the meeting would provide the opportunity to share experiences between countries in these fields.

Mr. Birger Lorentzen, Danida, addressed the meeting as a representative of the donor community involved in the RMI and the RTTP. Mr. Lorentzen noted the long-term support of Danida to the two programs, and welcomed the increased activity of the programs in the countries which Danida sees as its countries of concentration in Africa. He also underlined the value to the donor community of the SSATP as a forum for coordination and information exchange, and confirmed Danida's continued interest in supporting the RMI and the RTTP.

The Honorable Anna Margareth Abdallah, Minister for Works, Tanzania, concluded the morning session with a welcoming address on behalf of the Government of Tanzania. Tanzania was among the first countries to join the RMI. Unfortunately, road maintenance financing and institutional reforms have not been very successful. Up until last year, both RTTP and RMI in Tanzania were handled by the Ministry of Works, but since 1998, the RTTP is being implemented under the Ministry of Local Government. There are significant reforms under way in the roads sector in Tanzania, i.e. the Government has decided to establish a Road Agency at the end of this financial year. The Honorable Abdallah warmly welcomed all the participants to the workshop.

## RMI OPENING REMARKS

In his presentation of the RMI Annual Report 1997/98, Mr. Pedro Geraldes, RMI Team Leader, World Bank, gave an overview of the achievements of the World Bank RMI Team during the year, and of the strategy and work program to be followed in the year ahead. The activities cover the regional components of the Initiative directly managed by the team, and support extended by team members to capacity building for and implementation of sustainable policy and institutional reforms in participating countries.

The RMI message and process are progressively being mainstreamed into IDA's and Donors' country assistance programs through direct participation of RMI Team Members in sector programs and reform activities in 14 countries, and indirectly through dissemination of the RMI message for a number of other countries. One sector manager from seven RMI countries was sponsored to attend the two courses offered by the University of Birmingham – *Innovations in Road Management* and *Road Fund Management*. RMI further supported the participation of a member of the Zambian Roads Board in the Road Management course run by the IRF a follow-up World Bank Workshop, and, in cooperation with the USFHWA, a tour by Tanzanian officials to study the operation of Technology Transfer Centers in the USA. A strategic game, "Tariff and Traffic" has been developed in French and is currently being tested, and a system for monitoring network conditions (SOURCE) and a model for economic analysis of low volume roads are under development.

Mr. Geraldes stressed that as road sector reform is a continuing process, the participation and firm commitment of all major stakeholders is essential to achieve the stated objectives. The primary focus of the RMI program in the year ahead is thus as in last year, use of commercialization as the leading principle in implementation of the four building blocks. The work program for 1998/99 proposes a continuation of the country assistance programs in line with established practice, including policy workshops and study tours for at least three countries. The RMI will increase its efforts to connect participating countries to the Internet and thus facilitate easier access to knowledge data bases including the Bank's RMI Web Page as soon as that is available to the outside world. A study will be commissioned to obtain an overall review of the current status of policy and institutional reforms in Sub-Saharan African countries and of recent changes in road conditions. Further cooperation with the USDOT/FHWA Technology Transfer Center Program will be pursued, and development of the strategic game program, the network performance monitoring systems, and the model for economic analysis of low volume roads will hopefully be completed.

In the following discussion on the RMI, Mr. Smak Kaombwe, SATCC – TU, pointed out the need for closer cooperation between RMI and the SATCC – TU. All member countries of SADC have now ratified the SADC Protocol on Transport which to a large extent is based on the RMI message, and is thus obliged to implement the agreed policy and institutional reforms. Mr. Geraldes agreed that there is a need for coordination and harmonization in the region, and looks forward to closer cooperation with SATCC – TU to this end.

## RTTP OPENING REMARKS

Messrs. Snorri Hallgrímsson, George Banjo, and Moctar Thiam, RTTP, World Bank, presented the RTTP highlights for the year 1997/98 in both English and French-speaking countries and at the regional level. RTTP is now ongoing in six Anglophone countries and three Francophone countries; four other countries are currently approaching the team. Apart from country level work, RTTP has identified three thematic focus areas around which regional activities are being organized: Gender and Transport, IMT and Rural Transport Services. It also intends to develop courses on Rural Travel and Transport for presentation at both regional and national levels. An increase in the dissemination of RTTP ideas through new seminars, publications and other dissemination material is planned. Activities over the last year have identified three emerging issues which need to be given specific attention in the future: (i) the need for a formal, common understanding and definition of what is a rural road; (ii) the need to ensure that rural roads benefit adequately from road funds; and (iii) strengthening relationships with major international stakeholders in rural transport. The expanding activities of RTTP has made urgent the need to expand the RTTP team.

The discussion on the RTTP started with comments regarding the program's change from theoretical work to more practical work and RTTP's activities in Malawi. It was pointed out that few practical activities have taken place on the ground, especially in regards to the focus areas of gender, intermediate means of transport, and dissemination. Mr. Banjo responded that, on the contrary, there are activities ongoing in Malawi. He noted that recently a road maintenance mission (ROMARP) and an RTTP mission occurred in that country. In the ROMARP Aide Mémoire, an attachment brings up the specific interventions on rural travel and transport that might be undertaken under the ROMARP. At this mission, rural transport services were also specifically addressed and interventions were proposed. At the previous RTTP mission, a gender consultant looked at gender and transport; the proposed interventions are incorporated in the Malawi RTTP Program Document. Mr. Banjo pointed out that a problem with activities on gender and transport is to find qualified people who can take a lead.

An issue regarding possible unequal emphasis by RTTP on different country groups was raised, citing activities in Western Africa as being limited to Francophone countries, and those in Southern and Eastern Africa as being involved primarily with Anglophone countries. Mr. Hallgrímsson pointed out that any skewing of emphasis was due to language capacity of staff assigned to the respective areas. However, this issue is being addressed, and, within the capacities of the program, activities will be coming on stream in countries like Ghana in the West and Madagascar in the East.

There was a concern from some delegates that the presentations focused too much on road infrastructure and too little on other focus areas, in particular transport services and gender. Mr. Banjo referred back to the earlier part of this presentation when he had outlined RTTP activities in these areas. Highlighting of sound infrastructure was to draw attention to specific issues in this area. Mr. Hallgrímsson added that there has been a general demand for more activities on gender, IMTs, safety and environment, and that SSATP is trying to include these areas now in several of its other components.

A number of delegates raised questions about the administrative changes within RTTP, specifically questioning who will be replacing the former Team Leader, Mrs. Christina Malmberg-Calvo, and the future RTTP plans and resources. Mr. Hallgrímsson replied that Mrs. Malmberg-Calvo, after 6 1/2 years with the program, has left the RTTP to join the South East Asian Division. However, she will still be in the working group of rural travel and transport and cooperate with the RTTP. A new person will be appointed to replace her. In the meantime, Mr. Hallgrímsson is acting as the RTTP Team Leader. Mr. Hallgrímsson introduced RTTP's new



member, Mr. Arnaud Desmarchelier, whose work load will be split equally between the RTTP and other Bank projects. He also mentioned that Ms. Anna Ternell will stay for another year, while Mr. Moctar Thiam, and Mr. George Banjo will stay on board until further notice.

Presentations and discussions continued in plenary sessions around the themes of the agenda in two streams, RMI and RTTP.

# **RMI STREAM**

## **EFFECTIVE PROVISION OF ROAD SERVICES**

### ***Effective Management – Essential for Creating Sustainable Roads***

Mr. Bruce Thompson, Principal Administrator –Transport Policy, European Commission, presented *Effective Management – an Essential for Creating Sustainable Roads*. He pointed out that clear goals, an affordable quality team, efficient operations and sustainability are the key factors for an effective management of roads. The definition of clear goals involves: a wide consultation with ministries dealing with roads, a clarification of who is responsible for what, and decentralization of authority and of resource allocation. As regards the quality and affordability of management, there is a need to find the right size and mix of staff, and attract qualified people through realistic salaries. Implementing public-private partnerships and increasing the private sector participation on the management of the road sector would contribute to more efficient operations. As for sustainability of effective management, he stressed that it depends particularly on motivated staff and continued commitment.

Mr. Thompson concluded that while donors have been willing to help create effective management through financing of technical assistance, training, study tours, and twinning arrangements, it is clear that the impact has been mixed with success, in most cases, at the individual level, but little sustainable benefit at the corporate level.

## **FINANCING MAINTENANCE**

### ***Core Problems and Options for Reform***

In his introduction to the review of experiences with dedicated financing of maintenance, Mr. Pedro Geraldes, RMI Team Leader, World Bank, outlined its microeconomic rationale through efficient and effective delivery of public services through commercialized operations. However, he emphasized that lessons learned thus far on dedicated financing show that obtaining the prospective benefits require a governance free from political interference with management boards genuinely representing consumer and not producer interests, and works execution through autonomous agencies following commercial practices. Commercialization is at the heart of the matter, with separation of the purchasing function from supply and monitoring being essential for sustainable success. Mr. Geraldes added that experience indicates that sustaining second-generation Road Funds requires clear legal executive powers of user-dominated Road Boards, a balancing of revenues with capacity to execute works, independent performance auditing, and results on the ground.

### ***The Zambian Experience***

Mr. Raymond Jhala, Chairman, National Roads Board (NRB), Zambia, presented the country's unique 5-year experience with a dedicated road maintenance fund managed by a user dominated board in an otherwise conventional institutional framework. They have by now managed to halt the earlier rapid decline of the network condition through an increase of funds available for maintenance from 15 to 50 per cent of requirements, and through strictly commercialized procurement of maintenance services through the central and local government road agencies. The automotive fuel levy, which currently amounts to 15 per cent of the fuel wholesale price, is the only source of income to the Road Fund. However, while the NRB is

established by statutory instrument under the Roads and Road Traffic Act, the Road Fund was instituted through the Finance Act with the collection of the fuel levy thus under the control of the Ministry of Finance (MoF). Through this arrangement, the flow of funds to the Fund has occasionally been delayed by several weeks, and funds in the Fund accounts have at times been diverted to other purposes. On these occasions, the members of the Board have reverted back to their constituencies which then have pressured the MoF to make amends. As there will always be attempts to divert proceeds from the fuel levy to other purposes, Mr. Jhala warned that the management of the Road Fund has to show in an accountable and transparent manner that the Road Fund proceeds are used as intended and provide value for money, to earn the support from stakeholders. Otherwise, the road users will be reluctant to pay or support a dedicated fund.

### *The Tanzanian Experience*

Mr. Steve Mworira, private sector member of the Central Roads Board, Tanzania, outlined the different experience with dedicated financing of road maintenance in that country. First, in 1985, road tolls were imposed as a means to supplement the meager allocations for road maintenance from the government budget. That initiative, which failed to generate any significant net revenue to the budget due to low traffic levels, evasion and high collection costs, was abolished in 1991. Instead, a Road Fund was established under the existing Finance Act with a fuel levy as the main source of funds. Collection of fuel levy proceeds and management of the Road Fund account resides with the Treasury, which allocates 80 per cent of available funds to the Ministry of Works (MoW) and 20 per cent to the ministry responsible for local government. However, while the fuel levy provided steadily increasing revenues, there appeared a widening gap between collections and disbursements to the road agencies as more and more funds were diverted for other purposes. The flow of funds to the road agencies was erratic. As control and accountability were weak, at best, it is an open question as to how much of these funds were used efficiently and as intended. The Central Roads Board was in its advisory capacity, not given any role in management or monitoring of the Road Fund operations. While Mr. Mworira was happy to inform that amendments to the legal framework has established a Road Fund and a Road Fund Board by an act of Parliament, he pointed out that the Government in the new structure had not taken advantage of all lessons learned from within and from other countries. Within the proposed complex institutional framework, one may wonder who is accountable to whom and how effective the Board can be with a powerful Committee of Ministers controlling the operations.

### *The Ghanaian Experience*

In his presentation of the Ghana Road Fund, Mr. Kingsford Amoah, Director of the Road Fund Secretariat, Ghana, noted that the Ghana Road Fund has now been in place for 14 years. It was established in 1985 under a legislative instrument to provide a secure source of funding for road maintenance, through revenues from a dedicated fuel levy and various road, bridge and ferry tolls. Until 1997, the Fund was jointly administered by the Ministers of Finance and of Roads and Highways, and the Controller and Accountant General. It was by then clear that the Fund did not fill the intended role as the revenues only covered 35 per cent of the funding needs and the releases to road agencies were irregular. The fund lacked a suitable financial management system, and the absence of road user participation in the Funds management did not create the required confidence and support among the stakeholders. The Road Fund Act 1997 addressed a number of these shortcomings. It has provided for (i) the establishment of a Road Fund Board with a majority of members from the private sector, (ii) the creation of a Board Secretariat to carry out the day to day functions of the Board, and (iii) clear regulations on how the fund is to be managed, utilized, and accounted for. Mr. Amoah was pleased to state

that the Government of Ghana has thus far followed up on its commitment to increase the fuel levy in real terms gradually towards the goal of US 9.5 cents per liter, which would be sufficient for 100 per cent financing of planned maintenance expenditures. The results of the restructuring has thus far been positive with general acceptance of the Road Fund levies and activities by all stakeholders in the road sector; contractors have been motivated by regular payments, and transport conditions are improving through regular maintenance activities on the road network.

### *Discussions*

In the discussion following these four presentations on financing road maintenance, it became clear that while congratulations are due to some countries for progress made and that note should be taken of what succeeds and why, there is still a way to go before secure, adequate, and efficient financing of road maintenance is achieved. On the Zambian experience, the view was that while setting the fuel levy as a per cent of the wholesale price of fuel may be a practical way of getting around the problem of compensating for heavy inflation, this practice strayed from the concept of road pricing with the levy being more related to fluctuations in the fuel prices in the world market than the road maintenance requirements. On the Ghana Road Fund Board, the meeting questioned how the Minister could be the Chairman of the Board and thus abrogate its autonomous position.

## **EFFECTIVE MANAGEMENT OF ROADS**

### *The Executive Agency Concept*

The paper on the *Executive Agency Concept* by Messrs. Adam Andreski and Robin Swaisland, Consultants, was presented by Mr. Andreski. He first gave a background overview of developments within the Tanzanian road sector over the last 10 years; of how mismanagement and inadequate financing for maintenance had, by 1990, left the road network in a serious deteriorated condition; of how the IRP with massive donor assistance had managed to rehabilitate a major part of the core network; and how futile attempts had been made over the years to identify the core problems and options for reforms that could facilitate effective and sustainable road management and preservation of the rehabilitated assets. He then briefly outlined the outcome of the Institutional Study completed in March 1998, which recommended the establishment of an autonomous National Roads Agency to manage the trunk road system; that regional and district roads would be managed by the District Authorities or their contracted agencies; and that road preservation should be financed by road user charges through a Road Fund that would be managed by an Executive Board. This Board should have equal representation from the public and private sectors. These recommendations have now been adopted by the Government. The Road Fund has been established through an act of Parliament, and a commission has been appointed to draw up the organizational structure and implementation plan for the National Road Agency (NRA).

The NRA will be established following an executive agency concept for which the Parliament already has passed an umbrella act. This “eyes on – hands off” concept in terms of Government involvement, is increasingly used in the United Kingdom and other countries for effective businesslike management of non-core public services. The agency would be headed by a Chief Executive Officer (CEO) through a competitive selection procedure, and both the CEO and other staff would basically be hired under private sector terms and conditions. The Ministry would exercise strategic management of the agency through an Advisory Board of key

stakeholders, and have no direct responsibility for construction and maintenance of the national highway system. The Ministry's responsibility would be played at arms length and mainly exercised through the Road Fund Board whose Chairman, from the private sector, would report to the Minister.

### ***The Ethiopian Roads Authority***

The Ethiopian experience with the Road Authority Concept was presented by Mr. Tesfamichel Nahusenay, General Manager, Ethiopian Roads Authority (ERA). After a short review of the evolution of the Authority since its establishment in 1951, he outlined the current institutional arrangements of ERA, lessons learned and proposed improvements. The current duties of ERA include planning, design, construction, and maintenance of the main highways and regulation of the road sector while Regional State Road Agencies manage regional and rural roads. The Authority has three main departments which are accountable to the General Manager for: regulatory and engineering services, operations including force account operations and construction, and human resources and financial management. The General Manager, appointed by the Government on the recommendation of the Board, is the Chief Executive Officer in charge of the Authority and has the power to hire and fire employees in accordance with the labor law. The salary scales including fringe benefits are nearly comparable to that of the private sector. The Board is a ministerial Board with the ministers of the core ministries concerned with the road sector and two representatives from the Prime Minister's office as members.

The Authority has recently launched a massive Road Sector Development Program (RSDP), and is increasingly contracting out planning services, construction and periodic maintenance works. Force account works are executed through performance agreements controlled by external consultancy firms. However, to bring more efficiency and streamline the Agency with market mechanisms, the following improvements in the Agency are now targeted as priorities:

- (i) Concentration of the Agency activities on management and regulatory aspects and on the phase out of its operational involvement to eliminate the conflict of interests by operating as both contractor and owner of projects, and a reduction in its staff accordingly.
- (ii) Include private sector/road users in the Board to improve liaison with the public, make operations of the Board and the Authority more transparent, and thus provide better service. It is proposed to reward Board members based on the output/performance of the Authority, to encourage Board members to be more concerned with ERA's performance.
- (iii) A road inspectorate unit will be established shortly to perform technical and financial audits and report its findings directly to the Board. That will help to improve the transparency in the undertakings of the duties of the Agency.

### ***The Ghana Highway Authority***

Mr. Joseph Lamptey, Director, Ministry of Roads and Transport, Ghana, presented the experience of the Ghana Highway Authority (GHA) with respect to how their application of the authority concept has resulted in effective management of roads in Ghana. Following a short review of changes in GHA's statutory responsibilities since its inception in 1974, he outlined GHA's current status and mission, and described its organizational structure, financing and auditing arrangements, works execution and lessons learned. The GHA is established as a semi-autonomous body responsible for the management and development of all public highways and

related facilities, directed by a Board mandated to control the Authority on behalf of the Ministry responsible for Roads and Transport. The Board composition, following the recently passed Highway Authority Bill, includes: a representative from each of the four core ministries concerned with roads at the rank of director or above, four private sector representatives, a Chairman and the CEO of the GHA. The GHA has a staff of 3,759 which is slightly better paid than comparable civil servants. The authority submits audited accounts three months after the end of the financial year; a technical audit was only included for 1998. Nearly all planning, project management and supervisory services are now done by consultants, while all construction and 90 per cent of maintenance works are contracted out.

Mr. Lamptey's assessment of GHA's performance is that it has managed to provide good services for the funds available in line with the demands of an environment with a dynamic transformation of roles, responsibilities, and expectations, judging from expressed public confidence. However the challenge of bringing the condition of the roads to a level where a comfortable ride is assured still remains.

### ***The National Roads Board, Zambia***

The National Roads Board in Zambia (NRB) is fairly unique in that only the seven private sector board members, representing key stakeholder organizations, are eligible to vote while the four public sector representatives participate only in the deliberations. The way the NRB has organized and conducted its management of the Road Fund will thus provide some lessons on how private sector participation may contribute to effective management of roads. In reviewing the involvement of the NRB in managing the Zambian road network, Mr. Gananadha, Executive Secretary, NRB, Zambia, ticked off an impressive number of achievements:

- (i) The Board has, with support from its constituency, received Government agreement that the Road Fund should be dedicated to maintenance and gradually increased to provide for 100 per cent of eligible maintenance needs as outlined by Mr. Jhala above.
- (ii) At instances where fuel levy proceeds were not remitted on time, the private sector constituency initiated corrective actions including written representation and meetings with Ministers, press reports and questions in Parliament that produced results.
- (iii) The NRB does not enter into contracts but makes payment for road works completed under programs approved by the Board, where the Board has given no objection to tendered contracts before their signature, and where certificates for road works completed are certified by consultant and confirmed by council or the Roads Department as case may be. Payments are made within 30 days of receipt of certificates by checks made out to the contractors and passed on through the Road Agency. The Board has set up a quality assurance team to carry out technical and financial audits in case of complaints and as a matter of sample verification.
- (iv) The NRB accounts are audited by external auditors on a quarterly basis, published in the Newspapers and tabled in the Parliament. The Auditor General also audits the accounts on a yearly basis and tables his report in the Parliament.
- (v) As a result of transparency, accountability, and open competition, the unit prices of road works has in some instances decreased as much as 40 per cent while quality has improved. Stable annual road maintenance programs,

emphasis on contracting through open competition and timely payment has contributed in a growth of registered contractors from 4 in 1994 to 127 today. More than 90 per cent of road works are now undertaken by private sector contractors supervised by private sector consultants.

- (vi) Due to its impressive management of the Road Fund and efficient procurement of road maintenance services through the public road agencies, the NRB was contracted to organize a National Task Force to prepare a Ten Year Road Sector Investment Program, and to manage and coordinate its implementation.

In his concluding remarks, though, Mr. Gananadha stressed that while the private sector certainly can help to improve management and performance of the road sector as evident in the Zambian experience, a Board can be no better than its members. They should be persons of integrity without any bias or influence and thus exclude contractors or suppliers of any kind; political interference and intimidation should be eliminated by avoiding appointment of active politicians to the Board. The Chairman of the Board should also be able to lead through the support of a dynamic Secretariat with strategic management skills. The informal code of conduct within the Board should emphasize mutual respect between public and private sector members and guard against excesses that could damage relationship between members. During its four years of operation, including 47 Board Meetings, only once was it necessary to take a vote. This exemplifies the excellent partnership between the private and public sectors which has been the hallmark of success of the NRB.

### ***SADC Draft Legislation***

Following the RMI regional dissemination seminar in Pretoria in 1995, the Southern Africa Transport and Communications Commission through its Technical Unit (SATCC - TU), embarked on the preparation of a Protocol on Transport which sought to develop a regionally appropriate model for road management and financing based on the RMI message. The resulting model legislation is meant to provide a framework for the revision of national legislation to implement the provisions of the SADC Protocol. In his presentation of the Protocol, Adv. Rean Botha, Consultant, SATCC-TU, outlined its features to include: (i) an institutional framework comprising a single Roads Board, a Road Agency, a Road Fund and supplementary institutions; (ii) all funding allocated via “single channel” to the Road Fund; (iii) “user pays” principle entrenched, and; (iv) funds allocated via disbursement formula revised annually based on objective indicators. He then gave an overview of the model’s institutional framework, the principles and functions of the Road Board, the Road Fund, and the Roads Agency, and concluded with an outline of the way ahead. The Model Roads Act is now being processed through various SATCC working groups and committees, with a target date of mid-1999 for approval by the Committee of Ministers and inclusion as an annex to the SADC Protocol. Thereafter, member states may process the Model Roads Act through various national legislative processes.

### ***Discussions***

It was clear that the meeting was in particular concerned with the insufficient or absence of separation between policy, procurement and supply functions in the management models presented. In Ghana and Ethiopia, the Minister and Ministers respectively, are in control of the Road Fund as well as the Road Authority. Concern was raised on the dominant current and prospective future position of the NRB in Zambia and if it is on the way to become a road authority following the utility model in line with the current institutional structure proposed in the SADC Models Roads Legislation. It appeared clear from the sentiment of the Meeting and



the replies from the presenters, that separation of the core functions is an essential component for effective and sustainable management.

## **MONITORING INDICATORS**

### ***Indicators for Development Impact***

Mr. Gualberto Lima-Campos, RMI Consultant, World Bank, presented *Indicators for Development Impact*. He defined performance monitoring indicators as measures of project impacts, outcomes, outputs, and inputs that are monitored during project implementation to assess progress toward project objectives and also used later to evaluate a project's success. He added that performance monitoring indicators are developed based on the unique objectives of individual projects and a logical framework approach. Typically in a project, there are four levels of objectives: (i) the Program Objective which reflects the Country Assistance Strategy (CAS) guidance; (ii) the Development Objective which describes the project's real outcome, that is, the impact that the project's outputs will have on the beneficiary, institution or system in terms of change in behavior or improved performance; (iii) the Project Outputs which define what the project can be held directly accountable for producing in order to achieve the project's objectives; and (iv) the Components which are clusters of activities that define how the products and services will be delivered (technical assistance, physical infrastructure, training, etc.) A set of performance indicators should be designed for each level of objectives within this logical framework. Finally, he provided some examples of Performance Indicators for Development Impact on Road Projects for various CAS Development Objectives: (i) Reduction of Transport Costs in Main Trade Corridors for Economic Growth; (ii) Improvement in Accessibility to Rural Areas for Poverty Alleviation; and (iii) Systematic Environmental Assessment of Road Projects for Environment Mitigation.

### ***Performance Monitoring***

Mr. Louis Fernique, RMI Transport Specialist, World Bank, presented the work done on performance monitoring under the RMI. The need for such monitoring is increasingly felt in two main areas: institutional reform and road network performance. At the end of 1997, monitoring of *institutional progress* started and a systematic survey of the status of the four RMI building blocks in Sub-Saharan African countries began. This will be updated annually in the years to come. Monitoring of actual performance of the road networks is the purpose of SOURCE, (Standard Overall Ultralight Road Care Estimate) an RMI program designed to measure the service provided to users by road networks through application of the "floating vehicle" method. The target is to obtain, at a substantially lower cost than present monitoring methods, a tool that can provide a single indicator of network performance. It is estimated that 350,000 km will be surveyed every three years. Field tests have been completed and data analysis is ongoing. The first group of analyses will be ready by April 1999.

### ***Implementation of the RMI Building Blocks***

Mr. Ole Sylte, RMI Consultant, presented the draft results of an appraisal of how the RMI concept of commercialized management of roads has been implemented in the 47 SSA countries so far; i.e. to what extent countries have implemented the four basic "building blocks" of (i) involving road users in management of roads, (ii) securing stable financing for adequate maintenance, (iii) establishing clear assignment of responsibilities and authority, and (iv)

introducing sound business practices. The study methodology was based on quick interviews with key road managers on the basis of a questionnaire and processing procedures prepared by the RMI.

The draft results show that 14 countries have thus far (i) instituted Roads Boards with credible road user involvement or made any significant progress towards (ii) securing stable financing for adequate maintenance. But a number of countries expect to make some tangible progress on these issues during 1999. However, the road managers in most SSA countries assess that there is (iii) clear assignment of responsibilities and authority in their countries, with a complete and reliable road inventory (or a road data bank) including traffic data and actual road conditions. While Mr. Sylte expressed doubts regarding this positive evaluation, he agreed with the assessment that significant progress has been made in (iv) the introduction of sound business practices with increasing contracting out of works through competitive bidding. On a scale of 0–100, the appraisal indicates that the overall implementation of the RMI concept in SSA countries has advanced from level 15, where it was 3 years ago, to level 30 in 1998 and should reach level 45 by the end of 1999.

# **RTTP STREAM**

## DECENTRALIZATION AND THE MANAGEMENT OF LOCAL ROADS

### *Options*

In his presentation entitled *Why Decentralize and What are the Options?* Mr. George Banjo, RTTP Regional Advisor, World Bank, presented the current situation in many African countries where, typically, rural roads do not have a defined administrative status and therefore no defined owners. Although decentralization is made difficult due to political, administrative and technical reasons, it is necessary to improve the management of rural roads. Decentralization is not deconcentration; it is the transfer of authority, responsibility and resources relative to some government functions. Mr. Banjo presented the main elements of the decentralization process, a typical Central Government/Local Community framework and the different possible options for decentralizing the management of local roads. Decentralization aims to empower and encourage each level of government to play its appropriate role, make decisions at the most effective level, coordinate at a central level and to improve the local resource base and utilization.

### *The South African Experience*

Although the recent political changes in South Africa have provided an opportunity to revisit all areas of government policy and institutions, Ms. Vivienne Lipman, Senior Policy Advisor, South African Department of Transport, stated that the decentralization of local roads was, however, not necessary since this had traditionally been the case even though the funding was centrally provided. By speaking of different “spheres” rather than “tiers” and stating that they should receive equitable shares of national revenue, the constitution asserts that provincial and local governments are true policy makers. Yet the issue of reconciling the national desire for uniformity or equality and the local emphasis on diversity is not solved. The more important constraints on decentralization are the lack of capacity in the local and provincial spheres and the possible reinforcement of existing patterns of distribution, coming from the existence of apartheid. A new National Transport Policy has been designed to clarify the roles of all stakeholders at every level. New institutions have been set up, old ones have been restructured and streamlined and have received new tasks.

### *The Ghanaian Experience*

After a brief presentation of the status of decentralization in Ghana, Mr. C.D. Antwi, Ministry of Roads and Transport, Ghana, focused on its impact on the road sector. It indeed induced necessary changes in the road administration leading to the creation of the Department of Feeder Roads (DFR) and the Department of Urban Roads (DUR) in 1981. Yet the DFR was to be fused with two other departments to form the “Works Department” at the district level thereafter. This transfer however was meeting administrative hindrances and still has to be smoothed away. Pilot actions were undertaken in 1995 and ended in 1998. This pilot initiative was extended to more districts using the results of the first phase. The goal is to complete the full decentralization by 2003. The DUR is more advanced and Road Units have been created to assist the Metropolitan and Municipal Assemblies in periodic and routine maintenance, traffic management and safety. These Road Units were conceived as a means to decentralize the DUR. Eventually these Road Units should be fully incorporated in the Assemblies, whose final organization has still to be defined. Both DFR and DUR face problems in attracting and retaining skilled staff. The DUR also faces the conflict of whether to embark on high return-

generating projects rather than on road maintenance. In the future, the problem of road classification will have to be addressed as well as the responsibility of the central body and the DAs.

### ***The Ugandan Experience***

Mr. Tom Ojuka, Principal Executive Engineer, Ministry of Works, Housing and Communications, Uganda, first presented the main trends arising in the road sector, significant increases in traffic, annual budgets for maintenance as well as the involvement for road users in the last decade. Today, clear responsibilities, policies and strategies are in place. This year, several workshops have taken place and some studies have been conducted. A new Road Act has also been enacted. The main outstanding problems are an inadequate involvement of road users, the lack of capacity of the local construction industry and the necessary restructuring of the governmental transport organization. On the RTTP side, a newly formed National Forum Group has been launched. Some studies are ongoing and some local and international workshops have been attended. Next year, the base line study should be completed while others continue. A pro-active dissemination will also be started.

### ***The Malagasy Experience***

Although the current situation of the Madagascar road network is very poor, Ms. Vero Razafintsalama, Project CAP/USAID, stated in her presentation, *On the Way to Maintenance: Overview of Results of CAP Project in Madagascar*, that roads rehabilitation is not by itself the aim of the CAP project. The goal is to transfer effectively the management and maintenance capacity to the “Associations d’Usagers des Pistes” (AUP: road user associations) by creating a partnership between the private sector, local authorities and beneficiaries and a close support of the AUP for 3 years. As a result, 94% of the funding needs are met with tolls, subsidies from local and regional governments, the private sector and user contributions among the 55 AUPs created in the first 3 years. These AUPs have 4 essential goals to reach the maintenance objective: (i) to sustain the use of rain barriers and tolls; (ii) to secure the replenishment of maintenance funds; (iii) to effectively maintain roads; and (iv) to sustain the partnership with the private sector, local authorities and beneficiaries.

### ***Discussions***

Delegates raised a number of questions regarding what is really being decentralized. Many agreed that the resources and the authorization have to be fully decentralized and that there is a need to provide a subsidy to the local government. It was emphasized that there has to be a local approach in order for decentralization to work. Another important issue raised was capacity. There has to be sufficient capacity at the local level and the skills have to be accurate. Further, clear responsibilities must be defined between local Government and Ministries.

It was also pointed out that in reality there are no local revenues available; it is almost impossible to receive any. The question was therefore if it is more efficient to centralize with central funding than to decentralize.

## **IMPROVING THE PROVISION OF RURAL TRANSPORT**

### ***The Role of Operating Practices***

Mr. John Hine, Transport Research Laboratory, UK, made a presentation on *The Role of Operating Practices*. Mr. Hine noted that African countries are characterized by low service frequency, unsafe and uncomfortable rides and high transport charges. Comparative studies have been done between African and Asian countries. The results show that in the African countries, tariffs and operating costs are much higher while vehicle utilization is much lower. It is of common belief that bad road conditions cause high operating costs, but the studies show that many roads were in worse condition in the Asian countries and still the operating costs were lower. The studies identified that vehicle maintenance and driver behavior are two major reasons for lower operating costs. In addition, there is a very competitive free market in, for instance, Pakistan. They also have little governmental interference, an efficient network of forwarding agents, low initial vehicle prices, cheap locally made spare parts, good workshops and high responsibility among the drivers.

### ***Intermediate Means of Transport***

Mr. Pascal Kaumbutho, Kenya Network for Draught Animal Technology (KENDAT) talked about the potential of intermediate means of transport. He emphasized the importance of functional transport systems and its impact on agricultural development. It is important to address IMTs on the household level where people are walking and carrying their goods. The loads are often small, distances modest and the terrain and road standard poor. IMTs are therefore an appropriate and an affordable solution for the present conditions.

### ***The Malawian Experience***

Ms. Anna Ternell, RTTP Transport Economist, World Bank, presented *Improved Transport Services in Malawi*. Ms Ternell addressed a number of reasons identified for poor transport services in Malawi. They include lack of proper planning and policy making, addressing rural transport services, low affordability to purchase vehicles, lack of a variety and amount of means of transport, high transport costs, lack of spare-parts and service stations, and poor driving skills. In Malawi a number of steps have been suggested to address these problems. An establishment of a data base would help planners and decision makers, and add to the strengthening of institutions. There is also a need to carry out in-depth studies to increase the understanding of certain problem areas. Finally, IMTs should be promoted including motorcycles with side cars.

### ***The Malian Experience***

Mr. Moctar Thiam, RTTP Rural Transport Specialist, World Bank, talked about transport services in Mali. A study made in 1998 in this country identified a number of problems with transport syndicates, transport policies, finances, infrastructure, low population density and distant demand. Reducing the power of the unions would probably increase competition with the effect of increasing the efficiency of vehicle operations. Road Boards, including all key players, should be developed. Training of transport operators, spot improvements and market relocation are other interventions suggested.

### ***The Mozambican Experience***

Dr. Charles Kaira, RTTP Consultant, presented his recent study of rural transport services in Mozambique. The country has been in war for many years which has resulted in heavy deterioration in many areas, including provision of transport services. Passenger transports are irregular, expensive, uncomfortable and unsafe. Further, road conditions are bad, vehicle life is short, spare parts are costly, efficiency is low and capital for operators to invest in their business is lacking. Interventions suggested include the establishment of institutional arrangements for ownership and management of roads, involvement of communities in planning and funding of roads, promotion of trade and distribution activities, promotion of motorcycles and provision of incentives to operators of rural transport services.

### ***The Zambian Experience***

Dr. M.J. Tambatamba, University of Zambia, presented *Rural Transport Services in Zambia*. Zambia has significant problems with rural transport services. There is a lack of adequate infrastructure, lack of planning, lack of means of transport, low density of demand and high transport fares. Interventions suggested are to attract rural operators to operate in rural areas, improve rural road infrastructure, stimulate the use of IMTs, deregulate charges, establish an association to serve interests of rural operators and passengers, create a data base and improve information collection and dissemination.

### ***Discussions***

The question was raised on how IMTs and other transport services can successfully be promoted and improved in Africa when very little success has been achieved earlier. It was suggested that one should study the situation of Uganda which has had some progress regarding IMTs. Ms. Ternell pointed out that there have been projects in Africa – albeit small-scale ones – that are worth while looking at as well as good practices in Asia that might be adopted. It is important to study what has been successful as well as what have been the constraints and draw lessons from that.

A number of delegates emphasized that rural markets play a significant role for rural transport. It is therefore necessary to know who is responsible for establishing rural markets and how they can be relocated to meet the need.

There was a concern that too much emphasis was put on studies instead of physical actions in Malawi. Mr. Hine stressed the importance of studies to understand the reasons of the problems in order to intervene accurately and efficiently. He also referred to the extensive studies that are done in urban areas while rural areas often are neglected. Other delegates also emphasized the need for studies of rural transport services in their countries.

# **WORKING GROUPS**



Working Groups representing the RMI and RTTP Streams worked separately for one and a half days on presentations of country experiences, workshops and feedback, and presented their country plans for RMI and RTTP separately, in plenary sessions. The results are found in the attached matrices (Annex 1 and Annex 2) and will serve as benchmarks for assessing results and emerging problems during the next annual coordinating meetings.

# **CLOSING SESSION**

## **REMARKS BY MR. SNORRI HALLGRÍMSSON, SSATP COORDINATOR**

Mr. Chairman,  
Excellencies,  
Ladies and Gentlemen:

We have come to the end of five days of intensive discussions, deliberations and exchanges of experience on the topics which have brought us here – road management and rural travel and transport. This year, there were close to one hundred registered participants from 14 countries, international organizations, bilateral donors and NGOs.

I believe that we can say truthfully that this stay has been singularly pleasant, both because of the hospitality of our host country, Tanzania, and because of the spirit of openness which has pervaded our discussions.

What are we taking with us when we close this meeting and leave?

Above all, we are more aware now than a few days ago, that we are not alone. We all have a better awareness of the problems facing other countries than our own, and the place where our problems sit in relation to those of others. We also see the trends in our work, at home and abroad, more clearly than we did before.

### **RMI**

A quick analysis of the barriers you identified during this meeting in implementing road sector reforms in your own countries suggests the following dominant issues:

Governments have been reluctant in allowing for private-sector dominated Road Fund Boards;

Some recent reforms have highlighted the difficulties in separating the Road Fund Board from the Road Agency Board;

Procedural difficulties have been registered in implementing financing and management reforms after they have been approved by Governments;

Even when funds are available for maintenance, there subsists considerable difficulties in spending them efficiently and effectively, particularly at the sub-national level; and

The slow pace of development of the domestic construction industry.

### **RTTP**

This year, and for the first time, the RTTP has emerged as the full-fledged cousin of the RMI, and you have heard about the sharply growing level and diversity of activities undertaken. We have clearly discerned the overriding general trend in the provision of facilities for rural travel and transport, and it is captured in the one word of decentralization. Decentralization in all areas of decision-making, planning, execution, maintenance, and even – to some extent – in the raising of funds for the necessary infrastructure. We have seen the necessity to engage the stakeholders and public at large, including NGOs, in the work of the component. We are contemplating to establish an RTTP Information Center to serve dissemination needs and external inquiries. We see the major problems ahead to lie in the three areas of resource mobilization and management, transport regulation, and the promotion and use of intermediate means of transport.

## **Tanzania - our Host Country and its road policy reforms.**

At this time, we should not forget the overriding reason why this year's Coordinating Meeting was held here, in Dar-es-Salaam. As you will recall, this was at the request of our Tanzanian RMI colleagues at a crossroads in their sector reform efforts. Since then, and with the deep involvement of the Donor Community, many developments start taking place. In her Opening Speech to this Meeting, Her Excellency the Minister has informed us that, precisely this week, the Parliament would be considering amendments to the legislative package for road sector management and finance. We have learned through the press that MPs have now approved the amended legislation. This will include a Road Fund Board with private sector representatives and a chairperson also from the private sector to be appointed by His Excellency the President. The creation of a Road Agency is also covered under the Legislation. We very much look forward to hear from the Permanent Secretary, in his Closing-up speech, the confirmation of, and further details on, the approved reforms. Let me, Mr. Secretary, extend you right away our congratulations for your Government's and your own efforts in achieving these important milestones towards a more business driven road sector management.

However, experience elsewhere in the Africa Region shows that the process of commercialization of road management and finance is seldom achieved in one stage. As the findings of this meeting indicate, this is step-wise and a time consuming process which requires awareness by Governments of the driving role of road users and beneficiaries in sector financing and management. It also requires the mobilization and active participation of private stakeholders in the process. Building an atmosphere of confidence between the Government and private sector is key to this endeavor. At the heart of the matter is transparency and accountability in the mobilization, allocation, and use of resources.

As this process progresses, so are the foundations for sector commercialization gradually built. In the end, and within RMI, we believe it achievable, and sustainable, to have privately-controlled Road Fund Boards recommending a tariff level and channeling the corresponding revenues to fully meet, at least, road maintenance requirements. Simultaneously, these Road Fund Boards will purchase maintenance works and services from the Road Agency who, in turn, will competitively contract them out with the domestic industry.

### **Our Next Meeting**

For some years, we have been holding together the Annual Coordinating Committee Meeting for the RMI and the RTTP. The rationale, as shared with you, has been clear. First, and above all, to nurture the development of the RTTP under the shadow of its more mature sister component – the RMI. Second, to seek for economies of scale in organizing the two Coordinating Meetings together. And third, to search for economies of scope in terms of potential synergies between the RMI and the RTTP.

However, over the last two years, the situation has changed. The RTTP has now developed to a point in which it has reached the capability of mobilizing a large constituency on its own. The progressive enlargement in RTTP's country coverage has also been accompanied by the appointment of national RTTP Coordinators, which only rarely coincide with the RMI National Coordinators. These factors have led to an increasing presence of RTTP country and donor representatives attending the Annual Meetings. As a result, and as you have witnessed during this year's Meeting, both the preparatory tasks and the actual delivery of support services have reached the saturation point. Moreover, evidence has suggested that any synergies between the RMI and the RTTP can be better achieved on the ground, i.e., at the country level rather than during the Annual Joint Coordinating Meetings.

The results of a survey carried out prior to this year's meeting also indicate that the majority of you clearly favored that the Coordinating Meeting be carried out in independent streams – one for RMI and the other for RTTP. This is an acknowledgment of the separate identity of the two programs, of their different maturity, and of their diversified constituencies.

We have, during this meeting, at length discussed the trend prevailing in many countries in Africa to decentralize government to bring it closer to the people which it should serve. Part of this trend is an increased delegation of the responsibility for the rural transport systems to local government, municipalities or provinces. This in turn reduces the commonality of governing responsibility between the objects of the RMI and the RTTP, as trunk roads on one hand and rural roads on the other are increasingly dealt with by different central ministries and agencies, and different decentralized organizations.

We, therefore, have come to the conclusion that starting next year the Coordinating Meetings for the RMI and for the RTTP should be held separately. The now distinct strategic focus of both programs also suggest the likelihood that the Meetings would be held in different countries and at different dates. In anticipation of your concurrence, we shall be consulting you by April 1999 on the proposed venues and dates for both Coordinating Meetings.

Through a facilitated process of cross-exchange of experiences, you have contributed many insights on how to address these problems. Let me encourage you to actively follow on you colleagues' valuable recommendations when back to your own countries. On our side, we shall be undertaking a deeper review of your identified problems and recommendations towards factoring them into our business program so that we can be in a better position to assist you.

**REMARKS BY MR. WILLEY LYATUU ON BEHALF OF MR. SALUM MSOMA,  
PERMANENT SECRETARY, MINISTRY OF COMMUNICATION AND TRANSPORT**

Chairman,  
Your Excellencies,  
Distinguished Participants,  
Ladies and Gentlemen.

It is indeed my pleasure to have been accorded this opportunity to officially close this meeting which I am sure was of great importance to our country and held at the appropriate time. I have been told that this meeting was opened on Monday and that Honourable Minister for Works in her welcome address urged the meeting to take note that one of the challenges facing these reforms was the improvement of the standard of living of the people in the rural areas constituting about 85% here in Tanzania, and could be that is the problem in many of the other African countries represented here. I am sure the fourteen member countries represented here had time to present their country reports, highlighting key issues and actions that were to be taken to enable successful reforms under the Road Management Initiative as well as the Rural Transport and Travel Program in these countries.

Another key area of success, I am told was the sharing of experiences from each other on how to solve similar problems encountered during the process of change. I am sure this immense treasure of knowledge benefited most of you, particularly those problems with respect to road financing as it is in Tanzania. Other areas of concern were the road network ownership by users and accountability as well as road management to mention a few. The status of each in terms of progress made with respect to reforms is encouraging. I have also been told that in sharing experiences, each of the countries represented here identified problems which are facing them in your countries and allowed other participants to suggest possible solutions through a process of prioritisation. Through such logical flow of events, there were areas where problems of one country were similar to another and equally solutions, hence providing a practical reality.

Mr. Chairman, Ladies and Gentlemen, I am happy to note that this meeting, despite being held in Dar-es-Salaam, has had a very rural focus through the discussions on the Rural Transport and Travel Programme (RTTP). This is perhaps only to be expected given that Africa is essentially a rural continent, with most of its people living in rural areas as said before. Finding solutions to the movement of goods and people in the rural areas is itself a challenge and requires equal attention as that being paid to the problems of how to help the rural community to improve their income. The definition of RTTP as an improvement of livelihood through better access and mobility has therefore more than received support from us.

I am made to believe that during your discussion, you have recommended that a mechanism be developed to enable the RTTP objectives and mission to be disseminated through to the grassroots at village level who are the beneficiaries of the projects that will result from the policy dialogue that are ongoing.

Mr. Chairman, Ladies and Gentlemen, my closing remarks will not be complete if I do not share with you the outcome of our parliamentary deliberations on the amendment of the Road Fund Bill. I am glad to inform you that the Parliament has just passed a bill to strengthen Private Sector participation and more so the appointment of a chairman from the Private Sector.

The employment of the Road Fund Manager and Fund Accountant have also been accepted. Furthermore, the Parliament has agreed to our proposal that 90% of the Road Fund be spent on maintenance and 10% as counterpart funds for development projects. The Board will have five members from the public and five from the private sector. I believe wholeheartedly that the stage reached now is very positive towards the expected reforms in achieving goals envisaged in the road sub-sector.

Having said this, allow me Mr. Chairman, to declare this meeting officially closed.

Thank you.

**ANNEX 1**  
**RMI COUNTRY TABLES**



## CAMEROUN – IGR

<b>Problèmes clefs</b>	<b>Actions proposées</b>	<b>Initiatives du pays</b>	<b>Appui demande</b>
Inexpérience du comité de gestion du fonds routier	<ul style="list-style-type: none"> <li>▪ voyage d'études dans un pays avancé dans ce domaine</li> <li>▪ atelier sur la définition et le rôle du comité de gestion du fonds routier</li> </ul>	<ul style="list-style-type: none"> <li>▪ contact avec les pays intéressés</li> <li>▪ établissement d'un programme de voyage</li> <li>▪ établissement des termes de référence de l'atelier</li> </ul>	financement
capacités techniques et financières insuffisantes des PME locales	<ul style="list-style-type: none"> <li>▪ poursuite et augmentation des chantiers-études et des ateliers-formations</li> <li>▪ organisation nationale de la profession</li> <li>▪ mesures de facilitation par acquisition du matériel par les PME</li> </ul>	<ul style="list-style-type: none"> <li>▪ établissement des TDR et des programmes</li> <li>▪ participation au financement</li> <li>▪ encouragement par des marchés-programmes</li> <li>▪ TDR atelier (administration, banques, PME)</li> </ul>	<ul style="list-style-type: none"> <li>▪ financement</li> <li>▪ assistance technique</li> </ul>
Gestion commerciale de la route insuffisante	Dissémination auprès des intervenants	Établissement des TDR du séminaire	<ul style="list-style-type: none"> <li>▪ financement</li> <li>▪ assistance technique</li> </ul>

## ETHIOPIA – RMI

Key problems	Proposed actions	Own initiatives	Support requested
Weak local construction industry	<ul style="list-style-type: none"> <li>▪ Training</li> <li>▪ Implement the ongoing study on the local construction study</li> </ul>	<ul style="list-style-type: none"> <li>▪ The agency (Ethiopian Roads Authority) will provide training</li> <li>▪ Lobby government to implement the ongoing study</li> </ul>	Financial support to organize seminar for all stakeholders
Limited absorption capacity of budget by regional rural roads (RRO)	Reorient RRO to focus on maintenance and contracting	<ul style="list-style-type: none"> <li>▪ Implement RRO reform study</li> <li>▪ Provide technical assistance to RRO</li> <li>▪ Sensitive local governments/RRO to give priority to maintenance</li> </ul>	Technical assistance to development maintenance and contract management

## GHANA – RMI

Key problems	Proposed actions	Own initiatives	Support requested
Axle load	Complete procurement process and install at identified points	Ensure early tendering, evaluation and procurement	EU already providing assistance
Regulations	<ul style="list-style-type: none"> <li>▪ Organize workshop for all stakeholders before the axles are installed</li> <li>▪ Get the media to write about the workshop</li> </ul>	Get copies of the existing regulations available to all participants	Support to be obtained from HSIP where provision has been made
Technical and Financial Audit	Train and carry out awareness campaign for consultants on the market	Apply for ISO 14000/9000 guidelines for carrying out audits	Apply training component of the HSIP

## KENYA – RMI

Key problems	Proposed actions	Own initiatives	Support requested
Role of Road Works Inspection (RWI) Unit versus traditional technical audit	<ul style="list-style-type: none"> <li>▪ Create own office in Department for quality control</li> <li>▪ External audit for evaluation</li> <li>▪ Give out technical audit tender</li> </ul>	<ul style="list-style-type: none"> <li>▪ Start working on RWI becoming a quality control unit</li> <li>▪ Acceptable</li> <li>▪ To embark on this</li> </ul>	<ul style="list-style-type: none"> <li>▪ Support of Roads Department</li> <li>▪ No support needed</li> <li>▪ Support of stakeholders, contractors and donors</li> </ul>
Dealing with plant and equipment pool	<ul style="list-style-type: none"> <li>▪ Commercialization and privatization</li> <li>▪ Sell of plant/equipment</li> <li>▪ Phase out in line with contracting out</li> </ul> <p>Pool plant budgets to be on strict commercial budget</p>	<ul style="list-style-type: none"> <li>▪ Study ongoing</li> <li>▪ This also ongoing</li> <li>▪ This can be done departmentally</li> <li>▪ Can also be done</li> </ul>	<ul style="list-style-type: none"> <li>▪ Departmental effort</li> <li>▪ Support and training for mechanical department</li> </ul>
Harmonization of road networks	<ul style="list-style-type: none"> <li>▪ Amend Roads Act</li> <li>▪ Amend Local Authority Act</li> </ul>	Has been recognized as a problem. The two including others that relate to road management acts need amendment	Support from stakeholders, donors and cooperation from the two institutions (Roads Department and Local Government).

## MADAGASCAR – IGR

Problèmes clefs	Actions proposées	Initiatives du pays	Appui demande
Fonds d'entretien routier : <ul style="list-style-type: none"> <li>▪ Taux de prélèvement de TPP non déterminé</li> <li>▪ Ressources FER aléatoires</li> </ul>	<ul style="list-style-type: none"> <li>▪ Fixer le taux de prélèvement de la TPP</li> <li>▪ Réflexion sur la création d'un fonds de 2ème génération</li> </ul>	<ul style="list-style-type: none"> <li>▪ Modification de certains articles du texte du FER</li> <li>▪ Fixer le taux</li> <li>▪ Mener une étude</li> </ul>	Établir les TDR pour l'étude de financement
Responsabilités des maîtres d'ouvrage mal établies	<ul style="list-style-type: none"> <li>▪ Sensibilisation des maîtres d'ouvrage</li> <li>▪ Texte sur la maîtrise d'ouvrage public "MOP"</li> </ul>	<ul style="list-style-type: none"> <li>▪ Atelier pour maîtres d'ouvrage et membre COER</li> <li>▪ Créer une loi sur MOP</li> </ul>	<ul style="list-style-type: none"> <li>▪ Assistance au montage de cet atelier</li> <li>▪ Assistance pour la création de MOP</li> </ul>
Démarrage du fonds d'entretien routier-version autonome et commerciale	<ul style="list-style-type: none"> <li>▪ Renforcement managérial du COER</li> <li>▪ Professionnalisation des PME</li> </ul>	<ul style="list-style-type: none"> <li>▪ Échange d'expériences</li> <li>▪ Formation</li> <li>▪ Sensibilisation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Assistance pour un voyage d'étude du personnel du COER</li> <li>▪ Assistance pour un Atelier et de la formation</li> </ul>

## MALAWI – RMI

Key problems	Proposed actions	Own initiatives	Support requested
Raising / automatic adjustment of the fuel levy	Reach agreement with the Minister on the draft which should contain a formula based on the cost of maintenance and accounting for inflation	<ul style="list-style-type: none"> <li>▪ Draft prepared</li> <li>▪ Preliminary meeting with Ministers held</li> </ul>	Seek donor support in sensitizing politicians
Inadequate contractor / consultancy services	<ul style="list-style-type: none"> <li>▪ Empower MCIC financially by providing money</li> <li>▪ Encourage NCIC to undertake training for local capacity</li> <li>▪ Devise financial assistance for local contractors in acquisition of plant and equipment</li> </ul>	Initiate dialogue with finance houses to create leasing facilities for purchase of plant and equipment	Financial assistance in order to conduct a study on leasing and finance
Inadequate finance towards the establishment cost of the NRA	Purchase of supervision vehicles, computers, office equipment, secretariat costs, etc.	Some vehicles to be provided from the Road Fund but more required	Finance from the RMI Program

## TANZANIA – RMI

<b>Key problems</b>	<b>Proposed actions</b>	<b>Own initiatives</b>	<b>Support requested</b>
Forceful chairman of the Road Fund Board required	Identify chairman through a well publicized democratic meeting	Organize a meeting of all stakeholders to brainstorm on the best candidate	Financing a workshop and in organizing such a meeting
Flow of funds	<ul style="list-style-type: none"> <li>▪ Private sector to be sensitized</li> <li>▪ Educate both the public and policy makers on the utility charge concept of the fund</li> </ul>	<ul style="list-style-type: none"> <li>▪ Organize workshop</li> <li>▪ Complete the Highway Act</li> </ul>	Financial assistance for the workshop
Political problem at regional level Further support to RMI unit	<ul style="list-style-type: none"> <li>▪ Reduce the number of politicians participating at regional levels</li> <li>▪ Provide facilities for the unit</li> </ul>	<ul style="list-style-type: none"> <li>▪ Conduct awareness campaign and involve users</li> <li>▪ Avail office space and furniture</li> </ul>	<ul style="list-style-type: none"> <li>▪ Financial support for organizing this</li> <li>▪ Provide tools and facilities – computers and other assistance</li> </ul>

## UGANDA – RMI

Key problems	Proposed actions	Own initiatives	Support requested
Enhancing the capacity of the local construction industry	<ul style="list-style-type: none"> <li>▪ Avail training opportunities</li> <li>▪ Avail business on a continuous basis</li> <li>▪ Provide equipment (sale/lease)</li> <li>▪ Arrange credit facilities</li> <li>▪ Encourage joint ventures</li> <li>▪ Ensure prompt payments</li> <li>▪ Encourage use of open / competitive tenders</li> <li>▪ Introduce performance contracts</li> <li>▪ Supervise and monitor performance</li> </ul>	<ul style="list-style-type: none"> <li>▪ Encourage focused training programs</li> <li>▪ Lobby for increased funding</li> <li>▪ Assess possibility of leasing arrangement</li> <li>▪ Review joint venture incentives</li> <li>▪ Allow for more competitive tendering</li> <li>▪ Assess performance of term contracts now in place</li> <li>▪ Assess performance of contractors</li> </ul>	
How to deal with post plant and equipment	<ul style="list-style-type: none"> <li>▪ Commercialize and/or privatize pool</li> <li>▪ Sell off part of pool in line with contracting capacity</li> <li>▪ For remaining part of pool, avail sufficient budget</li> </ul>	<ul style="list-style-type: none"> <li>▪ Carry out short study</li> <li>▪ Accelerate process of selling</li> <li>▪ Lobby for increased funding</li> </ul>	Funding for short study to determine most feasible option



### UGANDA RMI (Continued)

Key problems	Proposed actions	Own initiatives	Support requested
How to involve road users in the management of roads	<ul style="list-style-type: none"> <li>▪ Increase awareness campaigns</li> <li>▪ Commission consultant to make quick study and kick-start the process</li> <li>▪ Launch a road users association and hold launch workshop</li> </ul>	<ul style="list-style-type: none"> <li>▪ Continue with awareness campaign</li> <li>▪ Write terms of reference and solicit for funding</li> <li>▪ Get different private sector organizations into one forum</li> </ul>	Funding for consultant and holding of launch workshop

### ZAMBIA – RMI

Key problems	Proposed actions	Own initiatives	Support requested
Role, responsibilities, capacity and motivation of institution in the road sector	<ul style="list-style-type: none"> <li>▪ Reform institutions</li> <li>▪ Legislate</li> <li>▪ Implement</li> <li>▪ Staff</li> <li>▪ Build capacity</li> <li>▪ Monitor performance</li> </ul>	<ul style="list-style-type: none"> <li>▪ Finalize national transport policy</li> <li>▪ Seek cabinet approval, publish, disseminate and implement</li> <li>▪ Agree on institutional reform</li> <li>▪ Revise / rewrite Road and Road Traffic Act (capability of laws of Zambia)</li> <li>▪ Enact and implement</li> </ul>	<ul style="list-style-type: none"> <li>▪ Study tour of committees of Ministers to seek support to reform</li> <li>▪ Training opportunities and intervention to develop capacity</li> <li>▪ Support to market executive agency concept through a workshop</li> <li>▪ Consultancy to evaluate Roads Board – its performance</li> </ul>

## ZIMBABWE – RMI

<b>Key problems</b>	<b>Proposed actions</b>	<b>Own initiatives</b>	<b>Support requested</b>
Local (RDCs) not functioning well	Capacity building – need to sensitize RDC more about need for commercialization and contracting out	Capacity building already started on training of engineers	Donor support to train more engineers
<ul style="list-style-type: none"> <li>▪ Insufficient work for contractors</li> <li>▪ Contractor/consultant training</li> </ul>	Speed the RSDP – bring awareness of program to contractors and consultants	Give contract to local contractors and consultants	Encouragement from donors to subcontract some work to contractors and consultants
Implementation of white paper – Road Fund	Produce white paper by about mid-1999 Road Fund Act by end of year	Ensure Road Fund Road Act and reclassification consultancies wrapped up by early next year	Quick review of country recommendations “no objections”

**ANNEX 2**  
**RTTP COUNTRY TABLES**

## CAMEROUN – PTMR

Problèmes clefs	Actions proposées	Initiatives du pays	Appui demande
Inexistence d'un projet PTMR	<ul style="list-style-type: none"> <li>▪ Mise en place d'un comité de coordination</li> <li>▪ Ateliers sur la classification et la dévolution des routes rurales</li> </ul>	<ul style="list-style-type: none"> <li>▪ Désignation d'un comité PTMR</li> <li>▪ Préparation des TDR organisation matérielle</li> </ul>	Appui technique et financier
Faibles capacités pour l'introduction des techniques HIMO	<ul style="list-style-type: none"> <li>▪ Définition d'un concept HIMO applicable à la stratégie des routes rurales</li> <li>▪ Montage d'un programme de formation des PME et autres acteurs</li> <li>▪ Réalisation d'un projet d'application HIMO (type Ghana) (*)</li> <li>▪ Vulgarisation des techniques HIMO</li> </ul>	(*) <ul style="list-style-type: none"> <li>▪ Choix de la zone et des acteurs</li> <li>▪ Suivi d'exécution</li> <li>▪ Préparation de guides</li> <li>▪ Suivi de l'application</li> </ul>	<ul style="list-style-type: none"> <li>▪ Appui technique pour la définition du concept</li> <li>▪ Appui technique et pédagogique</li> </ul> (*) <ul style="list-style-type: none"> <li>▪ Appui technique et financier (montage réalisation évaluation)</li> <li>▪ Appui à la production et à la dissémination</li> </ul>
Absence de politiques permettant l'utilisation des MIT	<ul style="list-style-type: none"> <li>▪ Étude diagnostique sur le transport en milieu rural</li> <li>▪ Séminaires sur l'introduction des MIT</li> <li>▪ Réalisation d'un projet pilote de vulgarisation des MIT</li> </ul>	<ul style="list-style-type: none"> <li>▪ Lancement et suivi de l'étude diagnostique</li> <li>▪ Préparation des TDR</li> <li>▪ Choix des zones</li> </ul>	<ul style="list-style-type: none"> <li>▪ Appui technique (évaluation de l'étude)</li> <li>▪ Appui technique et financement</li> <li>▪ Appui technique (montage)</li> </ul> Recherche de financement

## ETHIOPIA – RTTP

Key problems	Proposed actions	Own initiatives	Support requested
How to develop community capacity to plan and implement RTTP	<ul style="list-style-type: none"> <li>▪ Finalize the program document and strategy</li> <li>▪ Put in place policy support measures</li> <li>▪ Inauguration of the NSC, RSC, WC and village development associations</li> <li>▪ Preparation of operational guide</li> <li>▪ Provision of training</li> </ul>	<ul style="list-style-type: none"> <li>▪ Sensitization of policy makers</li> <li>▪ Workshop organization</li> <li>▪ Engagement of consultant</li> <li>▪ Conduct training</li> </ul>	Financial support
How to promote the use of IMTs	<ul style="list-style-type: none"> <li>▪ Create awareness</li> <li>▪ Encourage local production</li> <li>▪ Conduct research and adoption of suitable means of IMTs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Use media</li> <li>▪ Creating an enabling environment</li> <li>▪ Participation in regional initiatives on IMT</li> <li>▪ Conduct a study for production of prototypes (consultant)</li> </ul>	Financial support
How to create a financial base for RTTP implementation	<ul style="list-style-type: none"> <li>▪ Establish community road fund</li> <li>▪ Capital transfer from government and donors</li> <li>▪ Encourage district councils to support network expansion</li> </ul>	Engage a consultant to study possible sources and the fund administration	Financial support

## GUINÉE – PTMR

Problèmes clefs	Actions proposées	Initiatives du pays	Appui demande
Liens entre réhabilitation pistes rurales et MIT adaptés	<ul style="list-style-type: none"> <li>▪ Organisation atelier régionaux, février 1999</li> <li>▪ Atelier national pour installation forum PTMR/Guinée avril 1999</li> <li>▪ Participation au forum régional à Abidjan</li> <li>▪ Voyage d'étude à Abidjan (péages et MIT)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Déplacement des invités mise à disposition des locaux</li> <li>▪ Appui partiel</li>   <li>▪ Financement local</li> </ul>	<ul style="list-style-type: none"> <li>▪ Appui financier</li>   <li>▪ Appui financier</li>   <li>▪ Appui financier</li> </ul>
Comment sensibiliser les populations sur le MIT	Études sur le développement des MIT– stratégie de promotion de la traction asine (filère coton) et bovine (filère pommes de terre, extraction sel, entretien pistes) promotion motoculteur (zone caféière)	Appui partiel	Appui financier
Divers problèmes	Coordination + équipement	Appui partiel	Appui financier

## KENYA – RTTP

Key problems	Proposed actions	Own initiatives	Support requested
<p>1. How to best introduce RTTP activities to Kenya</p> <ul style="list-style-type: none"> <li>▪ lack of government initiative</li> <li>▪ lack of focus</li> <li>▪ lack of interest by government</li> </ul>	<ul style="list-style-type: none"> <li>▪ Lobby politicians to support / champion RTT</li> <li>▪ Integrate NFG concept</li> <li>▪ World Bank to help increase awareness / interest of RTT, i.e. Media campaign on RTT and IMT</li> <li>▪ Dialogue between government and NFG</li> </ul>	<ul style="list-style-type: none"> <li>▪ Discussion with RTTP Regional Advisor</li> <li>▪ “Who is Who” study on rural transport</li> </ul>	<ul style="list-style-type: none"> <li>▪ Discussion between RTTP and World Bank towards key Ministry to apply for membership in RTTP Program</li> <li>▪ Media campaign support US \$50,000</li> </ul>
<p>2. How to sensitize all parties on important role and impact of effective rural transport systems in Kenya’s national development</p> <ul style="list-style-type: none"> <li>▪ inadequate sensitization</li> <li>▪ new development initiative</li> <li>▪ lack of government policy support and strategy on RTT</li> </ul>	<ul style="list-style-type: none"> <li>▪ Grassroots information campaign through pressure groups</li> <li>▪ Government level information campaign</li> </ul>	<ul style="list-style-type: none"> <li>▪ Two national workshops conducted involving stakeholders in planning of RTT</li> <li>▪ Proceedings documents circulated</li> </ul>	<ul style="list-style-type: none"> <li>▪ Coordinated support for sensitization workshop of all stakeholders with aggressive publicity campaign (US \$100,000)</li> <li>▪ Key case studies with facts and figures of status</li> </ul>

### KENYA – RTTP (Continued)

Key problems	Proposed actions	Own initiatives	Support requested
<p>3. How to generate support for rural infrastructure and use of IMTs</p> <ul style="list-style-type: none"> <li>▪ uncoordinated efforts within the country</li> <li>▪ lack of government commitment</li> <li>▪ political context centralized (in practice)</li> <li>▪ lack of widespread information on IMTs</li> <li>▪ lack of financing for the acquisition of IMT</li> <li>▪ lack of awareness in development agencies</li> <li>▪ lukewarm NFG activities (committee busy elsewhere)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Identify key actors in RT and rural development activities</li> <li>▪ NFG should urge government to take leading role in implementing RT</li> <li>▪ Implement decentralization</li> <li>▪ Encourage already developing self-help initiatives</li> <li>▪ Harness micro-credit for acquisition of IMTs</li> <li>▪ NFG publicity campaign</li> </ul>	<ul style="list-style-type: none"> <li>▪ DU/KNEAD animal cart program</li> <li>▪ Various studies by ITDG, ILO/ASIST</li> <li>▪ KICK – Kisumu Innovation Center</li> </ul>	<ul style="list-style-type: none"> <li>▪ Facts and figures generation studies to help convince government about support for artisans and others in a sustainable business environment US \$60,000</li> <li>▪ Decentralization and micro-credit support for RT in a purely business environment (including IMT production and hiring)</li> <li>▪ NFG/Government of Kenya publicity campaign US \$30,000</li> </ul>



## MADAGASCAR – PTMR

Problèmes clefs	Actions proposées	Initiatives du pays	Appui demande
Absence de données sur le TR au moment de son démarrage	Montage d'une banque de données ayant trait au PTMR	Recueillir et stocker les données au sien du ministère	<ul style="list-style-type: none"> <li>▪ Recueil et stockage au sein des autres ministères ou ailleurs, impliqués par le PTMR</li> <li>▪ Financement de cet appui</li> </ul>
<p>Inertie du comité PADR dont dépend le PTMR</p> <p>Sous estimation du PTMR par les membres non disponibles</p>	Dynamisation des membres	<ul style="list-style-type: none"> <li>▪ Choisir un leader dynamique</li> <li>▪ Dynamisation par le coordinateur après son recrutement</li> </ul>	

## MALAWI – RTTP

Key problems	Proposed actions	Own initiatives	Support requested
Linkages with other policies in terms of implementation	<ul style="list-style-type: none"> <li>▪ Continuous follow-up RTT issues / policies by steering committee</li> <li>▪ Sector Ministers to adopt RTT as priority in their various rural development activities</li> <li>▪ Build sufficient capacity from implementing RTT activities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Mission statement on RTT</li> <li>▪ Publicize benefits of IMTs</li> <li>▪ Ensure high level representation in steering committee</li> </ul>	<ul style="list-style-type: none"> <li>▪ Study tours for steering committee members</li> <li>▪ Recognition of RTT as priority</li> <li>▪ Training of key staff in department of local Government and local councils</li> </ul>
Lack of prior knowledge of RTT issues, insufficient data on RTT	<ul style="list-style-type: none"> <li>▪ Undertake baseline survey and disseminate to stakeholders</li> <li>▪ Establish central data bank on RTT studies</li> <li>▪ Budget for collecting, processing, dissemination</li> </ul>	<ul style="list-style-type: none"> <li>▪ Provide staff and space for data center</li> <li>▪ Involve media in dissemination of RTT issues</li> </ul>	<ul style="list-style-type: none"> <li>▪ Funding for the baseline study</li> <li>▪ Funding for sensitization workshops for local assemblies and the media</li> <li>▪ Funding for the setting of electronic data bank</li> </ul>
Funding for secretariat and MRTTP	<ul style="list-style-type: none"> <li>▪ Finalize program document</li> <li>▪ Set-up secretariat</li> <li>▪ Seek donor support for the implementation of Program Document</li> <li>▪ Access funds from the fuel levy to implement RTTP activities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Provision of offices</li> <li>▪ Computer equipment</li> <li>▪ Secondment of staff</li> </ul>	<ul style="list-style-type: none"> <li>▪ Additional funds for finalizing Prodoc</li> <li>▪ Additional funds for expanded activities of the Secretariat</li> </ul> <p>Phased provision of funds for soft and hard interventions of RTTP</p>

## MALI – PTMR

Problèmes clefs	Actions proposées	Initiatives du pays	Appui demande
<p>Comment mobiliser les ressources à tous les niveaux</p>	<p>Mise en place de structures des collectivités décentralisées</p> <ul style="list-style-type: none"> <li>▪ Création d'une structure centrale responsable (Agence de coordination)</li> <li>▪ Identification des compétences d'appui-conseils dans la gestion (associer ONG, coopératives, consultants, etc.)</li> <li>▪ Identifier les ressources locales mobilisables</li> <li>▪ Participation des populations dans le processus de prise de décision</li> <li>▪ Affectation d'une partie du fonds routier à travers une clé de répartition objective</li> <li>▪ Contrôle locale efficace de l'utilisation des ressources locales</li> </ul>	<p>Création de communes rurales responsables pour toutes les actions de développement de leurs communautés (identification des besoins, planification, mise en œuvre des projets de développement), compétences reconnues par des lois et leurs décrets d'application</p> <ul style="list-style-type: none"> <li>▪ Création d'une agence d'exécution des routes au niveau du MTPT et d'une Agence d'exécution des infrastructures rurales au niveau du MDRE en cours</li> <li>▪ Études de création d'un fonds routier en cours</li> <li>▪ Élaboration d'une stratégie pour la mobilisation des fonds</li> </ul>	<p>Appui pour la formation des élus, des structures d'appui-conseils dans la gestion (structures déconcentrées de l'Etat, ONGs, Associations, Consultants)</p> <ul style="list-style-type: none"> <li>▪ Financement des agences d'exécution et assurance de leur gestion autonome</li> <li>▪ Appui durant la phase de démarrage du fonds routier</li> <li>▪ Appui pour l'élaboration des textes législatifs et réglementaires pour la mobilisation des fonds</li> </ul>

## MALI – PTMR (Continued)

Problèmes clefs	Actions proposées	Initiatives du pays	Appui demande
<p>Comment transférer les ressources financières de l'administration centrale aux autorités locales</p>	<p>Création d'une autorité centrale chargée de la planification, de la mise en place et du contrôle des fonds destinés aux infrastructures locales, et renforcement des capacités</p> <ul style="list-style-type: none"> <li>▪ Développement rapide des capacités locales pour la gestion des contrats</li> <li>▪ Transfert des fonds</li> </ul>	<p>Élaboration des termes de références de l'étude pour la création d'une Agence d'Exécution Routière en cours</p> <ul style="list-style-type: none"> <li>▪ Élaboration d'une stratégie pour le développement des capacités en cours</li> <li>▪ Élaboration d'une stratégie pour le transfert des fonds</li> </ul>	<p>Appui pour la création et le démarrage de l'Agence</p> <ul style="list-style-type: none"> <li>▪ Appui pour l'élaboration des textes législatifs et réglementaire pour le transfert des fonds</li> </ul>
<p>Définition des routes rurales</p>	<p>Utiliser les critères fonctionnels et d'appropriation des communautés pour la définition et la classification des routes rurales</p> <ul style="list-style-type: none"> <li>▪ Renforcements des capacités des structures techniques des collectivités décentralisées ainsi que des structures d'appui-conseils locales publiques et privées</li> <li>▪ Responsabilisation d'une autorité unique pour la définition des politiques, stratégies et normes, ainsi que leur application</li> <li>▪ Création d'une structure de coordination des services impliqués dans le PTMR</li> <li>▪ Meilleure définition des catégories de routes</li> </ul>	<p>Révision de l'Ordonnance N° 13 portant classification des routes au Mali envisagée par la mission de décentralisation</p> <ul style="list-style-type: none"> <li>▪ Choix des Ministères chargés des transports et des travaux publics comme autorité de tutelle des transports ruraux</li> <li>▪ Mise en place du comité de pilotage pour l'orientation des actions du PTMR</li> </ul>	<p>Appui pour le financement de la révision de l'Ordonnance N° 13 d'avril 1971</p> <ul style="list-style-type: none"> <li>▪ Appui pour le financement de l'identification des besoins de formation, de l'élaboration de programmes de formation et de la mise en œuvre des programmes</li> <li>▪ Appui pour le bon fonctionnement du Comité de pilotage du PTMR</li> <li>▪ Appui pour une meilleure évaluation des réseaux d'infrastructures rurales (routiers et fluviaux)</li> </ul>

## UGANDA – RTTP

Key problems	Proposed actions	Own initiatives	Support requested
<p>Introduction of RTTP concepts at the grass-roots in the various sub-countries nationwide</p>	<ul style="list-style-type: none"> <li>▪ Evolve appropriate policy involving local population, sub-country and district leaders in planning, design and implementation of RTTP</li> <li>▪ Launch vigorous awareness campaigns at National, District and Sub-city levels involving workshops, media, promotion, literature, etc.</li> <li>▪ Establish effective and direct communication links with central government agencies, sectoral agencies, related projects, etc.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Introducing RTTP to government officials now debating 1999/2000 budget frame-work</li> <li>▪ Informing about RTTP at district, local government level</li> <li>▪ Call at least three Workshops during 1998/1999 financial year for awareness campaign</li> <li>▪ Advocacy of RTTP during other sectoral workshops</li> <li>▪ Encourage publication of RTTP relevant articles in the news media</li> <li>▪ Co-opt national forum group for RTTP dissemination</li> <li>▪ Co-opt relevant and influential politicians, businessmen and private sector in pushing for RTTP</li> </ul>	<ul style="list-style-type: none"> <li>▪ Rental and equipping of an office in Kampala (estimate for 1998/1999 US \$27,440)</li> <li>▪ Transport (inland/overseas and dissemination costs)</li> <li>▪ Resource persons travel to Uganda</li> <li>▪ Audio-visual material</li> <li>▪ Base-line survey consultancy (US \$5,000)</li> <li>▪ Funds for publishing conditional grant paper for road maintenance (US \$3,000)</li> <li>▪ 3 Study tours for 2 officials (US \$5,000)</li> </ul>

## UGANDA – RTTP (Continued)

Key problems	Proposed actions	Own initiatives	Support requested
Sustaining RTTP in the midst of wide-ranging transitions	<ul style="list-style-type: none"> <li>▪ Usage of transforming situations as opportunities to include RTTP issues where relevant</li> <li>▪ Phase-out implementation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Liaison with other government ministries, NGOs, districts</li> </ul>	
Poverty alleviation and community development issues to help in promoting RTTP in Uganda	RTTP custom-made for furthering objectives of Uganda’s budget framework (involvement of women, creating employment, etc.)	<ul style="list-style-type: none"> <li>▪ Hold discussion with Finance Ministry on RTTP</li> <li>▪ Include RTTP concepts in conditional grant considerations for roads maintenance</li> </ul>	

## ZAMBIA – RTTP

Key problems	Proposed actions	Own initiatives	Support requested
Adoption of IMTs by rural communities	<ul style="list-style-type: none"> <li>▪ Policy framework in relation to transport policy, the review of the road traffic act</li> <li>▪ Pilot studies and demonstrations</li> <li>▪ Credit facilities and community mobilization and IMT promotion</li> </ul>	<ul style="list-style-type: none"> <li>▪ Conduct workshops at all levels</li> <li>▪ Dissemination through print and electronic media</li> <li>▪ Baseline studies</li> <li>▪ IMT demonstration pilot project</li> <li>▪ Establish RTT trust fund</li> <li>▪ Provide local funding (US \$10,000)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Financial support of approximately US \$5,057,000</li> </ul>
Generation of political commitment	<ul style="list-style-type: none"> <li>▪ Targeted sensitization of political leaders at all levels through study tours, demonstration and RTT intervention, etc.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Carrying out of study tours, demonstrations, etc.</li> <li>▪ Local funding (US \$5,000)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Financial support of approximately US \$10,000</li> </ul>
Resource mobilization and donor coordination	<ul style="list-style-type: none"> <li>▪ Regular consultative meeting with donors</li> </ul>	<ul style="list-style-type: none"> <li>▪ Place RTTP on agenda for donor agencies' meetings</li> </ul>	<ul style="list-style-type: none"> <li>▪ Partial technical assistance to support coordination (5-year program) US \$2,000,000</li> </ul>
Sustainability of RTTP	<ul style="list-style-type: none"> <li>▪ Develop well deaned and planned RTTP</li> <li>▪ Capacity building for community mobilization, planning, implementing and financing</li> </ul>	<ul style="list-style-type: none"> <li>▪ Regular budgeting for RTTP in national budget</li> <li>▪ Resource mobilization through NGOx, CBOs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Technical assistance US \$1,000,000</li> </ul>
Integration of gender concerns into RTTP	<ul style="list-style-type: none"> <li>▪ Include gender concerns in planning stages of interventions</li> </ul>	<ul style="list-style-type: none"> <li>▪ RTTP initiatives to be included in the national gender policy</li> </ul>	

**ANNEX 3**  
**EVALUATION OF THE MEETING**



**EVALUATION FORM – SUMMARY OF RESULTS**

**\* 54 evaluation forms were received from participants**

1. Did the use of external moderators succeed in maintaining interest and sharing of experience?  
**Not at all – 1                      Satisfactory – 26                      Very much – 27**
  
2. How would you change the time allocated to workshops compared to resource presentations?  
**Less workshops – 11              No change – 26                      More workshops – 17**
  
3. Did you find it useful separating RMI/RTTP in the workshops?  
**Yes – 46    No – 8**
  
4. What format would you prefer for the RMI/RTTP Workshops?  
**RMI & RTTP                      No change – 16                      1st day RMI/2nd day  
in parallel    RTTP – 19  
workshops – 19**
  
5. How long should the meeting be?  
**Three days – 6                      Four days – 25                      Five days – 23**
  
6. To what extent did the meeting provide you with new ideas from other countries?  
**Below                                      Met expectations – 37                      Exceeded  
expectations – 1    expectations – 16**
  
7. To what extent did the meeting assist you in identifying priorities for the year ahead?  
**Below                                      Met expectations – 42                      Exceeded  
expectations – 1    expectations – 11**
  
8. Is this the first time you attended a Coordinating Committee Meeting?  
**Yes – 31    No – 23**
  
9. Do you represent:  
**RMI – 23                                      RTTP – 22                                      Both – 9**

10. Any other comments?

1. Faire d'abord toutes les présentations en plénière et en deux temps (a – présentations générales, b – par pays), essayer de regrouper tous les problèmes en centre d'intérêt, avant de les évoquer dans les ateliers; on revient en plénière pour la présentation des résultats, des conclusions et l'évaluation. Ceci permettrait d'éviter d'examiner le même problème plusieurs fois.
2. Communiquer aux pays toutes les informations et les commentaires un mois à l'avance sur le processus du comité.
3. Boring to go to workshops for each country. It would have been better to collect all country issues and organize them in a systematic manner so that repeated issues would be avoided.
4. Workshops should be organized according to issues rather than by country.
5. Field visit is important and field means outside Dar. Resource people need more time than 10 minutes or it is not worth it. 8h30 – 19h00 hrs of concentration is not realistic – reduce day length.
6. Mauvaise traduction anglais en français. Remerciements à la BM et le comité de coordination pour avoir permis à ma délégation (pays) de prendre part à cette importante réunion, lieu de donner et de recevoir. Revoir l'organisation pour mieux la qualifier. Merci.
7. La question 3 est redondante avec la question 4. La première réponse de celle-ci – des ateliers parallèles – est la même que la deuxième – pas de changement. 1er jour IGR/2ème jour PTMR correspond à la façon de faire de l'an dernier, et n'a pas de sens cette année.
8. i – Workshops to be more focused. Alternative approach whereby country problems could be aggregated into various themes for group discussions to avoid repetitions.  
ii – Limit other subject matters for discussion/dissemination unless relevance to the meeting can be demonstrated.  
iii – Donor representatives, in their personal capacities, have set countries in which their interests are glaringly obvious. This is bad development. Treat countries equally.
9. Enough time should be given to resource persons to present their papers.
10. Maybe we should separate the two initiatives into two different meetings to have more time for exchange of experience and debate at the workshops.
11. The format adopted from last years' recommendations was very satisfactory. Keep with it.
12. It would be useful to have firm and agreed formats for presentations before the workshops start.
13. Workshops provide a forum for exchange of practical experience and as such are a success in the learning process and self critique and therefore I would like to emphasize that more time be allocated to them. The country presentations should also be presented separately.
14. i – More time for discussions must be provided on key issues.  
ii – Discussion groups should be organized by thematic issues, derived from the concerns of RTTP Coordinators.

15. The meeting was very fruitful and there were a lot of experiences to be learned from sharing.
16. The RMI countries are now getting big and presentations of country reports should be focused on specific RMI reform for each country where there is a problem.
17. I believe a field trip as included on Thursday and Friday afternoon should continue to be included in the future. I spoke with a number of representatives at this event who strongly desired a one or two hour drive through the central city and surrounding area. This was desired so that they could see the infrastructure in place as well as observe the economic vitality of the city.
18. The next meeting should go to a different environment, features and background – i.e. Madagascar.
19. There is need for the organizers to respect time.
20. The organization this time was rather muddled up – P.A. system – poor representation of what is to be done at first by moderators (though it worked very well in the end) – participants need to be kept informed about program – sessions were too packed – no room for breathing: fly into Dar-es-Salaam, straight to the Sheraton, 4.5 days of extensive and heavily loaded program and then go back to your country.
21. The congestion experienced was a product of the number and variety of countries participating. If the RMI movement grows anymore it may be necessary to split the meeting along regional lines, or, perhaps between those who are still in the ‘early’ phase and those who are ‘well developed’ in RMI terms.
22. Rather chaotic at times. Facilitators/WB officials could have assisted countries in defining their problems prior to the workshops. WB officials tended to speak for longer than their allocated time (particularly the Performance Monitoring paper which was lengthy, inappropriate for the audience, input monitoring focused rather than output performance) which cut into workshop times. The facilitators of the session I attended (RTTP stream) were not good at encouraging relevant discussion and tended to get off the topic themselves. Not enough time on workshops meant that people left before the end which impacted negatively on participation. There is no real need to combine RMI and RTTP. Time allocations on the agenda were unrealistic.
23. This coordinating meeting was very packed with no breaks, visits, etc. Perhaps less themes would have sufficed since 5 days appears optimum. Workshop subgroups should be two only (French/English) instead of three English and two French all reporting on the same.
24. Country action plans should include timings.

25. Provide equal status between WB officials and country presenters in regard to time. There has been a disproportional time favoring for the former to the disadvantage of the country presenters. Make the workshop program ready and in time before the seminar begins. It looked as if the program was of ad hoc basis – time management seems a problem of the facilitators. Some countries looked unprepared especially in regard to RTTP. It is helpful if in the future paper presentations are sent in time to the secretariat rather than waiting for the last minute.
26. Distribution of documents has to be better organized.
27. It was well organized and credit should go to the secretariat.
28. Are there opportunities for the program coordinators of each country to interact during the course of the year to gain more support, encouragement?
29. Better job needed setting agenda. There was not enough time allocated to the presenters. Workshop sessions should include more attendees. Breakout groups did not have a diverse enough group.
30. Time for paper presentations should be 20 minutes. RTTP and RMI should be combined. Considerations at central level should be matched simultaneously with local.
31. This meeting was much better than previous ones because (i) – there was greater participation and presentation from country representatives; (ii) – a lot more discussion on issues relating to RTTP. The workshop methodology which seemed very ‘messy’ as it started actually worked well. The facilitators in RTTP were excellent, facilitating discussion and monitoring participation. I would have preferred a brainstorm of themes (e.g. definition of rural roads, promotion of IMTs, etc.) which were cross-cutting, so that we could have in-depth discussion and then those ideas feed into the programs in each country. The plenary thematic discussions on Decentralization and Transport Services were too superficial.
32. RMI/RTTP Annual Coordinating Committee has improved in its planning, organizing and directing; in its belief, context, presentation and management. Countries have learned and shared experiences to work program. Please keep up the good work RMI/RTTP is doing to change the quality of life of people in Africa – through road sector reform for Improved Governance of the African continent.
33. Renforcer la représentativité du secteur privé; l’administration étant plus représentée que le privé dans les forums. Pour ce faire, adresser les invitations directement aux organisations privées appropriées.

**ANNEX 4**  
**LIST OF PARTICIPANTS**

**13<sup>th</sup> RMI/RTTP Coordinating Committee Meeting  
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**ANNEX 5**  
**PROGRAM**



## 13<sup>th</sup> RMI/RTTP Coordinating Committee Meeting

Sheraton Hotel, Dar-es-Salaam, Tanzania  
November 9 – 13, 1998

### Program

Day 1: Monday, November 9, 1998

Plenum: Open

#### Opening Session: RMI, RTTP

**Chair:** **Ronald Brigish, World Bank Resident Representative, Tanzania**

09h00 – 09h15

Welcome Address

*Snorri Hallgrímsson, World Bank, SSATP Coordinator*

09h15 – 09h30

Opening Address: Coordinator Representative

*Frank Nyangaga, Kenya*

09h30 – 09h45

Opening Address: Donor Representative

*Birger Lorentzen, Danida*

09h45 – 10h00

Welcome Address: Honourable Minister for Works, Tanzania

*Anna Margareth Abdallah (MP)*

10h00 – 10h30

**Coffee Break**

#### Progress Reports on the RMI and the RTTP

**Chair:**

**Bruce Thompson, DG-VIII, European Commission**

10h30 – 10h45

The RMI Annual Report and the Program Ahead

*Pedro Geraldes, World Bank, RMI Team Leader*

10h45 – 11h15

Discussion

11h15 – 11h30

The RTTP Annual Report and the Program Ahead

*George Banjo, Snorri Hallgrímsson, Moctar Thiam,  
World Bank, RTTP*

11h30 – 12h00

Discussion

12h00 – 14h00

Lunch

13h30 – 14h00

Video Presentation, *IMT: Motorcycle side-cars*

<b>RMI Stream:</b>	<b><i>Theme: Effective Provision of Road Services</i></b>
<b>Chair:</b>	<b>Jerome Obi Eta, Honourable Minister of Public Works, Cameroon</b>
14h00 – 14h15	Effective Management – An Essential for Creating Sustainable Roads <i>Bruce Thompson, DG–VIII, European Commission</i>
14h15 – 14h30	Discussion
14h30 – 15h05	<b>Financing Maintenance:</b> * Core Problems and Options For Reform – Overview (5) <i>Pedro Geraldes, World Bank, RMI Team Leader</i> * <i>Zambian Experiences (10)</i> <i>Raymond Jhala, Chairman, National Roads Board, Zambia</i> * <i>Tanzanian Experiences (10)</i> <i>Steve Mworira, Member of the Central Roads Board, Tanzania</i> * <i>Ghanaian Experiences (10)</i> <i>Kingsford Amoah, Director, Ghana Road Fund Secretariat</i>
15h05 – 15h35	Discussion
15h35 – 16h00	<b>Coffee Break</b>
<b>Chair:</b>	<b>Wiley Lyatuu, RMI Coordinator, Tanzania</b>
16h00 – 16h55	<b>Effective Management of Roads:</b> * <i>Using the Executive Agency Concept (10)</i> <i>Adam Andreski, Ministry of Works, Tanzania</i> * <i>The Road Authority Concept – Ethiopian Experiences (10)</i> <i>Tesfamichael Nahusenay, General Manager, Ethiopian Roads Authority</i> * <i>The Experience of the Ghana Highway Authority (10)</i> <i>Joseph Lamptey, Director, Ministry of Roads and Transport, Ghana</i> * <i>Private Sector Participation (10)</i> <i>N. Gananadha, Executive Secretary, National Roads Board, Zambia</i> * <i>SADC Draft Legislation (10)</i> <i>Rean Botha, Director, Consilium Legis (Ltd.)</i>
16h55 – 17h15	Discussion
17h15 – 17h30	<b>Coffee Break</b>
17h30 – 17h45	Summary by Chairs
19h30	<b>Cocktail Party hosted by the Permanent Secretary, Ministry of Works, Tanzania</b>

**RTTP Stream:**            *Theme: Decentralization and the Management of Local Roads*

**Chair:**                    **Charles Keenja, Chairman, Dar-es-Salaam City Commission**

08h30 – 08h45            Why Decentralize? What are the Options?  
*George Banjo, World Bank, RTTP*

08h45 – 09h00            Discussion

09h00 – 10h00            **Country experiences**

\* Zimbabwe

*Alexander Mangena, Deputy Secretary,  
Ministry of Local Government and Housing*

\* Republic of South Africa

*Vivienne Lipman, Senior Policy Advisor,  
Department of Transport*

\* Ghana

*C.D. Antwi, Director of Feeder Roads,  
Ministry of Roads and Transport*

\* Uganda

*Tom Ojuka, Ministry of Local Government,  
Feeder Roads Department*

\* Madagascar

*Vero Razafintsalama, Project CAP/USAID*

10h00 – 10h30            Discussion

10h30 – 10h45            **Coffee Break**

*Theme: Improving the Provision of Rural Transport*

**Chair:**                    **Nicolas Mbwani, National Transport Corporation, Tanzania**

10h45 – 11h00            The Role of Operating Practices  
*John Hine, RTTP Consultant*

11h00 – 11h15            The Potential of Intermediate Means of Transport  
*Pascal Kaumbutho, KENDAT*

11h30 – 12h00            **Country Experiences**

\* Malawi

*Anna Ternell, World Bank, RTTP*

\* Mali

*Moctar Thiam, World Bank, RTTP*

\* Mozambique

*Charles Kaira, Consultant, RTTP*

\* Zambia

*M.J. Tambatamba, Consultant, RTTP*

12h00 – 12h15

Discussion

12h15 – 12h30

Summary by Chair

12h30 – 14h00

**Lunch**

14h30 – 15h45

RMI		RTTP
<b>Tanzania</b>	Presentation (10 minutes), Workshop (30 minutes), Discussion (35 minutes)	<b>Mali</b>

15h45 – 17h00

RMI		RTTP
<b>Cameroon</b>	Presentation (10 minutes), Workshop (30 minutes), Discussion (35 minutes)	<b>Ethiopia</b>

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08h30 – 09h45

RMI		RTTP
<b>Madagascar</b>	Presentation (10 minutes), Workshop (30 minutes), Discussion (35 minutes)	<b>Guinea</b>

09h45 – 11h00

RMI		RTTP
<b>Ghana</b>	Presentation (10 minutes), Workshop (30 minutes), Discussion (35 minutes)	<b>Zimbabwe</b>

11h00 – 11h15

**Coffee Break**

11h15 – 12h30

RMI		RTTP
<b>Ethiopia</b>	Presentation (10 minutes), Workshop (30 minutes), Discussion (35 minutes)	<b>Uganda</b>

12h30 – 14h00

**Lunch**

Day 3 Wednesday, November 11, 1998 (Continued)

14h00 – 15h00

**Performance Monitoring Indicators**

\* Indicators for Development Impact

*Gualberto Lima Campos, World Bank, RMI*

\* Performance Monitoring

*Louis Fernique, World Bank, RMI*

\*Implementation of RMI Building Blocks

*Ole Sylte, Gicon, Norway*

15h00 – 16h15

RMI		RTTP
<b>Kenya</b>	Presentation (10 minutes), Workshop (30 minutes) Discussion (35 minutes)	<b>Zambia</b>

16h15 – 16h30

**Coffee Break**

16h30 – 17h45

RMI		RTTP
<b>Malawi</b>	Presentation (10 minutes), Workshop (30 minutes) Discussion (35 minutes)	<b>Tanzania</b>

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Day 4 Thursday, November 12, 1998

08h30 – 09h45

RMI		RTTP
<b>Zambia</b>	Presentation (10 minutes), Workshop (30 minutes) Discussion (35 minutes)	<b>Malawi</b>

09h45 – 11h00

RMI		RTTP
<b>Zimbabwe</b>	Presentation (10 minutes), Workshop (30 minutes) Discussion (35 minutes)	<b>Cameroon</b>

11h00 – 11h15

**Coffee Break**

Day 4 Thursday, November 12, 1998 (Continued)
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11h15 – 12h30

RMI		RTTP
<b>Uganda</b>	Presentation (10 minutes), Workshop (30 minutes) Discussion (35 minutes)	<b>Kenya</b>

12h30 – 13h00

RTTP Presentations: South Africa and Madagascar

13h00 – 14h00

**Lunch**

14h00 – 17h00

**Preparation of Country Plans**

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Day 5 Friday, November 13, 1998	Plenum: Open
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08h30 – 10h00

Presentation of Country Plans

10h00 – 10h15

**Coffee Break**

10h15 – 10h45

Presentation of Country Plans

10h45 – 11h00

Closing Remarks, SSATP  
*Snorri Hallgrímsson, SSATP Team Coordinator*

11h00 – 11h15

Closing Remarks, Host  
*Willey Lyatuu, Ministry of Works, Tanzania, on behalf of  
Salum Msoma, Permanent Secretary,  
Ministry of Communication and Transport*

11h15

Closure

12h00

Departure for lunch at the Sea Cliff Hotel