

PART II

Country Coordinator's Reports

Cameroon Report by J.M. Takam

I – RÉALISATIONS À CE JOUR

| THÈMES | QUESTIONS | RÉPONSE |
|--------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| RÉALISATIONS A CE JOUR | Nombre d'années de vie du programme en place | 8 ans (depuis 1993) |
| | Existence d'un programme annuel ? | Oui, arrêté chaque année lors de la réunion du Comité Coordination IGR |
| | Les objectifs du programme annuel | 1 – Avoir un tableau de bord pour suivre la mise en œuvre des réformes 2 – Permettre au Coordonnateur d'interpeller les intervenants pour le respect des calendriers des réformes 3 – Appuyer ou faciliter à l'organisation des séminaires de formation ou des voyages d'études |
| | <i>Existence d'un plan directeur ?</i> Si on entend par Plan Directeur un tableau de bord... | Oui, traduit par le PST depuis 1991 (Programme Sectoriel des Transports) qui avait pour objectifs : |
| | | Sur le plan institutionnel : Désengagement de l'Etat, Amélioration de la gestion des politiques sectorielles, Restructuration ou privatisation des entreprises du secteur des transports et promotion du secteur privé pour participation aux travaux d'entretien routier, Création d'un Conseil National des Routes (CNR) |
| | | Sur le plan Opérationnel : Préservation du capital acquis par la définition d'un réseau prioritaire sur lequel ont été concentrés les moyens disponibles et Réforme du cadre réglementaire visant la libéralisation, une meilleure compétitivité et la mise en place des mécanismes incitatifs de marchés publics |
| | | Sur le plan Financier : Mise en place d'un mécanisme pérenne de financement des travaux routiers et amélioration de la mobilisation des ressources dues aux taxes routières. Réduction des coûts de transport |
| | Sur le Plan Matériel : Remise en état des équipements d'entretien routier et du matériel de transport, libéralisation du secteur de location du matériel | |
| | Sur le plan Social : Lutter contre la pauvreté, encouragement à l'emploi, notamment des femmes à participer à l'entretien des routes rurales et création des emplois par les méthodes à fort coefficient de main d'œuvre | |
| | Sur le plan Environnemental : Mise en place d'une politique de protection du patrimoine routier et de l'environnement | |
| Mécanismes de coordination nationale | Lieu de travail | Ministère des Travaux Publics (Inspection Générale) |
| | Rôle du coordinateur | Rôle d'impulsion, de catalyseur, de rappel des engagements de tous les intervenants. Organisation des ateliers et séminaires de formation |
| | Existence d'un Comité | NON |

| | | | |
|---------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| RÉALISATIONS | | Nombre et type de modification à apporter aux points mentionnés ci-dessus | 1) Création d'un bureau de l'IGR à Yaoundé-Cameroun 2) Elaboration d'un planning de travail sur la base du programme annuel 3) Constitution autour du coordinateur d'une équipe composée d'un secrétaire de l'IGR et d'un Ingénieur de Suivi 4) Coopération sous-régionale pour la mise en œuvre des programmes |
| | Activités effectuées : rapports, séminaires, ateliers, etc. | | 1) Participation du CAMEROUN à toutes les réunions du Comité de Coordination de l'IGR depuis son adhésion en 1993 avec chaque fois présentation d'un rapport national 2) Organisation de la XI ^{ème} Réunion de Coordination de l'IGR en 1995 à Yaoundé CAMEROUN avec pour conclusion la Déclaration de Ydé sur la conduite des réformes des politiques routières à leur terme à l'an 2000 3) Plusieurs séminaires et ateliers : Chantiers pilotes en 1995-96 (PER/FED I) Formation des PME et BET 1996-99, Forum des PME 2000, Atelier sur le changement en Juin 2000 –01 pour le personnel du MINTP, Atelier GTZ Juin et Septembre 2000, Séminaire Atelier de finalisation de la stratégie du MINTP Janvier 2001 4) Voyages d'étude dans les pays de l'IGR |
| RÉALISATIONS | Principaux résultats du programme | | 1) Privatisation des travaux d'entretien routier 2) Réorganisation du Ministère chargé des routes lui permettant de passer du rôle d'exécutant à celui de planificateur, programmeur et contrôleur 3) Création d'un Fonds Routier 4) L'appui aux Petites et Moyennes Entreprises (PME) |
| | Impacts majeurs du programme Réformes favorisées et mises en œuvre à ce jour, contribution du programme à ces efforts de réforme, indicateurs de succès | | 1) Amélioration de l'état du réseau routier (20% → 50%) 2) Une administration routière plus efficace : Mise en place en cours du plan d'organisation et d'effectifs (POE) devant permettre de passer de 5500 agents (1995) à 1800 en 2003. 3) Création d'un mécanisme de règlement des travaux d'entretien routier et paiement rapide des prestations avec le Fonds Routier 4) Création d'emploi avec l'arrivée d'un tissu important des PME : 40 PME avant 1996 (15 mécanisées et 25 cantonnages) ; 60 PME en 1997-98 (30 mécanisées et 30 cantonnages) ; 150 PME en 1998-99 (100 mécanisées et 50 cantonnages) ; 180 PME en 1999-00 (110 mécanisées et 70 cantonnages) et plus 200 en 2000-01. 5) Meilleure protection du patrimoine routier et de l'environnement |

II – QUESTIONS PRÉSENTES

COMPARER LES RÉSULTATS ACCOMPLIS AVEC LES OBJECTIFS FIXÉS À L’ORIGINE

A – AU NIVEAU DU PLAN DIRECTEUR

| PROBLÈMES CLEFS | OBJECTIFS D’ORIGINE | RÉSULTATS |
|-----------------------------------------------------------------------|-------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Comparer les résultats accomplis avec les objectifs fixés à l’origine | Objectif institutionnel ou réglementaire | Le Ministère chargé de l’entretien routier a été réorganisé |
| | Objectif Opérationnel | Les travaux d’entretien routier ont été privatisés |
| | Objectif Financier | Le Fonds Routier a été créé à la suite d’une loi voté au Parlement (1996) et mis en place en 1998 |
| | Objectif Matériel | Le secteur du matériel de génie civil reste à être réformé |
| | Objectif Social (Lutte contre la pauvreté) | La création des PME dont le nombre est passé de 40 PME avant 1996 à plus de 200 à l’an 2001 La Haute Intensité de Main d’œuvre n’est pas encore appliquée |
| | Objectif Environnemental et de protection de la route | Loi pour protection du patrimoine routier votée en 1996 Directives de protection de l’environnement éditées en 1997 |

B – AU NIVEAU DU PROGRAMME ANNUEL

| PROBLÈMES CLEFS | ACTIONS PROPOSÉES | RÉSULTATS | OBSERVATIONS |
|-------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------|---------------------------------------------------|-------------------------------------------|
| Capacité d’absorption insuffisante des PME locales dans le cadre de la privatisation de l’entretien routier | Poursuite des séminaires de formation | OUI, 8 séminaires et/ou ateliers organisés | |
| | Introduction des contrats pluriannuels | OUI, à partir l’exercice 2000-01 | |
| | Mesure de facilitation pour l’acquisition du matériel aux PME | OUI, par des contrats pluriannuels | |
| Gestion commerciale de la route : dissémination auprès des intervenants | Organisation Séminaires et ateliers de dissémination à tous les niveaux | NON | |
| Inexistence d’un Conseil National des Routes et d’une Agence Routière | *Etude d’institution d’un Conseil National des Routes et de création d’une Agence Routière | NON, non encore | Un projet de texte en cours d’approbation |
| Inexistence d’une structure chargée du suivi et d’audit interne de la mise en | *Participation au renforcement Institutionnelle de l’Inspection Générale du Ministère des Travaux | OUI, plusieurs voyages d’études hors d’Afrique et | |

| | | | |
|---------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------|--|
| oeuvre de la stratégie et des réformes | Publics *Recherche des expériences analogues en Afrique et ailleurs | possibilité de partenariat avec d'autres Inspections Générales. Reste à poursuivre cette expérience au niveau de l'Afrique | |
| Inexistence d'un cadre de concertation entre l'IGR et la Cellule des Transports des Organisations Economiques régionales et sous-régionales | *Création d'un cadre de concertation entre l'IGR et la Cellule des Transports des Organisations Economiques régionales et sous-régionales *Organisation des réunions pour des échanges d'expérience au niveau régional et sous-régional | OUI : 2 réunions à Douala avec la Commissions des Transports pour l'Afrique Centrale (décembre 2000 et Mai 2001) | |

| PROBLÈMES CLEFS | OBJECTIFS IGNORÉS OU NON ABOUTIS | RAISONS |
|-------------------------------------------------------------------|--------------------------------------------|-----------------------------------------------------------------|
| Quels sont les objectifs encore ignorés et pour quelles raisons ? | Création d'un Conseil National de la route | Mesure en cours ; Expérimentation du Comité de Gestion du FR |
| | Insuffisance du matériel de génie civil | Résistance à la privatisation du Parc National de Matériel GC |
| | Méthode HIMO | Non désignation d'un responsable chargé du dossier HIMO |

| PROBLÈMES CLEFS | NOUVELLES QUESTIONS | CALENDRIER |
|--------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------|
| Émergence de nouvelles questions auxquelles il faut répondre | La programmation pluriannuelle | A court et à moyen terme |
| | La concession routière | A court et à moyen terme |
| | Elaboration d'une nouvelle stratégie qui permettra de passer de l'état actuel de 50% de réseau en bon état à 80 % du réseau en bon état au bout de 5 ans | A court et à moyen terme |
| Évaluation du coordinateur concernant | Efficacité du programme à répondre aux problèmes actuels | A cause des échanges d'expérience qu'il procure, le pro-gramme reste efficace pour la résolution des problèmes actuels |
| | Solidité de l'appui au haut niveau politique | L'appui politique est très solide dans la mesure où le Ministre actuel des Travaux est un ancien Coordinateur de l'IGR |

III – FUTURS OBJECTIFS

| PROBLÈMES CLEFS | OBJECTIFS | DATES |
|---------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|
| Objectifs visés sur le long terme en indiquant une date | La programmation pluriannuelle | A court et à moyen terme |
| | La concession routière | A court et à moyen terme |
| | Elaboration d'une nouvelle stratégie qui permettra de passer de l'état actuel de 50% de réseau en bon état à 80% du réseau en bon état au bout de 5 ans | A court et à moyen terme |

| PROBLÈMES CLEFS | OBJECTIFS | ÉVOLUTION |
|------------------------------------|----------------------------------------------------|-----------|
| Objectifs à court et à moyen terme | Introduction de la concession routière au CAMEROUN | |
| | Exécution effective des travaux HIMO | |
| | Nouvelle stratégie routière | |

| PROBLÈMES CLEFS | PROGRAMMES | INDICATEURS DE SUCCÈS EN TERMES D'IMPACT | ACTIVITÉS PROPOSÉES | RESULTATS ATTENDUS |
|-----------------------------------------------------|------------------------------------------------------|------------------------------------------|---------------------|--------------------|
| Bases du programme pour les trois prochaines années | Concession routière | | | |
| | Programmation pluriannuelle | | | |
| | Stratégie du MINTP | | | |
| | Gestion commerciale de la route | | | |
| | Conseil National des Routes et d'une Agence Routière | | | |
| | Concertation de l'IGR au niveau sous-régional | | | |

Country Coordinator's Reports

Ethiopia Report by S. Berhane & Z. Woldegebriel

ACHIEVEMENTS TO DATE

THE PROGRAM

The Ethiopian Roads Authority (ERA), the Agency responsible for Federal Roads, has been implementing the Road Sector Development Program (RSDP) since September, 1997. Although the physical implementation was started in 1997, there was a project preparation period between 1995 - 1997. The program in addition to road construction, involves various policy reforms which led Ethiopia to join the RMI in 1996 and started to implement the RMI objectives in 1997.

Most of the RMI programs are part and parcel of the RSDP. These includes:

- Strengthening the local construction industry.
- Introduction and implementation of length person method for maintenance work.
- Improving the pavement Management System (PMS) and Network Planning.
- Establishing Road Fund.
- Control and enforcement of axle load limit.
- Enhancing maintenance activities etc.,

The RSDP gives special attention to maintenance activities in order to preserve the expanded and rehabilitated roads at a high cost to the economy. To this effect, the Federal Roads Agency, i.e, the Ethiopian Roads Authority (ERA), prepared the first Maintenance Action Plan (MAP), in 1997 for three years (1998-2000) articulating the detailed plan and strategic frame work for road maintenance of both Federal and Regional organizations. The measure policy objectives planned to attain were:

- Introduction of Road Fund to finance maintenance activities.
- Strengthening of the Road Sector through organizational structuring, and
- Involving of stakeholders in the management of roads.

The RMI program which was incorporated in the RSDP and in particular in the MAP has attracted the attention of high level policy makers in the Government and donors apparatus. The donors had been assisting in carrying out various studies such the Domestic Construction Industry, Axle Load, Road Agency reform, Safety, etc. The Government of Ethiopia has also been highly committed to introduce and implement the programs of RMI as stated in its Letter of Road Sector Policy in 1997. (see the attached Letter of Road Sector Policy).

MAP 2 is prepared for the year 2001-2003 which also put the RMI building blocks as its corner stone. The MAP 2, is in particular to:

- Clearly delineate annual maintenance needs.
- Estimate the physical requirements and set targets for using local contractors to carry out the required maintenance works.
- Match the funds required for maintenance with resource mobilization effort.
- Make clear to all stakeholders the future maintenance activities especially for the next three to five years.

The MAP 2 has clearly indicated goals to be achieved. The progress toward those goals can be tracked by monitoring specific performance measures. The current MAP has the following plan of actions which are also RMI activities.

DEVELOPMENT OF DOMESTIC CONSTRUCTION INDUSTRY

It is the policy of the Government that all the construction and maintenance activities be carried out by private sector. To realise this objective, the 28 recommendations of the DCI study, funded by the World Bank, need to be implemented.

Table 1: Implementation Plan for Domestic Construction Industry

| Item No. | Task Name | Start | Finish |
|----------|-------------------------------------------------------|----------|--------|
| 1 | Reform of Procedures for Government Funded Works | 0/04/01 | — |
| 2 | Reform of Contract Administration System | 30/09/01 | — |
| 3 | Technical Assistance and Training for Managing Reform | 01/10/01 | — |

IMPROVE LENGTH-PERSON METHOD

The Length Person Method for routine maintenance was started in 1998 by all maintenance districts. Bush, ditch and culvert clearings, inlet and out let of pipe clearings, shaping carriageway and potholes repair were the selected maintenance activities. Unfortunately payment problems, unit rates, lack of interest by maintenance engineers etc., hampered the progress of the new initiative and the Method was finally terminated in all Maintenance Districts. ERA in cooperation with ILO and GTZ has organized a seminar to revitalise and continue with the Method. It is now planned that

8,000 kms within the next five years to be maintained by Length-Person. The table below shows the devised action plan.

Table 2: Length Person Activity Implementation Plan

| Item No. | Task Name | Start | Finish |
|-----------------|-------------------------------------------------|--------------|---------------|
| 1 | Refining the Pilot Project | 01/02/01 | 03/05/01 |
| 2 | Revising Payment Rates | 01/12/00 | 02/03/01 |
| 3 | Refining Procedures/Guidelines | 01/12/00 | 30/05/02 |
| 4 | Continuing with Length Person Activity | 01/06/01 | 28/06/05 |
| 5 | Revising Curriculum of Ginchi Training Center | 01/02/02 | 31/07/02 |
| 6 | Introducing Output Monitoring & Reporting | 01/01/02 | 01/05/02 |
| 7 | Training | 01/02/02 | 30/06/05 |
| 8 | Starting Group Length Person Contracting System | 01/11/04 | 30/06/05 |
| 9 | Continue with Labor-Based Maintenance Activity | 01/07/00 | 30/06/05 |

IMPROVE PAVEMENT MANAGEMENT SYSTEM

The PMS unit in ERA has collected road condition data on 7,000 kms. The collected data is used for systematic planning approach, determination of intervention type, and time of intervention for all types of maintenance activities. Noting the importance of the PMS, ERA has decided to incorporate HDM-4 to the existing Desyroute system with the assistance of EU so that the analysis of road maintenance becomes easier and efficient.

Table 3: Implementation Plan for improving PMS and Planning

| Item No. | Task Name | Start | Finish |
|-----------------|--------------------------------------------------|--------------|---------------|
| 1 | Training of Staff | 01/03/01 | 30/06/05 |
| 2 | Continue with annual Condition Survey | 01/07/00 | 30/06/05 |
| 3 | Start Applying HDM for Maintenance Priority | 01/07/02 | 30/06/05 |
| 4 | Setting Standards for different intervention | 01/12/01 | 30/11/02 |
| 5 | Start Network – Based Planning Approach | 01/07/02 | 30/06/03 |
| 6 | Determination of Optimum Timing for Intervention | 01/12/01 | 30/11/02 |
| 7 | Workshop for District Personnel | 01/06/02 | 30/06/02 |
| 8 | Study on the use of GIS | 01/12/02 | 30/11/03 |

IMPROVE ROAD MAINTENANCE FINANCING

A Road Fund dedicated to maintenance has been established. It has become clear that, the Road Fund, whose source of finance is fuel levy, can not cover the ever increasing maintenance needs in the future. Therefore to improve and strengthen the financial sources of the Road Fund a series of activities will be undertaken.

Table 4: Implementation Plan of Road Funding

| Item No. | Task Name | Start | Finish |
|-----------------|--------------------------------------------------------|--------------|---------------|
| 1 | Reviewing the Existing System | 01/06/01 | 01/02/02 |
| 2 | Start Financing Road Safety | 01/07/01 | — |
| 3 | Reviewing Future Need | 01/06/02 | 30/12/02 |
| 4 | Proposal for Additional Source | 01/02/03 | 30/05/03 |
| 5 | Collecting Additional Source | 30/08/03 | — |
| 6 | Study on Financial and Technical Audit | 01/02/02 | 01/01/03 |
| 7 | Establishment of Technical and Financial Auditing Unit | 01/02/03 | 31/06/03 |
| 8 | Design of Reporting System | 01/02/03 | 01/06/03 |
| 9 | Technical Auditing | 01/07/03 | — |
| 10 | Review of the Ethiopian Road Fund Activity | 01/07/04 | 30/06/05 |

AXLE LOAD CONTROL

Ethiopia has an axle load legislation which is more or less similar to the COMESA agreement. The problem is that, the legal axle load is not enforced, and most heavy duty trucks are overloaded resulting in fast deterioration of roads. An action plan has been prepared, as part of the MAP 2, to deter and control over loaders in the near future.

Table 5 Axle Load Control Implementation Plan

| Item No. | Task Name | Start | Finish |
|-----------------|------------------------------------------------|--------------|---------------|
| 1 | Axle Load Management Study | 01/07/00 | 30/11/00 |
| 2 | Deciding on Axle Load Limit | 01/07/01 | 29/12/01 |
| 3 | Fix Penalty Rate | 01/03/02 | 29/05/02 |
| 4 | Deciding Mode of Charging | 01/07/02 | 29/08/02 |
| 5 | Revising Axle Load Legislation | 01/12/02 | 29/02/03 |
| 6 | Training of Weighbridge Personnel | 01/06/01 | 30/08/01 |
| 7 | Designing a Proper System for Data Management | 01/07/02 | 30/02/02 |
| 8 | Assessing the Need for Additional Weighbridges | 01/02/03 | 30/05/03 |
| 9 | Review of Axle Load Control Management | 01/09/02 | 30/09/02 |
| 10 | Workshop on Axle Load Control | 01/11/02 | 05/11/02 |

COORDINATION

The Manager for Planning & Programming Division of the Federal Road Authority is the RMI coordinator for Ethiopia. The General Manager of ERA, the highest policy maker in the road sector, is also actively pursuing the implementation of the RMI programs. Any RMI program that has to be introduced is submitted to the Government and upon its approval a workshop, for sensitisation purpose, is organized so as to facilitate its implementation.

MEASURE OUTPUTS

Between 1998-2000 the following measure policy objectives have been achieved.

FINANCING OF MAINTENANCE

- The Road Fund was established to finance routine maintenance.
- The Road Fund Board, which also consist 4 members from the private sector was formed.

INSTITUTIONAL REFORM

- The Ethiopian Roads Authority (ERA) has been reformed on the principles of decentralization and commercialization.
- The salary scale of the ERA staff was improved.
- Axle load management study was undertaken.
- Road Classification and Pavement Management system was placed.
- Regional Road organizations restructuring was started.

OWNERSHIP

In addition to the Road Fund Board, each Road Agency (Federal, Regional and Urban) has established Board of Directors who are responsible for:

- road maintenance.
- road operation
- new road constructions.

MANAGEMENT

- A study to identify the problems of the local construction industry was completed.
- 90% of construction works and 100% of supervision consultancy services was contracted out to the private sector.
- Force account crew has been kept to a minimum size mainly to 3 or 4 construction projects.
- Use of length person method for routine maintenance was introduced.

WORKSHOPS / SEMINARS

Workshops and seminars related to RMI had been held in the period between 1998-2000. These workshops have involved all stakeholders and the donor community. Some of the important workshops and seminars held were:

- workshop on Domestic Construction Industry (1999)

- Workshop on Axle Load Management (2000)
- Workshop on Road Safety (2000)
- Seminar on Length person (2001).

In addition to the above workshops and seminars, on February 2001, as part of the Mid Term Review of RSDP important issues had been discussed under the theme of:

- Policy
- Maintenance, and
- Capacity building

Most of the discussions revolving under the above issues were related to road maintenance and management.

IMPACT OF THE PROGRAM

One of the basic final objectives of RMI is preserving of the road network. At the mid of 1990s the Ethiopian road network was generally deteriorated due to long time neglect of routine and periodic maintenance. By that time only 18% of the road network was in an acceptable condition. This resulted in alarming deterioration of the road infrastructure and high vehicle operating cost that directly affected the final consumer through increased price of consumer goods.

Today the proportion of good road network has reached 25% resulting in decrease of VOC and improving the journey time on important part of the networks. The improvement of the network condition is highly related to the establishment of the Road Fund. After the establishment of the Road Fund, the Federal Road Agency has been receiving budget compatible to its absorption capacity. The budget allocation for routine maintenance, after the establishment of the Road Fund increased from Birr 110.0 million in 1997/98 to Birr 194.0 million in 1999/00 which showed 75% increment.

Before the reform of the Federal Road Agency the salary of its employees was not motivating affecting the morale of the workers and efficiency of the organization. The current salary scale which has been effected as a result of the reform process has increased remuneration substantially. The salary of key positions has increased by 35% - 80% (see table below).

| Position | increment in % |
|------------------------|-----------------------|
| General Manager | 65% |
| Deputy General Manager | 57% |
| Division Manager | 75% |
| Branch Chief | 66% |
| Senior Engineer | 65% |
| Senior Economist | 80% |
| Senior Lower | 60% |

This is believed, to some extent, to have motivated the staff and contributed to the retaining of the skilled personnel.

PRESENT ISSUES

Goals not yet Addressed

More or less most of the RMI objectives are under implementation and infact some of them are fully implemented as discussed before. However one basic goal not yet addressed is the private sector participation in the Road Fund Board. Out of the 16 Board members only 4 are from the private sector. Government organizations that have vested interest in the transport sector, and all beneficiaries of the Road Fund i.e, all Federal States have been made members of the Road Fund Board. This composition has resulted in dwarfing the size of the private sector. To increase the ratio of representatives of the private sector in the Board, therefore, may need an amendment of the internal rules and regulations of the Road Fund Board which require Government approval.

The private construction industry was totally non-existent in the 1970s and 1980s due to the economic policy followed by the previous Government. This situation, inspite of Government willingness to develop the sector, has made it very difficult for its revival in short time. In the past years the weakness of the local construction industry has led Road Agencies to depend to totally on foreign and parastatal construction companies. Unless the recommendations of the DCI are implemented this problem will continue to haunt the construction industry.

COORDINATOR ASSESSMENT

As said before the RSDP is based on the RMI concepts and all the four building blocks have been incorporated in the sector program. Our policy program considered ownership, responsibility, road management and financing. The RMI program in conjunction with the RSDP has been a tool in addressing the past and present issues especially in road maintenance areas.

RMI program and reforms are policy related issues and their follow-up and implementation required high level intervention. After only 4 years, since Ethiopia joined the RMI group, the progress in the implementation of the policy objectives could be assessed as satisfactory. As part of this effort different background studies including the reform of Road Agencies, Sector road safety, domestic construction industry development, village level travel, axle load management etc., have almost been completed between 1997 and now, with estimated cost of USD 12.0 million. These are in addition to the concrete achievements described before in the road sector.

However, there is a recognition, at all levels in the road sector, that the implementation of these policy reforms is a continuing process that need close follow-up by the coordinator and concerned bodies.

FUTURE GOALS

Long Term Goals

For the long term two basic objectives are planned to introduce, in addition to the plan of actions from Table 1-5.

Improve road financing to cover cost of road rehabilitation

Until 2000 the Road Fund was financing only the cost for routine maintenance. Starting from 2001 it has widened its scope and has started financing periodic maintenance. Nevertheless, it looks logical, to think financing of road rehabilitation in the future, at least for those roads that serve high traffic movement. This is because roads are damaged by road users and the cost for rehabilitation be borne by the same. The long term vision is therefore ERA has to start a toll system in import/ export corridors where large number of heavy trucks are operating and subsequently expand the system to other routes.

Execution of road maintenance by private sector

The Federal Road Agency has passed through drastic changes. Before few years, all construction and maintenance activities were undertaken by force account. Today almost all construction works are carried out by foreign and local contractors. In the current year 2001, the private sector will be invited to participate for some periodic maintenance works. The objective, in five years, is that all periodic maintenance be handled by private local contractors. Regarding routine maintenance, pilot projects will be given to local contractors in 2003. The long-term plan is that, the force account will totally withdraw from routine maintenance operations in favour of the local contractors in about 15 years. For the achievement of this objective small local contractors have to be created and appropriate contract document devised.

Medium Term Objectives

The medium term objectives are closely related to the long term ones. In due course, some critical aspects of the long-term objectives have to be achieved in short-term. These are:

Strengthening the local construction industry.

Ethiopia is undertaking a huge Road Sector Program consisting construction, rehabilitation/upgrading and maintenance. Strengthening private local contracting sector is one of the determining factors for successful implementation of the program. However the past few years experience has witnessed that the local industry was not capable to assume responsibility in construction and maintenance activities. Therefore, a concerted effort will be made to translate the recommendation of the Domestic Construction Industry study so that the industry plays an active role.

Improving road condition.

Although accessibility problem in Ethiopia is very acute and the society demand more roads, priority must be given to preserving the existing road network. This will save the roads built at high cost and reduce transport rates for both passengers and freight. Thus, for the future, priority will be given to maintenance over expansion of the road network.

Match Road Fund collection with future road maintenance needs

Indicative maintenance planning shows that, a gradual increase of road fund collection is essential to cover the future maintenance requirements. Therefore, the Road Fund financial base should be widen in the near future.

Ms. Oey Astra Meesook
Country Director, Ethiopia
Africa Region
The World Bank
Fax: 202 473 5453

Re: Ethiopia - Letter of Road Sector Policy

Dear Ms. Meesook,

As you are well aware the success of the Government of the Federal Democratic Republic of Ethiopia's Agricultural Development - Led Industrialization Strategy critically depends on the efficiency of the country's road transport system. The bulk of the agricultural production in the country is accounted for by small-scale farmers scattered in tiny rural communities. On the other hand, the major markets, the processing and collection centers for crops, and the distribution points for agricultural inputs including fuel are concentrated in urban centers located at considerable distances from each other and from the ports. Nearly 75 percent of the farms are more than a half day walk from an all-weather road. Given this rural settlement pattern, growth in agricultural output depends on the ability of the country's transport system to integrate these different points in a cost effective manner.

In view of the foregoing, the Government has finalized the preparation of the Road Sector Development Program (RSDP) with the goal to improve transport operating efficiency, provide access to isolated rural and food deficit areas and develop institutional capacity of the sector. The RSDP was officially launched on September 12, 1997 when all donors commended the Government for the good progress made in addressing a number of institutional and policy reform issues raised at the Donors Conference of January 1996. The widely acknowledged satisfactory progress to date, since the formulation of RSDP in implementing the agreed policy objectives, confirms the priority given by the Government to the road sector. I believe that implementation of these policy reforms is a continuing process, and the Government is actively focusing on their implementation.

I am, therefore, writing this letter to draw your attention to the on-going efforts in designing and implementing instruments to promote the required institutional, procedural and policy changes as part of the process of facilitating an enabling environment for the Program.

1. *Objectives of the RSDP:* The objective of the RSDP is to restore Ethiopia's road network, which has become an obstacle to the sustainability of the economic development program, and to develop institutional capacity of the road agencies to properly manage the networks. The physical target in the first five years is to have, 60% of the roads in good condition and to have installed full routine and periodic maintenance on more than 25,000 km of roads by the end of RSDP I.

2. *Description of the Program:* The first phase of the program, RSDP I, estimated to cost Birr 18757.2 million (US\$ 2778.8 million), will consist of: (a) civil works program including rehabilitation of about 2382 km of paved trunk roads, upgrading of about 3793 km gravel trunk roads to asphalt, upgrading of about 1248 km of major link roads to asphalt and construction of about 1077 km of major link roads, rehabilitation and construction of about 11894 km of regional roads and periodic maintenance on about 2400 km of trunk and major link roads; (b) institutional support to strengthen Federal and Regional roads management capacity, including support to domestic contractors, and a road safety and environmental mitigation and guidelines implementation program; (c) road maintenance support program including establishment of plant - pools and decentralization of Ethiopian Roads Authority (ERA) maintenance districts.

POLICIES, MEASURES AND ACTIONS DESIGNED TO ACHIEVE THE OBJECTIVES OF THE PROGRAM.

3. One key measure of success of the RSDP will be the extent of major policy and institutional reforms that will make the investments in the road sector sustainable in the long-term. These reforms have been directed towards ensuring adequate funding for maintenance, increasing the capacity of ERA in areas of contract administration, planning, design and regulatory activities and the increased use of domestic private contractors. Many of these policy actions have successfully been implemented over the last five years and accelerating in 1996 and 1997. Further actions will be taken to effectively implement the RSDP in accordance with the conclusions reached with the Government at the Donors Conference of January 1996.

4. *Autonomy of ERA:* The autonomy of ERA has been confirmed in the proclamation for its re-establishment and full responsibility has been given to ERA to take final decisions and make recommendations on matters related to the Road Sector in exercising its responsibilities and duties. ERA's management is accountable to its Board;

and the performance of both will be evaluated on the basis of the accomplishment of its annual work program in accordance with management controlled performance indicators. In this regard, ERA has been unequivocally given the authority and autonomy for day-to-day contract management (e.g. contractual progress payments to contractors following certification by the Engineers), as well as for prompt decisions on problems identified on site including readily endorsing and approving variation orders as required. Moreover, the Government has empowered ERA and its Board to give final decisions on award of contracts, procurement of goods, services and works of any size.

5. *Institutional and Capacity Strengthening of Road Departments:* The provision of adequate program management capacity has been recognized as a critical issue which the Government is taking steps to address prior to, and during implementation of the RSDP. In this regard, ERA's reform and strengthening needs study has been substantially completed. The new organizational structure has been adopted and ERA management is currently in the process of staffing senior staff positions. In addition, Government approved a new salary scale in June 1997 for ERA staff which increases current salary levels for key professional staff by up to 100 percent together with other staff benefits and incentives. As with the reform of ERA, there is an on-going process to restructure the Regional State Rural Roads Organizations (RROs) and at the same time a Rural Roads Advisory Unit within ERA is being strengthened to provide needed technical assistance and training to RROs. ERA has identified the need for technical assistance in areas of donors coordination, contract administration, planning, maintenance, rural roads, financial management, and monitoring of the program. These positions have been progressively filled since March 1997 and it is planned to complete the placement by the end of 1998 .

6. *Increasing Capacity of Local Private Contractors:* The Government believes that the sustainability of measures to be undertaken under the RSDP will depend, to a great extent, on the performance of the domestic construction industry, which is now re-emerging under RSDP, after years of stagnation and almost non-existence in road sub-sector activities. The Government has as one of its stated objectives, the encouragement of private sector participation in the road maintenance and construction program. Since 1991, various measures were taken to encourage the re-establishment of private sector road construction industry. The most significant were the selling-off of government-owned equipment on a long-term interest-free credit basis, securing a source of credit by licensing construction and maintenance equipment as bank collateral, the award of 14 regional rural roads projects, totaling some 2217 km to private contractors and consultants on a turn-key basis, the provision of 20% advances to contractors without bank guarantees, and the waiving of performance bond to cover defaults by contractors and the reduction of capital requirement for the registration of contractors.

7. Under the RSDP, further measures will be taken to strengthen the private contracting sector. These include enhancing the development of local contractors and consultants by offering training, and involving them in road works contracts. As indicated in the Maintenance Action Plan, of the 2400 km of main roads which are programmed for periodic maintenance, the share of contractor executed works, as contrasted to force account works, will increase progressively from 11 percent in the year 1998/99, to 41 percent in 2001. The Maintenance Action Plan provides for the involvement of the private sector in mechanized and manual routine maintenance. Length person maintenance work will also be established over 10,500 km of roads by the end of the RSDP I. Mechanized routine maintenance will be contracted out following recommendations to be developed under the Domestic Construction Industry Capacity Building Needs Study. This study, focusing on identification of the existing capacity and constraints to private sector development, as well as preparation of a comprehensive strategy for the development of the sub-sector, will be carried out for completion by September 1998. Government is committed to further facilitate the development of the industry based on the findings and recommendation from the study.

Resource Mobilization and Road Financing: A Road Fund establishment Proclamation was approved in March 1997 (Proclamation No. 66/1997). Following this, Government established a Road Fund Board comprising representatives of the Federal Government (5), Regional States (6), and private sector (4) to administer the Fund. As of October, 1997 about Birr 110.0 million has been collected. The specific modalities for the allocation of funds between Federal, Regional and Urban roads has been determined by the Board with an initial distribution of 70 percent, 20 percent and 10 percent respectively. The goal is that at the end of RSDP I all maintenance expenditure will be financed from the Fund on a "fee for service" basis. This is the first step towards progressively achieving long term marginal cost recovery for the road sector, initially focusing on full road maintenance cost recovery.

Maintenance Needs and Financing Sources
(In Million Birr)

| | 1997/98 | 1998/99 | 1999/2000 | 2000/01 | 2001/02 | Total |
|----------------------------|---------|---------|-----------|---------|---------|--------|
| Maintenance Need | | | | | | |
| Federal | 228.7 | 288.2 | 298.8 | 320.3 | 320.6 | 1456.6 |
| Regional | 22.6 | 25.7 | 27.9 | 30.3 | 33.2 | 139.7 |
| Municipalities | 28.1 | 28.7 | 29.3 | 30.0 | 30.6 | 146.7 |
| Total | 279.4 | 342.6 | 356.0 | 380.6 | 384.4 | 1743.0 |
| Road Fund Financing | | | | | | |
| • User Charges | 200.0 | 132.5 | 195.7 | 288.8 | 427.6 | 1244.6 |
| • Government Budget | 79.4 | 210.1 | 160.3 | 91.8 | - | 541.6 |

9. *On the aspect of Budget Feasibility and Fiscal Impact:* A regular annual assessment of the budget feasibility of the RSDP is carried out taking into account the overall macroeconomic environment. This work will continue to be conducted as part of the annual Public Expenditure Review where the Ministry of Finance and the World Bank take a leading role, and in which the EU regularly participates. In order to maintain fiscal sustainability of increased public expenditures, the implementation rate of RSDP will be geared to the pace of macro-economic growth and a medium-term public expenditure framework.

10. *Economic Evaluation and Prioritization Criteria:* Trunk and major link road projects to be implemented by ERA are ones which are shown to be economically viable with at least a 12% EIRR. Project prioritization also reflects the contribution of the investments towards the integration of the country and other socio-economic objectives. For Regional Rural Roads, suitable criteria are being developed which will take into account agricultural activities, access to markets and food deficit areas, and other socio-economic factors. This is to be achieved in the context of finalizing the Rural Roads and Transport Strategy (RRTS) which is expected to be completed by August 1998.

11. *Environmental Impact of the Road Sector:* Initial work on environmental issues and draft Guidelines has been completed, with an overall assessment of the environmental implications of the RSDP so that environmental effects can be assessed in conformity with environmental protection requirements. The reports have been made available to the public as of mid September 1997. The Government is also committed to implement the findings and recommendations made by the study in order to mitigate adverse effects of the Program on the physical, natural, human and social environment. Towards this end, an Environmental Management Branch of ERA is being strengthened to assess environmental impacts and to carry out audits to determine whether the proposed mitigating measures are effected during the implementation of road projects. Work in this area has been undertaken with the support of the World Bank; and further support will be provided by the EU.

12. *Road Safety and Axle Load Enforcement:* A review of existing policy, legal, and regulatory framework as they affect transport safety will be carried out in 1998 with the support of the EU. On the basis of this review, practical steps will be taken to incorporate transport safety measures into the implementation of the RSDP. It is also the intention of the Government to introduce new axle load legislation and strengthen the enforcement of axle load control. Government has transferred the responsibility of axle load control from Road Transport Authority to ERA to improve the enforcement.

13. *Rural Roads and Transport Strategy:* ERA will provide the leadership for further development and finalization of the RRTS. The strategy process will be participatory, and will involve the regions, road users, transporters and other concerned stakeholders. The first step will be to re-visit the draft Strategy which was prepared by four multi-sectoral working groups in 1994 and summarized by the World Bank in 1996, to be followed by dialogue with the regions and other stakeholders. To this end, the Government has requested the Rural Travel and Transport Program (RTTP) of the World Bank for the support to be extended through the sharing of experience from other countries and the provision of funds for studies, workshops and study tours. ERA has nominated a national coordinator for RTTP who is authorized to take the lead in the strategy development effort and serve as a coordinator for the regions and all donors interested in the support for rural roads and transport. ERA has presented a firm plan of action and time schedule which will be agreed with Donors.

14. *Road Transport Services:* Road transport has already seen the abolition of state control over private owners, the removal of tariff controls from the sector, and the provision of incentives through tax exemptions to expand the capacity of both freight and passenger transport. The Government has declared its intention to further refine policy and its implementation, so that competition between transport operators can be further intensified. Steps have been taken in this area with the disbanding of bulk fuel

transport associations which were believed to be operating in a way that hampered the widespread distribution of fuel through-out the country. Further refinements of the legal and regulatory framework will be carried-out by the Road Transport Authority in implementing the findings of the Road Transport Regulations Study for which consultancy services will be awarded shortly.

15. *Customs Clearance:* The clearance and control system aims at reinforcing the overall objectives of customs in terms of facilitation of trade and investment, protection of domestic infant industries, and maximization of revenue. The Customs Authority has prepared a Manual which provides a clear step-by-step instruction pertaining to each process of improving the clearance procedure and this will be made available to contractors. The Government has approved the establishment of bonded warehouses and a special clearing desk for projects of the road sector. Steps required to facilitate fast track development project clearance have been clarified in the Project Implementation Plan.

16. *Communication Equipment:* To solve the problem of communication constraints on road construction projects, the Telecommunication Corporation has made provisions for expediting the allocation of radio frequency to contractors and consultants. These include prior reservation and assignment of radio frequencies and issuance of import licenses required for construction operations. Appropriate specifications for communication equipment together with the requirements for imports will also be made available to prospective contractors during the bidding process.

17. *Program Monitoring and Coordination:* The Government has already recognized the need to improve the identification and monitoring of projects and the evaluation of their development impact, particularly with respect to RSDP objectives, institutional requirements and implementation risks mitigation. Towards this end, 16 key sectoral performance indicators including road density, traffic flow, journey time, roughness and road condition, vehicle operating cost and savings, freight & passenger tariffs, fatalities and accidents, maintenance budget and expenditures, km maintained, asset value of road network, time for payments to consultants and contractors, time for contract administration, private/public sector ratio, labour-based/equipment-based ratio, actual axle load/legal limit ratio, construction, rehabilitation and maintenance costs have been identified for monitoring purposes. These indicators take account the RSDP benefits and the sustainability of the road sector in terms of financial, institutional, environmental, operational and regulatory aspects. The performance monitoring will be carried-out regularly and reported over a monitoring period corresponding to the Ethiopian financial year. Likewise, in order to monitor the performance of the proposed investments under the Road Sector Development Program Support Project (RSDPSP), ERA carried-out the baseline study and established the initial benchmarks concentrating on selected indicators such as Traffic Flow, Journey Times, Pavement Roughness, Maintenance

Expenditure, Pavement Loading and Truck Rates. Base line values for all of the indicators will be established by January 1998.

18. The RSDP will be managed and implemented by ERA (together with rural road inputs from the Regions), the legally autonomous road management agency, and its line departments and district offices under the General Manager. ERA has recently been reorganized into three main departments as follows: (A) Regulatory and Engineering Services Department, which is to discharge the responsibilities through three Divisions of: (i) planning and programming, (ii) contracts administration, (iii) design, research and network management; (B) Operations Department, which is to discharge responsibilities for force account maintenance, emergency road construction and maintenance, associated logistics support; and (C) Human Resource and Financial Management Department. ERA has established under its Planning and Programming Division of Department A, six Branches responsible for Planning and Program Management, Programming and Budgeting, Monitoring and Evaluation, Management Information System (MIS) Environmental Management, and Rural Roads Technical Support. As part of this broad organizational setup for implementing the RSDP, ERA will set up a program advisory office (PA0) under the General Manager supported by TA comprising: an RSDP Advisor, a Senior Highway Engineer and a Management Information Systems expert for program coordination advice, including the coordination of road related multi-donor support and interests. To facilitate the monitoring functions, an Inspectorate Unit will also perform technical and financial audits, and monitor proper implementation of policies, ensure the timely implementation of directives of the ERA Board and report all its findings to the Board. It will also provide suitable advice to ERA management for action.

19. *Risks Involved in the Implementation of the Program:* The political and economic risks are low. The Government is totally committed to this program and hence problems that could arise in implementation will be dealt with in an efficient and flexible manner. Institutional and policy reforms have been taken to enhance the existing capacity of ERA coupled with the establishment of the Road Fund that will provide funds for maintenance expenditures and lay the basis for a sustainable road maintenance program. If revenues from user charges accruing to the Road Fund fall below projections, which are to be reviewed annually, the shortfall will be met by increasing Government contributions to the Fund so as to obtain the required maintenance expenditure level. Should overall budgetary constraints occur to limit these contributions, priority will be given to maintenance over new investments.

As you are well aware most of the policy issues have been identified in the course of formulation of the RSDP. The subsequent discussions between the relevant authorities in the Government and Donors staff provided good opportunity for an understanding of the

expected overall commitment in establishing policy goals. It is with this background that the context of the policy reform was determined, designed and implemented. Indeed, the administrative complexities of policy changes are obvious and it would be necessary to monitor and re-design the appropriate instruments in the course of implementation of the RSDP.

I would like to take this opportunity to assure you of my Government's commitment to speed up the needed changes in supporting the policy reform process.

Country Coordinator's Reports

Ghana Report by J.L. Lamptey

COUNTRY PROGRAMME PROGRESS REPORT

NATIONAL OBJECTIVE

The country objective is to ensure the provision of all weather motorable roads that meet national objectives and international standards through:

- i. The formulation and implementation of policies that are responsible to the changing needs of the nation.
- ii. Promoting private sector participation.
- iii. Promoting strategic investment in the sector and
- iv. Developing, implementing, monitoring and regulating standards

So as to provide safe, reliable, efficient and affordable services for road transport users.

MANAGEMENT OF ROADS

The Ministry of Roads and Highways is responsible for the road network in the country. The management of the network has been assigned to:

- i. The Ghana Highway Authority for the trunk roads which is a semi-autonomous body with a Board of Directors
- ii. The Department of Feeder Roads a civil service institution and
- iii. The Department of Urban Roads for urban and city roads, also a civil service institution.

POLICY AND PROGRAMME

The most important policy objective of the country is four building blocks of the Road Management Initiative:

- Ownership
- Financing
- Responsibility and
- Management

Ghana has been a member of the RMI since 1994 and has been implementing the policy ever since.

The country in implementing the policy forms has prepared a five-year strategic programme over the period 2001-2005.

This programme is reviewed every year to give a rolling programme for the next five years. The programme is presented at a Donors' Conference every year in November for donors to lend their support.

COORDINATING ARRANGEMENTS

The RMI Coordinating Unit is located in the Ministry of Roads and Highways. A formal committee has not been established. However, reports on the programmes are made available to all the agencies and institutions.

REPORTS, SEMINARS, WORKSHOPS

The Road Fund Board submits monthly reports on the account position, seminar and workshops on road traffic regulations and safety are also held. Public forum on the Road Fund were held in three regions of the country to sensitise the public. Advertisements also on the use of the Road Fund have been made in the National Papers.

MAJOR IMPACTS OF PROGRAMME

The inclusion of the road users has been a great success. Recent government decision to increase the fuel levy for the Road Fund was supported by road users and the passage of the bill through Parliament took just a day. Releases of the Road Fund money for maintaining the road network is highly commended by the general public who appreciate the effort of the roads authorities.

PRESENT ISSUES

In the programme of reforms, the country has made good progress in relation to the original goals. For our situation we addressed all the goals. The new issue arising from the programme is sustainability of the programme especially the Road Fund inflows.

The Road Fund currently is covering about 65% of the network maintenance programme. It has been structured to attain 100% coverage by 2005. At the 100%

coverage issues of low moral of remuneration for the road authorities need to be reviewed in order to give adequate remunerations.

The business like approval for obtaining value for money requires the building of local capacity in the private sector to execute the programme. This is an area where the programme faces a lot of challenges in the sense that if the capacity is not available, the Road Fund will accrue to such a level that the politician will have the chance to utilizing the proceeds for other sectors which needs assistance. In this regard there is the to prepare a strategic plan for sustainability of the programme.

FUTURE GOALS

A long-term goal of local capacity building over a period of five to ten years in the following areas:

- Assistance for equipment acquisition and
- Training of personnel
- Assign work
- Support them independent in the long term.

Country Coordinator's Reports

Swaziland Report by L. M. Dlamini

STATUS REPORT REGARDING THE IMPLEMENTATION OF ROAD SECTOR REFORMS IN SWAZILAND

INTRODUCTION

Swaziland is a landlocked country, sharing borders with the Republic of South Africa and Mozambique. Like any other country in the Sub-Saharan Region, the road network is a lifeblood of the economy of Swaziland.

The Government of the Kingdom of Swaziland has committed itself to promoting sustainable and long-term economic growth and development for its entire people. It is for this reason that the Ministry of Public Works and Transport, in support of this policy, initiated a programme for examining the operations of its various technical departments responsible for roads, in order to enhance their efficiency.

The Roads Department within the Ministry of Public Works and Transport carries the responsibility of both planning and regulatory aspects of the roads infrastructure as well as execution of services. The proposed commercialisation of the Roads Department recognizes that splitting the planning and execution functions will create tension, and will enhance efficiency of service delivery in the roads sector. The challenge is therefore to restructure the Roads Department in a manner that enhances competitive tensions between the regulatory and executing arms, whilst ensuring that the restructured business units remain viable and able to provide services to the required standards.

The Roads Department is faced with increasing challenges regarding the sustainable provision of economic levels of service, including the following;

- Distortions in the decision making process, due to external pressures
- Attracting the services of high calibre individuals
- Rigid institutional and regulatory arrangements
- Insufficient allocation of funds due to funding decisions outside the control of the Roads Department
- Decision making on the optimal allocation of resources
- Lack of institutional mechanisms for stakeholders in the road sector to express their concerns

To address these challenges and to ensure the effective management of the road infrastructure, the Roads Department has embarked on an initiative to ensure the long-term sustainable provision of roads. The broad objectives of this initiative are as follows:

- To investigate existing and alternative institutional frameworks for the Roads Department with different types and levels of autonomy.
- To develop efficient economic and financial alternatives for the management of road development and maintenance in Swaziland, in accordance with the SADC Protocol on Transport, Communications and Meteorology
- To prepare an implementation plan for the alternative best suited for the Swaziland Roads Department

To achieve these objectives the Ministry appointed a firm of consultants early 2000, with the aim of getting assistance in addressing the above challenges.

The following summary of recommendations which came out of the Institutional Study on Road Management and Financing have now been adopted by the Ministry, and the Road sector reform will be in line with such recommendations:

ESTABLISHMENT OF A SEMI-AUTONOMOUS ROADS AGENCY

This Roads Agency would act as an agent of Government, and will be responsible for the strategic planning, management, upgrading and maintenance of the Main, district and rural feeder road networks. The responsibility for managing and funding roads in urban areas will remain with town/city councils and the Ministry of Housing and Urban Development.

This agency will be managed as a commercial entity, with a focus to providing a high level of service to road users in the most cost effective manner.

ESTABLISHMENT OF THE ROADS FUND ADMINISTRATION

For the Swaziland Road Sector reform, a dedicated separate Road Fund Administration will be established. This entails establishing a fund managed by an arms-length agency but reporting to the Ministry of Finance. Revenues will have to be deposited from road road users directly into the fund, and are disbursed under strictly audited procedures to various recipients. The Road Fund Administration would therefore be responsible for collecting the revenues from road user charging instruments, and to oversee the disbursements of funds to the Roads Agency for road management and maintenance.

THE MINISTRY OF PUBLIC WORKS AND TRANSPORT

The Ministry of Public Works and Transport will retain ownership of the Road network, which will be managed on its behalf by the Roads Agency. The Ministry will be responsible for developing transportation policy and regulations, and will not be directly involved in the management of the road network. It will set the applicable standards pertaining to the road network, and will ensure that the Roads agency complies with its mandate.

MANAGEMENT AND MAINTENANCE OF THE RURAL FEEDER ROAD NETWORK

Rural feeder roads refer to those roads which are local, predominantly 'farm-to-market', roads, which are currently in daily use, and serve as the only available means of access for a significant portion of the rural population in Swaziland. These roads were constructed in the past by various ministries, mostly by the Ministry of Agriculture, but no provision was made for their maintenance.

The Government of Swaziland has now tasked the Ministry of Public Works and Transport to ensure the effective maintenance of these roads utilising labour based methods of construction, hence contributing to poverty alleviation.

A Feeder Roads Unit that will oversee the implementation of these roads has now been established within the Roads Department and started operating on the 1st April 2001. A budget for implementing the feeder roads maintenance proposal has been made available by the Government to the tune of approximately USD 2.0million. This budget is intended for use in a pilot programme that will set the trend in the way that feeder roads should be maintained. It is proposed that rural communities participate in the maintenance of these roads through the formation of village contractors and councils.

As the staff in the Feeder Roads Unit have no prior experience with community labour-based methods and the overall management of this network, reliance on external assistance like the RTTP, cannot be avoided.

GOVERNMENT COMMITMENT ON RMI & RTT PROGRAMMES

The Swaziland Road Sector reform programmes are spelt out in a number of policy documents including the following:

- The National Development Strategy (NDS), which provides a long term framework for the economy of Swaziland (25years) within which short and medium-term actions are formulated by the Government.
- The National Transportation Policy, which presents the latest effort by Government to define a clear transportation policy. This policy was presented to Cabinet mid 2000.
- The SADC Protocol on Transport, Communications and Meteorology
- The Economic and Social Reform Agenda

Consultants have been engaged by the ministry with the aim of assisting with the planning and implementation of these reforms in a more focused way. The overlapping nature of the two sets of reforms in Swaziland warrants that a high level of coordination of these programmes be maintained.

Country Coordinator's Reports

Tanzania Report by W.A Lyatuu & J.O Haule

THE ROAD SECTOR REFORMS IN TANZANIA

INTRODUCTION

Origin of Road Sector Reform

The Road Sector Reform in Tanzania emanated from the Economic Recovery Programs adopted in mid 1980s to reserve the onslaught of economic decline. The thrust of these economic recovery programs was liberalisation of the economy by transforming the centrally planned and controlled economy of the socialist state to open market economy. Therefore all the sectors of the economy, including the road sector had to line up accordingly.

The establishment of a semi-autonomous road agency in Tanzania to take over the day-to-day management of the road network in parallel to the legislation of a dedicated Road Fund to finance the road maintenance is part of the on going road sector reforms currently in progress. The process started after stalling for a long time waiting for a political commitment in 1998 when the Government enacted the Road Tolls (Amendment) (No. 2) Act, 1998 which was passed by the Parliament on 11th November 1998, legislating the Road Fund; allowing the establishment of a Road Fund Board. At that time the 13th RMI Annual Coordinating Committee Meeting was being held in Tanzania as a follow up of slow pace of adopting the concept. The Act was also assented by the President of the United Republic of Tanzania on 23rd December 1998

Tanzania was one of the leading countries in accepting the logic behind the reforms under the RMI concept, hence in 1991 established a Road Fund to deal with the adequate financing “block”. Central and Regional Road Boards were also established to gain “strong road user support”. Several studies were undertaken under phase two of RMI, however it was difficult to even accept a RMI National Steering Committee with members from the private sector because the time was not yet ripe. However, with the changes of leadership in 1998 a National Steering Committee consisting of six members from the private sector and six from the public sector was endorsed. Thereafter the financing and ownership have been strengthened through the Road Toll Amendment Act 1998. However, the development of an appropriate management framework with clearly defined responsibility is only now beginning to take shape.

Government commitment towards establishing a Road Agency was first pronounced publicly in May 1995 by the then Minister for Works, Communication and Transport at the donors' conference to launch the Integrated Roads Project phase two. At that time the Minister said, "Reforms are underway to transform the Directorate of Roads into an autonomous and commercially oriented agency". However, it took some time to organise and commission studies to work out the details of the reforms.

The first generation of road sector reforms in Tanzania were incorporated into the design of the first road sector recovery program called the Integrated Road Project (IRP) in 1990. The project was by then considered to be the largest single road project in Africa comprehensively covering sector reform financed jointly by over 16 bilateral and multilateral donor agencies and Government at a total cost of about USD 850 phase 1 and USD 650m phase 2 covering ten years.

AREAS OF REFORMS

The main in-built reform elements were as follows:

- Restructuring road administration so as to have clear assignment of responsibilities between various Ministries with road portfolio and between the Ministry of Works and its implementing departments o units.
- Involving the private sector in the execution of road works especially road maintenance. Hitherto, this has been the exclusive job of direct labour.
- Involving the road users in financing of road maintenance. Traditionally this has been the responsibility of the Government.
- Commercialisation of supply of road-works plant and equipment. Previously these were owned by Government for use by its force account units.

IMPLEMENTATION

To implement these measures:

- Regional roads which were by then under the Regional Administrations were brought under the responsibility of the Ministry of Works and Division of Rural Roads was created headed by a Chief Engineer. A white-collared department of road was created at the Headquarters of the Ministry of Works. Implementation of work programs was decentralised to the 20 Regional Engineers' Offices and the role of the Ministry was redefined as policy formulation, regulations and monitoring. Later, the Road Department was split into two division of trunk and

rural roads in an attempt to give equal focus to rural roads maintenance. The Central Roads Board and Regional Road Boards were established to advise the Minister on the management of roads. Special IRP tender boards were set up at the national and regional levels to enable Ministry to award tenders at higher limits than allowed by the statutory tender boards.

- A program of local contractor development was undertaken both in-class and in the field by the National Construction Council. In evaluating tender bids a preference margin of 7 percent was given to local contractors. A deliberate policy of contracting out road maintenance wherever feasible was adopted. Suitable contract packages were developed for small village contractors and local communities along roads.
- A dedicated Road Fund was established to meet the costs of road maintenance and rehabilitation using the provision of Exchequer and Audit Act onto which fuel levy was deposited.
- Government established its own Plant and Equipment Hire Company (Ltd) called PEHCOL with initial stock of plant previously owned by the Ministry of Works. The Government also issued statement to encourage formation of private plant and equipment pools.

EVALUATION OF THE IRP

Review of the Integrated Roads project in 1997 revealed that further reforms are needed to be carried out in the road sector in particular strengthening the Road Fund and management of the sector. In addition it was revealed that:-

- There has been positive response to policy reforms from all sectors of the society although implementation mismanaged in some cases.
- Physical targets for rehabilitation and upgrading component had nearly been achieved but at higher costs and over a longer period. The cost overruns were associated with poor supervision and inadequate project preparation whereas the delays in projects completion were associated with the bureaucratic procurement procedures within the ambit of government department.
- Road Maintenance backlog has increased over the period,. This was associated with prevalent culture of giving lip service priority to road maintenance. Furthermore, it was noted that Road Fund has been raided to meet the costs of pressing need in the other sectors contrary to its intention to the extent that it was insufficient to meet the basic needs of road maintenance. Also formation of

PEHCOL had not solved shortage of equipment for road maintenance and in fact the company never purchased new equipment.

OTHER STUDIES

Parallel with the implementation of IRP, a number of studies were carried out to examine the institutional aspects of the road sector and made recommendations for reforms; to address road management capacity. Such studies included that of Robinson (1988), Butcher (1992), Donkor (1993) Kaombwe et al (1994) and the Ministry's own Technical Task Group (1996). All these studies emphasised the need for adequate road maintenance, adequate remuneration of staff, increased delegation and decentralization, the separation of executive and regulatory function, avoidance of duplication and a more business-like approach.

Concurrent with road sector reform, a project under the Civil Service Reform Programme called the Executive Agencies Project was underway and it was decided that its format was appropriate for a Road Agency. A Technical Task Group in the Ministry of Works reviewed the issue and prepared a report on the Establishment of the National Road Agency, to be called TANROADS in September 1999 and was agreed by a Joint Government/Donors Working Group. This Group effectively did the work that would have been by the RMI NSC and since it also included some representation from the Donor community it deliberated on issues that would have been deliberated on by the RMI NSC.

The envisaged reforms were considered that they would have alleviated to a great extent the institutional problems of inadequate funding for road maintenance; cumbersome administrative and procurement procedures; as well as raising morale of unmotivated staff, which in the past led to considerable project delays; cost overruns; and extra backlog maintenance works, hence lost of confidence from the road users as well as our road sector partners in development. Parallel to the establishment of the Road Fund Board and the Road Fund Board Secretariat, a process to establish a road agency was started under the Executive Agency Act, 1997 to manage the road network.

To facilitate and accelerate the process of the establishment of the road agency the Ministry of Works (MOW) appointed an Agency Implementation Team (AIT) consisting of Senior Officers in December 1998, to work out and action plan which will lead to launching of the agency. The AIT worked in close collaboration with the Executive Agencies Project (EAP) under the Civil Service Department. A steering committee consisting Government officers at director's level and Donor representatives was also set up to assist and oversee the work of the AIT. The process involved regular consultative

meetings with the donors participating in the road sector financing to report on progress and exchange ideas.

THE ROAD FUND BOARD

The process to establish the Road Fund Board (RFB) was finalized in August 1999. According to the Road Tolls (Amendment) (No2) Act, 1998 the Board was to be established first, with Chairperson from the private sector then the Board will appoint the Road Fund Manger and Road Fund Accountant. The Tanzanian Road Fund Board consists of nine (9) members from both the public and the private sector. Currently the government is represented by the Permanent Secretary of Ministry of Works, Permanent Secretary Ministry of Finance and Permanent Secretary Presidents Office Regional Administration and Local Government (PORA & LG). In addition the Director of Trunk Roads in the Ministry of Works is also a member. The Private Sector is represented by Road User representative of Tanzania Tour Operators Association, Road User representative of Tanzania Federation of Co-operatives and Road user representative of Tanzania Truck Owners Association. There is one more vacancy for the private sector which is going to be filled soon after the necessary formalities on his appointment have been finalized. This vacancy appeared after the demise of a member from the Tanzania Chamber of Commerce, Agriculture and Industries. As you can observe four of the members are from the civil service and five members (including the Chairperson) from outside the civil service. A copy of the Act is attached for reference. There is important condition in the act with respect to board membership from the private sector that is worth noting. The condition is that before the Minister responsible for roads can appoint the board members submitted by the institutions mentioned in the act, the names of the selected members have to be published in widely read news papers to enable the general public to acknowledge their acceptance of the members. If any member of the public raises any objection then that member will be removed from the list of board members and replacement would be sought.

The Minister for Works of the United Republic of Tanzania officially inaugurated the Board on 27th August 1999. However the board had to start their work without one of the board members due to the death of one of the originally accepted by the public. The road sector donor representatives participated in the launching of the Board. As mentioned before, the first task of the RFB was to appoint the Road Fund Manager and the Fund Accountant who would undertake the day-to-day management of the fund and act as Secretariat of the Board. The procedure was to advertise the positions in the widely read newspapers in Tanzania. The first advertisement was in the papers in September 6, 1999 while the last one was on September 9, 1999. Both the Road Fund Manager and the Accountant took their positions in February 2000. The Board is further charged with the

responsibility of ensuring full collection of funds, disburse funds to implanting agencies according to a laid down formula, Monitor the use of funds disbursed and to advise the Government on proper management of the road network including new sources of revenue for the fund. In addition to the Road Fund Manager and Accountant the Board approved additional staff to the RF Secretariat. These positions included Planning/Monitoring Engineers (2No), Assistant Accountant (1No), Office Management Secretaries, (2No) as well as office attendants (drivers /cleaners). The status of the establishment of the RFB is enclosed for reference.

THE FORMATION OF A ROAD AUTHORITY

Unfortunately, the discussion about whether or not to form a National Road Authority was taking place against the background of ailing parastatals sector and the question was how could a road parastatal be given full operational autonomy like the failed parastatal companies perform differently? The risk of failure was considered too high and so a more cautious approach had to be taken.

THE EXECUTIVE AGENCIES ACT

In 1997, the Parliament enacted the Executive Agencies Act, an act enabling the Government to divest or all of its core functions to semi-autonomous agencies to operate at length. Specially, the Act:

- Empowers a Minister to establish an Executive Agency for the purpose of carrying out the functions of a department of his/her Ministry.
- Defines functions of executive agencies and operational principles.
- Defines roles of Permanent Secretaries, the Ministerial Advisory Boards.
- Sets basis for financial and related matters.

THE ESTABLISHMENT OF THE NATIONAL ROAD AGENCY

So, it was opted to establish the Tanzania national Road Agency (TANROADS) under the Executive Agencies Act as a legal entity, capable of suing and being sued in court of law. It would take responsibility for management of trunk and regional roads totalling about 35,000km.

Preparation for the establishment of began in December 1998, with the ring fencing the Road Fund and the setting up of a special task force called Agency Implementation Team

(AIT) consisting of Ministry's in-house staff assisted by the Executive Agencies Project of the Civil Service Department. The AIT reported its deliberations to a Steering Committee composed of Road Sector Donors and Government representatives. The NSC Function of the RSDS was similar to that of NSC for RMI.

Since the Executive Agencies Act is generic, one of the most important tasks of the AIT was to facilitate the launching of the Tanzania National Road Agency (TANROADS) as already explained earlier. There were about twenty-two activities that had to be tackled which would lead to the Framework Document before the Agency could be launched excluding the strategic and the business plans. The Framework Document is the document that is needed to enable the launching of the Agency. The document sets specific governance arrangement, roles, responsibilities and functions of such road agency. Other tasks included:

- Preparing Strategic and Business Plans.
- Preparation of the Personnel Plan and initiating recruitment of the Chef Executive
- Establishing Financial Management System
- Managing the Transition
- Conducting awareness workshop for Ministry's staff
- Determining and locating property to be transferred to the agency
- Drafting of sample Performance Agreements between Tanroads and the Road Fund Board.

With respect to TANROADS, there was a unique feature with respect to the Boards. The governance arrangement for TANROADS does not follow the standard format of the Executive Agencies Act as explained earlier. The introduction of the Road fund Board (RFB) in 1999, and the consequent changes to the way road maintenance is procured in Tanzania necessitated a re-evaluation of the principle of strategic management by the Permanent Secretary, assisted by a Ministerial Advisory Board (MAB) and was found not to appropriate. It was clear that some of the strategic management responsibilities were vested with the RFB, particularly the setting of priorities and road program objectives, as well as the approval of work plans and budgets for TANROADS and the evaluation of performance. In order to avoid duplication and the possibility of confusion it was agreed that the RFB should assume the normal full role of the MAB and consequently, the Chief Executive responsible to the Chairperson of the RFB for maintenance works. For new road construction financed from other resources than the Road Fund, the Permanent Secretary, of the Ministry of Works is responsible for setting priorities and objectives as

well as approving plans and budgets and evaluation of performance, and the Chief executive is then answerable to the Permanent Secretary.

By mid June 2000 most of the activities were completed and Tanroads became operational on 1st July 2000. To start with the agency has taken over from the department of roads the whole of maintenance functions. It will take over developing projects in a phased out manner depending on the status of implementation with the aim of taking over new projects that are under preparations or just ready for Implementation rather than those which are at near completion stage.

The preparation of the Framework Document was among the first task of the AIT where a lot of effort was put to develop the main features and defining the functions of the Agency. These functions have been included in the final copy of the Framework Document used to launch the Agency.

The financing of the position of the Chief Executive included a condition of advertising the position internationally and that he/she must be an expatriate. The process to advertise was finalized and a date of 5th June 1999 was set as deadline for submission of applications. The response was good and there were 35 candidates who applied for the position and after screening a Norwegian emerged the winner and was offered the job.

IS IT THE END OF ROAD SECTOR REFORM?

No. The process of reform is still on. We are already working on the next stage of second generation reforms. This will involve rationalising the management, funding and road use regulations under cover of one act. Towards this end we are preparing a Draft Roads Act based on a model agreed by member states of the Southern African development Community (SADC). This envisages formation of Roads Authorities with statutory executive road boards.

With respect to road financing we are going a further step to invite private sector to invest in construction and maintenance of roads under various concession arrangement including Build-Operate (BOT) schemes. The second generation reforms are intended to fully place the road sector in the market place.

MONITORING AND EVALUATION

Having established the ROAD Fund Board and TANROADS the Ministry of Works was left with the role of Regulation, Evaluation and Monitoring of the activities of the RFB and TANROADS. The Ministry has a clear Mission Statements and Objectives, which include:

- To provide smooth, economic, efficient, safe and reliable Trunk, Regional, District and Feeder Roads Network
- To manage, control access and usage of the Road Network,
- To evolve policies which will enhance the development of the construction industry
- To ensure that Government houses and buildings are properly constructed, maintained and economically utilised
- To ensure availability of reliable plant, equipment and vehicles for the construction industry and the country at large,
- To ensure increased efficiency, productivity, supply and economy of materials for design, construction and maintenance,
- To undertake research in the construction industry and ensure the optimum documentation, dissemination and application of the research findings,
- To establish relevant standards, specifications and regulations in the construction industry and enforce usage through a centrally co-ordinated system,
- To establish efficient and effective procurement procedures in the construction industry, and
- To develop and regulate the registration, monitoring and control of professionals and firms engaged in the construction industry.

ROLES AND FUNCTIONS OF THE MINISTRY OF WORKS

The roles and functions of the Ministry are described as:

- Formulation of Policy on Design, Construction, Maintenance and Management Operations of:
 - Roads
 - Bridges
 - Ferries
 - Government Plant, Equipment and Vehicles,
 - Government Stores,
 - Government Buildings
 - Capital Development Transfer, and
 - Extra-Ministerial Departments.
- Ensuring the preparation of Short and Long Terms Plans and Programs pertaining to the development and maintenance needs of Roads, Bridges and Ferry Crossings in the country.
- Regulating and Monitoring the Construction of Roads, Bridges by Contractors and Regional Roads Engineers under the supervision of the Road Agencies.
- Ensuring the carrying out of Maintenance of Roads, Bridges and Ferry Crossings by Contractors and Regional Roads Engineers as well as the local government authorities.
- Ensuring the carrying out of design and overall supervision of Roads, Bridges and Ferry Crossings by Consultants and in-House Capacity.
- Co-ordination of Donor Assisted Projects under the Integrated Roads Project
- Registration of Engineers, Consultants, Contractors, Quantity Surveyors, Architects
- Overseeing Operations of Parastatal Organizations and other Inter-Ministerial Departments under the Ministry,
- Ensuring the development of human resources in the sector for road management and development and
- Enforcing Road Safety and Vehicle Axle Load Control measures.

CONCLUSION

In conclusion it is clear that Governments worldwide are challenged to provide better roads and improved road infrastructure services. Thus roads must not be seen only in economic aspects but also as a fundamental need of all human beings and must therefore be available for the whole population.

There has been a global trend of user's perception that has changed the environment from one of the road agency knowing best what needs to be built, to one where the road agency is increasingly concerned with providing services to customers-the customer being the road users and stakeholders. Therefore the road administration of today will need to integrate users perception into road management in improving the quality of services offered. In that respect, there is a growing need incorporate public opinion and have consultation with the target group and the stakeholders in the early stages of planning the road infrastructure project to avoid serious social impacts that would delay implementation.

Another very important concept to be incorporated in any transportation policy is sustainable development, which has been defined in other quarters as development that allows people to meet the needs of the present without compromising the ability of future generation to meet their own needs. This definition in particular includes environmental, economical and social aspects. Tanzania this year during the Public Expenditure Review (PER) the Government involved the private sector including the management of political parties. This is in recognition of the need to involve the public in consultations on national activities.

Country Coordinator's Reports

Uganda Report by W.Musumba & C. Kaira

UGANDA RMI COUNTRY STATUS REPORT

ACHIEVEMENTS TO DATE

Introduced to concept in 1989

- ✓ Addis Ababa seminar
- ✓ 1992 National Awareness Seminar marked start of Effective participation

Programs made annually but not fully implemented due to financial constraints

Programs goals include:

- ✓ facilitation of policy reforms
- ✓ dissemination of information and experience /awareness campaigns
- ✓ involvement of Road users

Uganda Coordinating Arrangements

- ✓ National Coordinator located in Ministry of Works, Housing and Communications
- ✓ Inter-ministerial Steering Committee from Ministries of Works, Justice, Local Government, Finance and Information
- ✓ RMI Technical Committee from above Ministries and Private Sector

Major outputs of the program

- ✓ Increased awareness
- ✓ Clear policy strategies put in place
- ✓ Improved condition of road network, increased traffic
- ✓ Increase in Road Maintenance funding,
- ✓ Increased use of the Private Sector in execution of road activities
- ✓ Registration of Uganda Private Road Users Association (UPRUA) in March 2001
- ✓ Road Maintenance Management system operationalized

- ✓ A Road Agency Formation Unit (RAFU) established in 1998; Road Agency in 2002
- ✓ Road Management Responsibilities clearly defined
- ✓ Effective Axle Load Contract Measures in place in October 1998
- ✓ Improved Road Safety Measures
- ✓ Introduction of Technical Audits
- ✓ Formation of Road Committees at Sub-county Level
- ✓ Following Seminars/Workshops undertaken:
 - ◆ Stakeholders Workshop for Road Management and Financing Study in November 2000
 - ◆ Stakeholders Workshop on Sustainable Maintenance of District, Urban and Community roads in March 2001
 - ◆ Contract Evaluation Workshops in July 2000 and April 2001
 - ◆ Public Procurement Reform Workshops in October 2000
 - ◆ Quarterly Review of Maintenance Programs in 2000 and 2001
 - ◆ Field survey and support in preparation of report on constraints of improved operations in freight and passenger transport industry by TRL/UPRUA/RMI April-October 2001
 - ◆ Road Safety Audit and improvement study Report in October 2000
 - ◆ Transport Sector Strategy Study report in June 2000

Major impacts of the program include the following:

- ✓ Increased road Maintenance funding from US\$3million in 1992 to 36million in 2001
- ✓ Road in satisfactory condition and above increased from 15% in 1986 to 70% in 2001
- ✓ Traffic volume increased from 54,000 in 1992 to 189,000 2000
- ✓ Increased use of the Private Sector in executing road activities from 20% in 1992 to 80% in 2001.
- ✓ Reduction of overloaded vehicles from 50% in 1998 to 4% in 2001.
- ✓ Formation of a Private Road Users Association - Registered in March 2001.

- ✓ Formation of the Domestic Contractors Development Initiative (DCDI) - Registered in 2000.

PRESENT ISSUES

Major achievement in relation to original goals include:

- ✓ Policy Reforms undertaken
- ✓ Increased Awareness and dissemination Programs
- ✓ Higher involvement of Private Sector in road management
- ✓ Institutional Reforms ongoing

Goals not fully addressed / New issues:

- ✓ Full involvement of Private Sector / Stakeholders in the Management of roads
- ✓ Statutory sustainable funding for roads
- ✓ Statutory Community Participation in Road Monitoring and Policing
- ✓ Enhanced Road Safety Programs.

Coordinator Assessment

- ✓ Programme effectiveness is being hampered by:
 - ◆ Coordinator being part-time
 - ◆ Lack of funding for coordinator's office
 - ◆ Public Sector not yet fully involved
 - ◆ Role of RMI Coordination office not recognized in donor projects
 - ◆ Networking between various country coordinators still very poor.
- ✓ Strength of high-level buy-in to reform goals.
 - ◆ Government fully committed to reform, but some organs of government opposed to ROAD FUND.

FUTURE GOALS

Long term goals

- ✓ Full scale involvement for the Private Sector in road financing and Management Achievable by 2005.
- ✓ Establishment of Road Agency by 2002 - study to commence in May 2001.

Medium Term objectives

- ✓ Adoption of appropriate policy in support to the local Construction Industry.
- ✓ Local Construction Industry Development Project (2001-2006).
- ✓ Institutional Reform arising out of the various studies undertaken.
- ✓ Formal launching of Uganda Private Road Users Association in October 2001.

Indicators of success for reform impact:

- ✓ Policy and associated strategies for Development of the Local Construction Industry
- ✓ Formation of Road Agency/Fund and associated Boards.
- ✓ Establishment of a transport Information Resource Center (concept paper available)

WORK PROGRAMME 2001/02

| ITEM | ACTIVITIES | COST (\$) | ENVISAGED OUTPUT |
|------|------------------------------------------------------|-----------|----------------------------------------------------------------------|
| 1. | Secretarial/Technical Committee Meetings | 2,400 | Update/Review of topical policy issues |
| 2. | Study Tour | 8,000 | Experience of other initiatives |
| 3. | Dissemination Programs | 5,000 | Increased awareness and internalization of issues |
| 4. | RMI staff contribution to and holding of seminars | 5,000 | Discussion of different studies /issues |
| 5. | Involvement of Road Users in the Management of road. | 5,000 | Wider involvement of road users. Launching of Road Users Association |
| 6. | Attendance of Road Management and Financing course | 5,000 | Gaining knowledge by Technical Committee Members |
| | TOTAL | 30,400 | |
| | Available funds | 10,000 | From Government |
| | Funding gap | 20,400 | |

ESTABLISHMENT OF A TRANSPORT INFORMATION RESOURCE CENTER

| | |
|---------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Title | Establishment of a Transport information Resource Center |
| Purpose | Strengthening Transport Information Networking and Dissemination in Uganda |
| Promoters | <ul style="list-style-type: none"> ➤ Uganda Private Road Users Association (UPRUA) 5 Edinburgh Avenue Lower Kyambogo Uganda Tel/Fax: 256-04-286218 E-mail: ckkaira@africaonline.co.ug ➤ RMI Coordinating Office Ministry of Works, Housing and Communications PO Box 10 Entebbe Uganda Tel: 256-42=320125 E-mail: Twins@imul.com |
| Collaborators | ➤ National Forum Group (Uganda) |

International Forum for Rural Transport and Development (IRFTD)
P.O. Box 9718
Kampala, Uganda
Fax: 256-41-343059
Tel: 256-077-405503 or Tel/Fax: 256-41-286218
E-mail: ckkaira@africaonline.co.ug or kc@swiftuganda.com

- Uganda Local Authorities Association
PO Box 23120
Kampala, Uganda
- International Forum for Rural Transport and Development
2 Spitfire Studios
63-71 Collier Street
London N1 9BE
UK
Tel: +44 (0)20 7713 6699
Fax: +44 (0)20 7713 8290
email: ifrtd@gn.apc.org OR priyanthi.fernando@mcmail.com
Web page: <http://www.gn.apc.org/ifrtd>
- Makerere University Kampala & Uganda Polytechnic Kyambogo
- TRL Limited
Old Wokingham Road, Crowthorne,
Berkshire, RG45 6AU
United Kingdom

Duration 3 Years

Budget US\$139,800.

THE PROBLEM

Information gaps and in many cases the lack of it in the transport industry in Uganda is a recognized fact. This problem is even more pronounced by lack of a center where such information in whatever form and however scanty can be well-coordinated and disseminated to stakeholders. Researchers, consultants, decision-makers, and investors spend enormous time and effort looking for this information from ministry to ministry or institutions of higher learning and at worst from abroad. Also, efforts and resources are duplicated on research, studies and projects gathering information that may already be there but is not accessible by would be users.

The Objective

The project's main objective is to establish an Information Center where data on the transport industry in Uganda in particular and other countries in general can be coordinated and disseminated through networking and physical visits to the center.

The Benefits

- Nucleus for a one-stop center for data bank on the transport industry in Uganda will be formed.
- The private sector will access easily information enabling them to make informed decisions regarding their investment and operations
- Researchers, consultants, contractors, academic cadres, decision-makers, investors, transport operators, and users will be able to access information on the transport industry in Uganda and the world at large at a one-stop center.
- Duplication of resources to study problems of a similar nature will be minimized.

The Project Program

In its formative stage, the center will concentrate on a collection of books, technical reports & papers, research projects & papers, journals, newsletters, pamphlets, electronic information videos/radios/cds, etc. focusing but not limited to the following areas:

- Data bank on transport projects in Uganda
- Rural Travel and transport
- Inter-mediate means of transport (IMTs)
- Road infrastructure
- Road infrastructure financing and management
- Transport Services
- Transport operations and regulations
- Road safety
- Road transport vehicle industry

- Road construction
- Transport Planning tools

PROJECT BUDGET

| Activity | Description | Units | Rate US\$ | Total US\$ |
|--------------------------------|------------------------------------------------------------|---------------|-----------|---------------|
| Procure library space | Office, reading and stacking | 36 months | 400 | 14400 |
| Procure furniture | Office, reading and stacking | | Lump sum | 10000 |
| Procure equipment | Computers & accessories | 2 | 3000 | 6000 |
| | Printers | 1 | 1000 | 1000 |
| | Photocopier (industrial) | 1 | 7000 | 7000 |
| | Binding accessories | | Lump sum | 1000 |
| Office expenses | Software | | Lump sum | 5000 |
| Office Communication | Consumables e.g. stationery, cleaning materials & sundries | | Lump sum | 15000 |
| Acquisition of library holding | Internet, E-mail, fax, telephone | 36 | 400 | 14400 |
| | Books, technical papers, journals, etc | | Lump sum | 10000 |
| Staff | TV, VCR/audial visual, projector | 1 | | 2000 |
| Support staff | Documentationist | 36 man months | 1000 | 36000 |
| Transport | | 36 man months | 300 | 10800 |
| Total | | 36 | 200 | 7200 |
| | | | | 139800 |

Country Coordinator's Reports

Zambia Report by R. A. Jhala & N. Gananadha

ZAMBIA COUNTRY PROGRAMME – PROGRESS

INTRODUCTION

Zambia joined The Road Management Initiative Programme (RMI) under the Sub-Saharan Transport Programme (SSATP) in 1993. Zambia joined the RMI programme in order to find a solution to the chronic problem of dilapidated road network in the country, which constricted economic development. In 1993 February a National Workshop was held in which all the key players and stakeholders participated and resolved to establish Road Fund, introduced a road user charge through Fuel Levy, constituted the Roads Board, involving the private sector in the management and financing of roads, encouraged labor based road works and human resources development and management to ensure the road sector is managed as a commercial enterprise.

ACHIEVEMENT TO DATE

Fuel Levy

Zambia, during the past 8 years has made very good progress in pursuing its reform in the road sector. The Fuel Levy was increased from K10 per litre (US \$0.1 cent) to K210 per litre at present (US \$0.7cents).

Private Sector Driven Board

The Roads Board was set up in October 1994 and comprised of 7 private sector representatives and 4 public sector nominees. The private sector representatives are not hand picked but nominated by road user organisations. The Board is private sector driven as Chairman and Vice Chairperson are elected from the private sector representatives who exercise the right to vote. The public sector representatives have the right to advise without the right to vote. The Road Fund is therefore administered by a private sector driven Board.

Private Sector Involvement

The Private Sector is not only involved in contributing a road user fee through the Fuel Levy; they also manage the fund. Besides road works in the country which were undertaken through Force Account are now contracted out involving private sector

consultants and contractors in rehabilitation and maintenance of roads through contracts. Consequently the number of contractors has grown from 4 in 1993 to over 460 to-date. Similarly number of consultants and supervising engineers have also increased from 6 in 1993 to about 120 to-date.

Labour Based Road Works

Greater emphasis is being placed not only in carrying out more than 90% of the road works through contract account but also in encouraging labor based road works to create employment for poverty reduction. Consequently, over 15,000 jobs have been created through road works.

Community Ownership

The Community Cost Sharing Initiative has been launched to involve the road users particularly the Community at grass root level to identify roads that will help improve their quality of life and work on the road through cost sharing with the Road Fund. This has gained ground throughout the country where several projects have been launched in which communities take ownership of their development through road rehabilitation and maintenance.

Contribution to GDP

The contribution of the Transport and Communications Sector to GDP increased from 2.6% in 1997 to 3.4% in 1998, to about 4% in 1999 and 10.4% in 2000. The favourable performance was attributable to increased activities in the sub sectors of road infrastructure, road transport movements as well as communications. Real value added rose from K71.1 billion in 1991 to K90.8 billion in 2000 representing an increase of 19.7%. This 160% increase in the contribution of the sector to GDP illustrates the performance of the road sector in the year 2000.

Programme Management

National Roads Board was given the mandate to provide leadership to prepare, launch, coordinate and manage the Road Sector Investment Programme. The first phase of the programme is about to be completed at a cost of about US \$500 million. Second phase of the programme is to be launched at a cost of US \$800 million. This has been made possible through the involvement and commitment of all the stakeholders and key players at various levels.

Road Management Initiatives

The National Roads Board has dedicated Road Fund to maintenance. Consequently, all roads that are being rehabilitated are put on long-term performance contracts of 12 months duration. This approach has helped to “ring fence” road fund for maintenance and thus maintain roads cost effectively. This has helped to build local construction industry through assurance of continued business.

Periodic Maintenance

National Roads Board has also begun to fund periodic maintenance of roads as the lead-time to secure funding from co-operating partners has been as long as 2 years or more and hence National Roads Board had to step in to ensure arterial roads are kept open through timely and appropriate interventions.

Turnkey Projects

Another initiative undertaken was to shorten the procurement process by undertaking Turnkey projects to rehabilitate roads in the Provincial Capitals of Zambia. This initiative has won the support of key players. If proved successful it is proposed to extend this concept in the years to come.

Annual Work Programme

The Annual Work Programme is prepared with the participation of all the key players and stakeholders. The programme is published and disseminated through a seminar held annually. The goals of the Annual Work Programme for 2000 are given below:

- * Adopt an integrated approach to Road Sector Investment Programme.
- * Facilitate coordination of road projects undertaken by different ministries.
- * Sensitize stakeholders through programmed approach of the Annual Work Programme and thereby manage expectations.
- * Disseminate information to key players and stakeholders as partners in road sector development to broaden and pass on the ownership of annual work Programme to key players and stakeholders in the road sector.
- * Institute transparency and accountability of ROADSIP through dissemination of information and publication of the Annual Work Programme.
- * Build local construction industry through a Seminar to inform them in advance of business opportunities in the road sector.

- * Encourage competition by ensuring market forces operates in the road sector to get better value for money.
- * Provide a platform to exchange ideas and share experience in order to improve the implementation of Annual work Programme through a continuous dialogue with key players and stakeholders in the Road Sector.

All road users in the country support the programme.

Country Coordinating Arrangements

The chairman of the National Roads Board is the Co-ordinator of RMI Programme supported by the Executive Secretary of the National Roads Board.

Political Will-Committee of Ministers on RMI

A Committee of cabinet Ministers on Road Management Initiative (RMI) has been established supported by the Committee of Permanent Secretaries on RMI. The membership comprise of Minister of Communications and Transport as chairperson, Minister of Works and Supply, Minister of Local Government and Housing, Minister of Energy and Water Development and Minister of Finance and Economic Development. It is proposed to incorporate Minister of Agriculture, Food and Fisheries and Minister of Tourism in these committees.

Dissemination of information

The National Roads Board prepares an Annual Report, detailing its activities during the year. This report is disseminated to all the key players and stakeholders. In addition, seminar on annual Work Programme is conducted annually. A workshop was held in October 2000 in which about 200 participants representing all the stakeholders and key players participated. A workshop on the role of Roads Boards was conducted for delegates from Kenya, Tanzania and Lesotho during the year. This was co-financed by Zambia and World Bank, Washington. In addition to seminars organised by National Roads Board, National Council for Construction (NCC) also conducts seminars on issues relating to construction industry.

Deliberate effort is made to involve road users in the management of the road sector through dissemination of information through a web site, print and electronic media, Bill Boards, documentary films, publication of a journal and seminars.

Major Impacts of the Programme

Policy Reform

National Roads Board provided leadership to finalize the Transport Policy. In addition, National Roads Board provided leadership to a Ministerial National Task Force to prepare a Strategic Plan on Road Transport and Air Transport and the revision of Roads and Road Traffic Act to incorporate the legal, institutional and financial reforms.

PRESENT ISSUES

Goals not yet addressed

Although considerable progress has been achieved, yet the process of reform is not yet completed due to the following reasons:

- .1 Transport Policy not approved yet.
- .2 Institutional Reform not completed.
- .3 Axle Load Control not addressed adequately.
- .4 Financing of Road Sector not streamlined.

These are issues that have been submitted to Cabinet and to Committee of Ministers on RMI several times.

Reasons for delays to Address Remaining Goals

The reasons for slow pace of reforms are caused by several factors. Some of which are given below:

- .1 Change of personnel in key ministries who are not conversant and convinced with RMI philosophy
- .2 Vested interest
- .3 Fear of loss of power
- .4 Performance of newly set up authorities in the country, which have undermined the power of traditional government ministries and departments
- .5 Lack of sustainable pressure from road users

- .6 Intimidation of the public sector by agencies preventing agitation and pressures
- .7 Intimidation of the private sector members of the Board
- .8 harsh economic, political and social climate
- .9 Lack of support from RMI

NEW ISSUES REMAINING TO BE ADDRESSED

The following are the issues that are yet to be addressed:

- .1 Channeling of Fuel Levy direct to the Road Fund
- .2 Channeling of all road sector financing through the Road Fund
- .3 Completion of institutional reforms
- .4 Axle Load control

Zambia during the past three (3) years did not receive guidance and support by way of timely intervention to pursue this reform. Zambia was used by RMI to disseminate information. The achievements during the past three (3) years have been due to the efforts of Zambia alone without required intervention by RMI Washington.

However Zambia is working together with cooperating partners to complete the reform process in order to implement ROADSIP as envisaged. The solution to the problems is in sight.

STRENGTH OF HIGH LEVEL BUY IN TO REFORM GOALS

Due to the passage of time new players have emerged in the public and private sector responsible for policy formulation and implementation. They have not bought in to reforms. RMI philosophy needs to be continuously propounded by external agents in order to sustain and complete the building blocks of RMI.

An external agent of change is advocated as RMI reform involves high-level policy makers. For example in Zambia even when the Committee of Ministers on RMI was able to approve the transport policy incorporating financial, institutional legal reforms the full cabinet of ministers turned it down. It is for this reason that the donor community should play a leading role in policy reforms. This is not a task for private sector or government agencies within the country to be handled alone. The donor community and

development agencies should not only assist developing countries by providing funds but ensure that necessary policy reforms incorporating financial, institutional and legal frameworks are in place to enable the funding achieve set objectives cost effectively.

Donor funding to the road sector without reforms propounded by RMI cannot be sustained, as these funds will not be utilised cost effectively. The country will go back to the donor community repeatedly to rehabilitate the same roads without adequate and guaranteed local financing for sustainable maintenance.

FUTURE GOALS

Long-term Goals

The long-term goals is to set up on a continuous National Road Transport Authority with the following executive agencies:

- .1 Road Fund executive agency
- .2 Road Infrastructure executive agency
- .3 Road Transport executive agency
- .4 Road Safety executive agency

These executive agencies will be managed as commercial entities responsible for policy, programme and monitoring. The implementation will be undertaken through private sector management contracts administered through open tenders.

A Strategic Plan and Draft bills to implement the above has been prepared but is yet to be approved by the cabinet. These can be achieved within two (2) years provided there is support from RMI and the cooperating partners.

SHORT-TERM OR MEDIUM OBJECTIVES

- .1 the Committee of Permanent Secretaries has approved to make the National Roads Board a financing agency responsible for managing all funding to the road sector. In short the legal framework under financial reform were to be completed within the next six (6) months.
- .2 the next step is to facilitate the setting up of the Road Department, National Road Safety Council, Department of Roads Transport as executive agencies.

- .3 undertaking all road works through contract account commissioning a three- (3) year programme is being actively considered for implementation.

THREE YEAR PROGRAMME

- .1 Management contracts. - Commission consultants to formulate a program, design, tender, contract, monitor and pay contractors to maintain roads in provinces over the three (3) year period.
- .2 Implement axle load regime.
- .3 Implement ROADSIP Phase II.

INDICATORS FOR SUCCESS OF REFORM

| No. | Activity | Indicator |
|------------|----------------------|---------------------------------------------------------------------------|
| 1 | Management Contracts | Km of roads under performance contracts. Improvement in road condition |
| 2 | Axle Load | Level of overloading |
| 3 | ROADSIP Phase II | Funds mobilised and disbursed. Reduction in poverty level. |

CONCLUSION

Zambia has made progress in RMI through support of RMI Washington from 1995 to 1998. However from 1998 onwards the progress made in Zambia has been due to political will, commitment, dedication and courage of the National Roads Board and the private sector. Had there been greater support from RMI Washington and the cooperating partners, Zambia would have completed the reform process by now.

The degree of success and the rate of progress in completing RMI building blocks will depend on the ability and willingness of RMI and cooperating partners in working with and through country teams in pursuing the completion of the reform process as a prerequisite for sustainable financing and management of the road sector.

Change has to be managed. There is need for an agent of change to create and facilitate change. The higher the level of policy makers involved the greater the need for External Agent/s to promote the change.

We should not pretend that a few technocrats and private sector Non governmental organisations could be pushed and coerced to create the change by influencing the top most policy makers in a country. When donors and development agencies are willing to provide grants and credits without the need for reforms why should a country pursue the reforms? Are the Cooperating partners not paying lip service to reforms? Are they not jeopardizing the efforts, endangering the reform process and dampening the efforts of change agents within the country through their continued funding. Are they not working against reforms and yet challenging the technocrats to bring about change through RMI building blocks? RMI is not you and we?

RMI is a challenge that we should shoulder and work together supporting and complementing each other rather than working against in deeds and working together in words in order to make the world a better place for all to live and enjoy.

Team Leader Remarks

Introductory Remarks

WEDNESDAY MAY 16, 17.00 HOURS

MERCREDI 16 MAI, 17.00 HEURES

1. INTRODUCTION OF PARTICIPANTS/INTRODUCTION DES PARTICIPANTS
2. THANKS/REMERCIEMENTS
3. OBJECTIVES OF THE MEETING/OBJECTIFS DE LA RÉUNION
4. CONDUCT OF THE MEETING/DÉROULEMENT DE LA RÉUNION
5. AGENDA FOR THE DAY/ORDRE DU JOUR
6. INTRODUCTION OF NIGEL INGS/INTRODUCTION DE NIGEL INGS

Statement of Main issues

THURSDAY MAY 17, 09.00 HOURS

JEUDI LE 17 MAI, 09.00 HEURES

1. **THE RMI IN TRANSITION/L'IGR EN TRANSITION**
2. **THE ROAD FROM PRETORIA/LE CHEMIN PARCOURU DEPUIS PRETORIA**
3. **NEED TO REVALIDATE OBJECTIVES/BESOIN DE RECONFIRMER LES OBJECTIFS**
4. **AS WELL AS TO PRIORITIZE OUTPUTS/AINSI QUE DE PRIORISER LES RÉSULTATS**
5. **GOAL – AN ACTIVE, RESPONSIVE PARTNERSHIP/LE BUT – UNE COOPÉRATION ÉTROITE ET EFFECTIVE**
6. **MEASUREMENT – HOW ARE WE DOING/ÉVALUATION DES PROGRÈS ACCOMPLIS**
7. **AGENDA FOR THE DAY/ORDRE DU JOUR**

Work Program 2001-2003

FRIDAY MAY 18, 09.00 HOURS

VENDREDI 18 MAI, 09.00 HEURES

1. The Development of the Draft Work Plan/L'élaboration du projet de programme de travail...

- * RMI 18% of total/IGR 18 % du total
- * Estimate of US\$3.7 M for three years/enveloppe de 3,7 M USD sur trois ans
- * 25% management cost/25 % gestion de programme
- * 28% national programs/28 % programmes nationaux
i.e. US\$350k per annum/350 000 USD par an

2. The Constraints faced/Les obstacles rencontrés...

- * future program funding/futur financement du programme
- * future program restructuring/future restructuration du programme
- * immediate budget constraint/manque de ressources dans l'immédiat

3. The Elaboration of 2001 priorities/Détermination des priorités pour 2001...

- * US\$405,000 for 2001/405 000 USD pour 2001
- * 25% for this meeting/25 % consacré à la présente réunion

- * Ongoing activities – pilot survey, video, web site improvement, publications, SOURCE/en cours - enquête pilote, vidéo, site web, publications
- * Planned activities – follow up road fund work, support to regional workshops, T2, ADAR/activités planifiées – fonds routier, ateliers régionaux, T2, ADAR
- * Activities on hold – road fund and construction regional workshops, RED, intensive support to select countries/en attente - ateliers régionaux, fonds routier, construction, RED, appui intensif aux pays sélectionnés.
- * Available for country programs less than US\$50,000/disponible pour les programmes nationaux moins de 50,000 USD

4. The Task of this Meeting/Le but de la présente réunion...

- * adjust short term priorities/ajustement des priorites a court terme
- * demonstrate commitment to program/demontrer l'adherence au succes de la IGR
- * develop action plan – timeframe, responsibilities/plan d'action – calendrier, responsables
- * build the case for the 2001-2003 program as a base/etablir les bases pour le project de 2001-2003 programme de travail

5. The link to the SSATP Board meeting/Articulation avec la prochaine réunion du Conseil d'administration...

6. Agenda for the Day/Ordre du Jour

Three-Day Learning

Awareness on the background to the SSATP review ...

... and of the current budget and capacity constraints faced by components

Sense of partnership and the roles to be played by all for success ...

... and evidence of continued effectiveness and relevance of arrangements

Opportunity to explore links to new regional partners ...

... and to better exploit both donor and local resources in support of policy reform

Support for the principles and basic concepts of RMI is there ..

... but so is the concern that the needs of implementation not be neglected

Opportunities for improved RMI and RTTP coordination are there ...

... as is the energy and commitment to start the process of exploiting them

Processes of policy reform and the products thereof are necessary ...

... but not sufficient – impact on the ground (poverty alleviation) to be demonstrated

Succeeded in starting the planning process for the next meeting ...

... and to better reflect the language diversity of the partnership

WE SPEAK ENGLISH!

NOUS PARLONS FRANCAIS!

NOS FALAMOS PORTUGUES!

The RMI in Perspective

*Thor Wetteland,
RMI Consultant*

**Helping People to get what they want – and are
willing to pay for.**

Mr. Chairperson,

Ladies and Gentlemen.

I am grateful for this opportunity to share with you my experiences from working with the Road Management Initiative (RMI), and to forward some ideas I hope may be useful to RMI and the champions of reforms in their continued efforts to improve management of road services in African countries. But first, Mr. Chairperson, I will take this opportunity to pay tribute to the people who have made my experiences with the RMI possible and so rewarding.

Acknowledgements

First, I am grateful to Stein Lundebye for his invitation to apply for the position as seconded expert to work with the RMI when he joined the Bank as a regular staff; and to NORAD which continually funded the position despite their sometimes concern if we were heading in the right direction. I will also thank the World Bank who accepted and accommodated me for seven years, and their efforts to make RMI a success during a turbulent time. But above all I feel indebted to all the fantastic people associated with the

initiative who made the last eight years so interesting and rewarding. None forgotten, but I will in particular mention;

- Ian Heggie, the flamboyant Bank task manager and later Highway Advisor, who drafted the RMI concept of commercialization, charted the course of facilitating these reforms, and who by some arm twisting here and there pushed reform processes in motion in countries and in the Bank as well.
- Snorri Halgrimsson, the SSATP Coordinator who fought hard to keep the SSATP components on track using a lot of his own time and sacrificing some hair color too;
- Pedro Geraldés and Steve Brushett, the subsequent RMI task managers, who carried the message further under increasingly difficult resource constraints,
- Bruce Thomsen, who I saw as the chairman of the unconstituted “RMI Board”, who “mainstreamed” the RMI Concept in the manual for EU support in the road sector, and who continually emphasized that reforms come before investments.
- Last but not least, I indebted to my premier counterparts in the region; Frank Nyangaga in Kenya, Willey Lyatuu in Tanzania, Raymond Jhala and Ghananadha in Zambia, Nelson Kudenga in Zimbabwe, Joseph Lamptey in Ghana, and William Musumba in Uganda. They have fought and are still fighting the battle on the ground where the outcome is decided; focused on changing the mindset of stakeholders and engineer tangible progress.

I will in addition praise Danida, Dfid, EU, Sida, and Switzerland which through trust funds, regional representatives and bilateral funds, provided vital support to the regional activities and country reform processes. Without this support the RMI might only have amounted to an academic exercise documented on 101 diskettes in Washington.

Experiences

In reviewing my experiences in context of RMI, I found that they first of all were related to the following three aspects;

- understanding the management problem in the road sector,
- formulation of the RMI concept and its link to developments elsewhere in the society,
- and how to promote and facilitate sustainable reforms following this concept.

The Management Problem.

In my life before RMI, I worked for more than 20 years as a road sector consultant in developing countries; mostly on development plans and investment feasibility studies in

Indonesia, Malaysia, Afghanistan, and the Philippines. The situation in these countries were generally the same as in Africa during the 1970 and 1980ies; an ever increasing demand for road transport and motorization and thus for more and better roads.

All those involved in provision of road services; governments, lending institutions, donors, contractors and consultants, and agency professionals were focused on capital investments, in construction of new highways and rural access roads and in rehabilitation and upgrading of existing roads as they crumbled under the increasing load. While governments as well as external investors became increasingly concerned about the accelerating deterioration of road pavements and the increasing carnage on the roads, few were sufficiently concerned to allocate sufficient resources for maintenance and management or question whether the traditional concept of roads as a public good to be provided by governments as a social service, was suitable any longer.

It was apparent that the traditional road management arrangements had serious flaws; the decision makers, investors and services providers were and still are to some extent, dominated by incentives that may work against efficient provision of sustainable road services:

- politicians by the glory of ribbon cutting and spoils of large investment projects;
- lending institutions and donors by the need to keep up the size of their investment portfolio and immediate tangible documentation of the results of their investments;
- professionals in road agencies facing declining salaries and appreciation and inadequate maintenance and management resources, pushed as they could for standards that may last their lifetime with minimum attention and maintenance costs.
- contractors and consultants by the size of their contracts; doing whatever they could to increase project costs (and profits) and with no responsibility or thus concern for the fate of the road beyond the warranty period of a year or so.

No one had efficient delivery of sustainable road services as their primary objective, no one prioritized adequate maintenance before capital investments. Road users and tax payers who ultimately pay the bill in one way or the other, were not included in the decision making process, had no say in how available resources were spent, and were understandably against any higher user charges as they rarely saw any lasting impact of the additional funds. It is under such conditions no surprise that highway pavements with concrete slabs of 20 inches or more made perfect sense in the Philippines. It was neither surprising to see that private timber companies could build gravel roads at less than a third of the cost of comparable public roads but spend 3 times as much for maintenance, and enjoy adequate all-weather services year after year while the public roads became more or less impassable some 3-5 years after construction.

The situation within traffic management including overload control and traffic safety, seemed equally confused. Those with apparent responsibility had neither funds, authority, or appropriate incentives to keep the situation under control at an acceptable level. New tank trucks were licensed with loading capacities exceeding permitted axle and gross weights by 50 per cent or more; driving licenses could be bought regardless of your driving abilities, and various police activity grinded to a halt when time came to maintain equipment or re-supply consumable items. .

The RMI Concept

I was thus very enthusiastic when I got the opportunity to join a multi donor supported initiative with the mission to find a solution to the road management problems. I was further lucky to join at a stage where the focus shifted from issues like funding, planning and budgeting to a holistic review of how roads were managed. The emerging commercialization concept made sense in view of how most services and goods in the society are provided effectively and efficiently within a commercial framework. You get what you want at the size/quality you are willing to pay for – even religious services. But the RMI concept as we know it today did not drop down from the sky like a revelation – it matured with input from several quarters. Some vital input were for example provided by people from Zambia; by :

- ✓ the trucking industry by declaring that they were willing to pay an additional fuel levy of up to 5 US cents per liter over and above fiscal taxes if they by involvement in management could be sure that the money were spent as intended and efficiently, and
- ✓ Minister Tsukas who suggested that the road user representatives to the Road Fund Board should be in majority, and elect their chair and vice-chair as well.

The key element in the RMI concept is delegation of the ownership function from the public administration to selected representatives of the road and transport users.

Some quarters have raised doubt about the feasibility of commercializing public services following the RMI concept, citing some less successful experiences from other sectors. I am happy this question and the implicit acceptance of experience from other sectors has been put on the table. It provides RMI with an incentive to document and make use of such cross- sector experiences.

The best example of sustainable delivery of public services in Africa I saw in Uganda in 1993. Wobulenzi, a small town north of Kampala, could pride itself of having a sustainable water supply system; a simple system with a well, an electric pump, a storage tank, a few house connections and communal taps. The community itself had

successfully run the system without outside interference since the end of the civil war in 1986 when the community was granted permission to establish their own autonomous water authority by the relevant Ministry. The success was apparently due to the following key elements;

- (a). that the utility was organized as an autonomous Authority managed by a Board representing the main stakeholders. The majority of the Board members including the chairman, were elected representatives of the beneficiaries while the other members were appointed representatives from the political establishment. The election period was 2 years.
- (b). that the utility was financed through a User Tariff decided by the Board and which revenues were paid directly into the user association's bank account. That tariff had over the years provided the required funds to pay for operation and maintenance of the system, including a complete overhaul of the pump in 1992 at a cost corresponding to one year's normal operating and routine maintenance costs.
- (c). that the Board was free to hire and fire personnel as found necessary to operate and maintain the utility, to keep proper commercial accounts, and prepare some annual report to the community.

The user managed utility had overcome problems in relation to the political establishment by accommodating their claim for representation in the Board but successfully resisted attempts to be taken over. It had further overcome problems with embezzlement of funds by firing the responsible persons. The main issue at that time (1993) was how to extend and improve services without losing any of their financial and management autonomy.

I wonder how they are faring today; if they found funding for expansion on their own terms and have managed to maintain their autonomy. I would like to hear about other similar success-stories of sustainable provision of public services; in particular any where services are provided by a traditional public administration.

Promotion and Facilitation of Sustainable Reforms.

The key aspects of RMI's approach to promotion and facilitation of sustainable reforms the last 7 years have been;

- ❖ a regional program focused on dissemination of the RMI message and lessons learned from the road sector in Africa and elsewhere, and
- ❖ support to the reform process in countries which elected to join the initiative.

I enjoyed the three regional RMI dissemination seminars which were held in Pretoria, Nairobi and Abidjan in the period 1995-97. These focused on dissemination of the RMI message on commercialization and the agenda for reform with the four building blocks. These regional seminars and the preceding and later national seminars, provided in many ways the basis for national reform processes and follow up activities by regional organizations. SADC has in this respect provided exceptional support through their protocol on management and financing of roads and model legislation for the sub-sector following the RMI concept. They clearly stand out as an example to be followed by other regional organizations like COMESA, ECOWAS, and UDEAC. How can we prod and assist these organizations to take up this challenge?

However, while seminars and regional organizations have and can provide vital inputs on why, what and how in terms of reforms, the reforms in each country has to be home made to be sustainable. A national reform process is essential to mobilize and motivate stakeholders in the private as well as the public sectors, and for consensus building on an adequate reform package and how it should be implemented. Reforms are rarely (if ever) successful and sustainable without domestic demand and support.

The initial requirement for countries to be accepted as participants in the RMI initiative, was that they organized an inter-Ministerial RMI Committee and nominated a Country RMI Coordinator to organize and drive the domestic reform process. To drive and focus this process, most countries in East and Southern Africa launched with donor assistance, road sector policy and institutional studies with a broad based steering committee to ensure an all-inclusive participation, wide dissemination of the proceedings, and guidance to the consultants. The RMI supported the launching and conduct of these studies, facilitated the funding of study tours by steering committees to other countries with lessons to be learned, and funded study grants to key stakeholder representatives and agency personnel to bolster capacity for policy review and formulation.

I am not sure if the sometime low profile promotion and facilitation approach used by RMI has been the best option to forward adoption and implementation of sustainable policy reforms. Some say that a more aggressive and higher profile approach towards the countries as well as the donors, and more blue-prints for institutional reforms and operational manuals, might have speeded up the processes and yielded more tangible progress than seen so far. However, while a somewhat higher profile and more resources would probably have been beneficial, a more aggressive approach might have backfired through more resistance from the political establishment and a strained relationship with the regular World Bank operations. The Bank see and the countries increasingly perceived, that the RMI is an integral part of Bank operations. And the Bank can only speak with one voice.

Reforming the road sector following the RMI concept is as the RMI Survey clearly show, first of all a question of changing the mindset of people and engineer a devolution of responsibilities and authority from the public to the private sector and civil society. The following step is to ensure that all are willing and capable to accept the challenge of reform, and together facilitate efficient and sustainable management of the road sector. Changing peoples mindset and building adequate capacity takes time; the bulk of the well known reforms in New Zealand took some 7-8 years as far as I know.

Some Views on the Way Forward

We have yesterday and earlier today heard that there has been a lot of progress in policy and institutional reforms over the last 10-12 years, but that there still is a long way to go before the vision of sustainable management of the road sector is a reality in any country. As there seems to be agreement that RMI is to continue its mission of promoting and facilitating reforms, I hope the initiative is given some better financial and operating framework than in recent years.

In planning the RMI program for the next three years, it might be useful to consider an approach which is focused on closer cooperation and coordination with all cooperating partners, more demand orientation in prioritizing of activities and support, and the use of strategies that take more account of all the major stakeholders specific objectives and incentives in relation to sustainable reforms. Some views in this context:

RMI Country Steering Committee and Coordinators

The RMI support to the reform process in participating countries has in recent years been requested by and channeled through a RMI Coordinator. The earlier Interministerial RMI Committees have for all practical purposes seized to function. The RMI Coordinator has most often been an official in the Department of Roads in the Ministry responsible for roads. This has worked well in some countries, and less so in others. Some would like the RMI Coordinator position moved to another location/organization or to be a full time job paid by the RMI or a donor.

I am not sure this is the right way to go. First, I think it is important that the Coordinator is involved in or with management of the sector in a regular position, and that the Coordinator assignment is an add on with a certain honorarium according to the volume of relevant activities. The head of a sector planning secretariat, the CEO or Chairperson of the Board of the Road Fund might be good alternatives to the Director of Roads as RMI Coordinator. Equally important in my mind is the establishment of national RMI Steering Committees with representatives from all major stakeholders. A Road Fund Board which is filling that criteria, may well serve the purpose (with the addition of a

representative of the local donor community if they have no representative in the Board). It would be good if RMI have the financial opportunities to agree with Steering Committees on budgets for reform related activities of up to xx dollars where RMI will fund yy percent while the Committee has to raise the rest from other sources.

Characteristics of Key Stakeholders in the Sector

The key stakeholders in the road sector are the public sector decision makers, the road users and the business community, and the donors and the international lending agencies. They all have different priorities and different incentives for supporting or resisting reforms following the commercialization concept. Some of their priorities and incentives may be as follows;

- ✓ public sector decision makers who want to look good in the eyes of the electorate, see high profile capital projects in their constituent area as their first priority; the grander and costlier the better. Access or denial to funds for such projects might be a powerful factor in their stand on reforms that will transfer their hands-on authority over road maintenance funds and day-to-day road management to autonomous user dominated agencies. I see recent experiences in Kenya and Tanzania to support this line of thought.
- ✓ road and transport users have stated that they will accept some additional user charges if these are used efficiently for maintenance and result in good road services. A key question in this context is how much and how soon they might be willing to pay in relation to the level required to ensure sustainable services. It is amazing how much people might accept to carry if you load the sticks one at a time according to a Norwegian Minister of Finance. Initial counterpart funds for maintenance from donors to assure immediate and strong impact on the ground, might provide a strong incentive for road users to be proactive in their support of reforms including additional dedicated road user charges and proper auditing of expenses.
- ✓ donors and international lending agencies favor capital investments with its tangible proof of value for money. But crumbling roads and cannibalized equipment yield bad publicity about their ability to facilitate development and alleviate poverty. But while donors and international lending agencies are thus generally in support of sustainable reforms, they seem somewhat reluctant to use their considerable financial leverage for that purpose apart from some exceptional cases

RMI Services and Products.

Following development of the commercialization concept with the four building blocks, the RMI focused on dissemination of the associated agenda for reform and on support to the reform process in countries participating in the initiative. It seems clear from the

RMI survey that there is a need to step up the promotion and dissemination activities again through national seminars and at stakeholder meetings. Such meetings will provide good opportunities to discuss what benefits and costs various stakeholders can expect following sustainable reforms, and what the stakeholders themselves can do to facilitate the adoption and implementation of such reforms.

The RMI has so far not ventured into model design of required policy and institutional frameworks, implementation arrangements, and operational manuals for road funds, road agencies, and required planning units in the Ministry responsible for roads. Development of such frameworks and tools have been left to regional organizations and the individual countries. But the RMI survey indicate that it now may be desirable that RMI organize development of model products for these aspects on basis of experience in the region and elsewhere, using regional consultants and agency professionals. These efforts could also be expanded to include aspects of traffic management like axle load control, vehicle and driver licensing, and traffic safety management.

Capacity building through funding of training courses, study tours, and seminars has been an important item in the RMI regional program the last seven years. I would like to see a strengthening of this program item, but suggest that RMI try to sharpen the terms for allocation of grants and seek better coordination with similar donor programs. It is hard to forget that the key PS in the road sector in Zambia were transferred to other sectors immediately after attending the courses on roads and road fund management at Birmingham University. While I find it likely that adequate technical capacity to take on the professional jobs will be available after an initial period with technical assistance to fill gaps and set standards, I think there is still a job to do before the public and private sector stakeholders are ready to fill their intended responsibilities in the new setup.

Monitoring progress in implementation of reforms and their impact on road services is important as a guide to the impact of RMI related activities. But while monitoring progress in implementation of policy and institutional reforms might best be undertaken by consultants, it could be an advantage for many reasons to contract road user organizations; i.e. the AA and bus/truck operators associations, to collect most data on road conditions using some simple standard forms and procedures in line with the SOURCE methodology. While this may lower the quality of the output from the monitoring exercises, it may help to mobilize the road users into more active participation in the reform process and somehow document their expectations with respect to road standards, which then can be discussed in relation to their willingness to pay.

Closer Cooperation with all Development Partners..

The RMI initiative has benefited significant from being managed by the Bank and by being closely associated with the Bank's regular operations. But I think it is time for the initiative to also coordinate and collaborate more closely with donor assistance programs and programs by other international lending agencies as well. The donors are supplying the bulk of RMI's operational funds, and have more flexibility in their country assistance programs to support capacity building programs and the countries own managed reform process and planning activities. There is some good experience in this context from Zimbabwe, where the country's own broad based reform and development committee and secretariat have mobilized all stakeholders in rural as well as urban areas, and developed an impressive road sector reform and development program with financial assistance and advice from Sida, Danida, the Bank, and RMI. This comprehensive country led approach with reforms and local capacity as priority aspects, has take more time than usual in finalizing capital investment programs. But then, development is not about square meters of asphalt pavement laid.

Closer cooperation with the donors at regional and country level will most likely improve the coordination of all RMI related activities, make it easier to get individual donors to undertake or finance specific activities, and thus increase the resources and leverage available to promote and facilitate adoption and implementation of sustainable reforms.

End Remarks

That is Mr. Chairperson, ladies and gentlemen, the core of my RMI experiences and views on how RMI best may contribute to better and more sustainable road services in Sub-Sahara African countries. I have tried to focus on the essential aspects which to my mind is people, people and people; what they want and how much they are willing to do and pay for it in one way or another. I wish the RMI the best of luck with its efforts in coming years.

Thank you for this opportunity and your attention.

Summary of Discussions on RMI Priorities

RMI PRIORITIES 2001-2003

| ADVOCACY, GOVERNANCE AND OWNERSHIP | BUILD CAPACITY AND RESOURCES | MONITOR, EVALUATE AND DISSEMINATE |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> • RMI to enhance governance and ownership by bringing on board policy makers and donors at national and regional levels. • Coordinate and collaborate with relevant international, regional, and national institutions. • Facilitate better donor support for policy reform and implementation. • Identify stakeholders at various levels and sensitize program objectives on a continuous basis. • Sustain and deepen a dialog on the need for policy reform and on available reform options. | <ul style="list-style-type: none"> • Build a capacity to carry out policy analysis, strategy formulation, reform monitoring and evaluation. • Facilitate development of implementation tools and contractor and consultant capacities. • Facilitate development of tools and systems that will enable new institutions to function as intended. • Promote the increased use of local resources in program implementation. | <ul style="list-style-type: none"> • Facilitate monitoring, evaluation, and dissemination. • Develop and disseminate knowledge on sustainable road management and financing. • Assess systematically the results of reform to date and disseminate lessons learned and best practices. |

NB. Priority Proposed by Group E “RMI to be integrated into SSATP Program at all levels, including cross-cutting issues” is a broader issue than the RMI Program alone and will be discussed on Saturday.

Summary Discussions on RMI Activities

GROUPE I

| ACTIVITÉS | INTERVENANTS | RESSOURCES |
|-----------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------|
| Visite entre pays pour échange d'expérience avec les pays avancés dans les reformes | - Responsables IGR - Représentant - Administration - Secteur privé - Usager | -Appui IGR (Banque Mondiale) -Appui du pays concerné -Autres bailleurs |
| Organisation des séminaires et ateliers nationaux pour sensibiliser tous les intervenants de reformes | -Responsable IGR -Expert de la Banque -Pays Concerné | -Appui IGR (Banque Mondiale) -Appui du pays concerné -Autres bailleurs |
| Organiser des séminaires – atelier avec les intervenants pour clarifier, préciser les responsabilités | -Responsable IGR -Expert de la Banque -Pays Concerné | -Appui IGR -Organisation régionale -Banque Mondiale -Pays concerné -Autres bailleurs |
| Introduction dans le programme de travail des organisations régionales, les thèmes de reforme IGR et la priorité sur la pauvreté. | -Responsable IGR National -Appui IGR - Central | -Appui IGR -Organisation Régionale -Banque mondiale -Pays concerné -Autres Bailleurs |
| (1) Mettre sur pied un cadre d'échange d'informations (WEB, Revues, Publications, (2) Séminaires...) permanent | -IGR Central -IGR National -Pays intéressé -Autres organisations | IGR Central IGR Nationaux |
| Définir les conditions d'admission à l'IGR et les | IGR Central | IGR Central |

| | | |
|---------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------|---------------------------------------|
| publier | | |
| Formation des responsables des gestionnaires politiques | -Ministre chargé des Routes -IGR Central -Les IGR Nationaux | Pays concernés Bailleurs des fonds |
| Elaboration et internalisation des textes au niveau de tous les intervenants et des décideurs. | -IGR Central -IGR National -Le Ministre chargé des routes | Pays concerné |
| Développer des indicateurs de suivi et d'évaluation de la mise en œuvre des reformes, mesurables | IGR Central IGR Nationaux | -IGR Central -Pays Concerné |
| Définir et mettre en œuvre un organigramme de l'IGR au niveau national par rapport aux autres activités | IGR Central | IGR Central |
| Définition claire des relations entre l'IGR et le PTMR au niveau national. | -IGR Central -IGR National -PTMR National | -IGR Central -Pays Concerné |

GROUPE II

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| Appui aux Programmes Nationaux | <ul style="list-style-type: none"> - Mise en place des comités nationaux de coordination de l'IGR - Etude de la classification routière - Renforcement des capacités des collectivités locales à la gestion et maîtrise d'ouvrages routiers | - | |
| Séminaires et Ateliers Régionaux | <ul style="list-style-type: none"> - Formation des PME's Consultants Nationaux Administration et Usagers de la route - Sensibilisation de Acteurs pour consolider les Réformes <p>Appui pour la définition des programmes de formation (secteur privé – administration)</p> | IGR, Organisations Régionales, PST | A évaluer |
| Etudes Régionales | | | |

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| Suivi de l'Avancement des Réformes. | Suivi / Evaluation de l'Avancement des Réformes | | |
| Gestion et Diffusion de Connaissance | <ul style="list-style-type: none"> - Diffusion des Instruments de Gestion et Suivi / Evaluation (DIAMOND; SOURCE ; T2 ;.....) - Voyages d'Etudes - Appui à la définition et à la diffusion des programmes routiers | | |

GROUPE III

| ACTIVITIES | | PROVIDER | RESOURCES |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| ADVOCACY, GOVERNANCE, AND OWNERSHIP | | | |
| Stakeholder Identification and Sensitisation <ul style="list-style-type: none"> - Stakeholder Analysis - Information Collection - Information Dissemination Coordination and Collaboration <ul style="list-style-type: none"> - Establish Forum for Stakeholder Meeting Donor Support Establish and Manage Coordination | | <ul style="list-style-type: none"> - CC / SSATP / Régional + International Institution - Parliamentary Committees on Roads - Funding to the Sector Programmes | <ul style="list-style-type: none"> - Human - Local & Technical Assistance Financial <ul style="list-style-type: none"> - National Contribution - Donor Community |
| Build Capacity and Resources | | | |
| Promote the Increased Use of Local Resources in Program IMPL | Capacity Gap (Local) Identification Develop and implement local capacity building strategies through : <ul style="list-style-type: none"> - Training & empowerment | <ul style="list-style-type: none"> - Sector Program, - National + International Institution | National / International Institutions / Regional / Training |

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| | (financial support/mentoring) Engage Full – time Co-ordinator Review Existing Systems <ul style="list-style-type: none"> - Management - Procurement - Financial And Institute Best Practice | SSATP | Specialists Regional / National |
| Monitor, Evaluate & Disseminate | | | |
| Develop and Disseminate Knowledge on sustainable Road Management an Financing | <ul style="list-style-type: none"> - Studies - Study Tours - Networking | SSATP | FINANCIAL |

GROUPE III

| | ACTIVITÉS | INTERVENANTS /RESSOURCES | ACTIVITÉS | INTERVENANTS / RESSOURCES |
|-----------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|
| PROMOTION DES RÉFORMES | Création d'une Association des Responsables du FER Intégration des Coordinateurs au sein des organes de Décision en matière de Transport dans le cadre de la Réduction de la Pauvreté | Fonds Routiers – FER - IGR I.G.R – Coop. Bilat. - Projet IGR IGR (facilitateur) | Action Privilégiée envers le Ministre des Finances et Décideurs de haut niveau Appui sur les Organisations Régionales (UEOMOA, CEMAC, SACEC) Pour enquêtes et suivis régionaux, harmonisation juridique et institutionnelle. | Coord. I.G.R. I.G.R. I.G.R. Organisations Régionales + Coordinateurs Organisations Régionales |
| ECHANGES D'EXPERIENCES (2) | Contacts entre Usagers de la route des différents Pays | - FER - - Projets - FER - Secteur Privé - IGR | Voyages d'Etudes et d'Information dans les pays les plus avancés dans les réformes | - Coord - - Projets - - FER - I.G.R. - ADAR - FER |
| PRIORITÉS | Mise en réseau direct des coordonnateurs IGR Organisation des Vidéo-Conférences Spécialisées (Coordinateurs, responsables, Conseil d'Orientation) | Coordinateur I.G.R. I.G.R. I.G.R. | Ateliers Régionaux Annuels des Coordonnateurs sur les problèmes de mise en oeuvre | I.G.R + Organisations Régionales Organisations Régionales |

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| Renforcement des Capacités | Séminaire T et T pour Coordinateurs et décideurs | I.G.R - I.G.R -I.P.P.T.E. Consultants -Secteur Privé | Formation des Cadres du Ministère Technique FER et nouveaux maîtres d'Ouvrage et Gestion Routière | Consultants -Projets ADAR- IGR |
| | Appui logistique au Coordinateur | Coordonnateur Projets | Aide au choix et à la mise en place des logiciels(gestion et monitoring) | I.G.R. + Consultants I.G.R + ADAR |
| | Services des Consultants | Coordinateur Projets + I.G.R. | Renforcement des moyens du coordonnateur I.G.R | Coordonnateur I.G.R |
| Suivi Critique et Evaluation | Aide au choix et à la mise en place de logiciels (gestion et monitoring) | I.G.R + Consultants I.G.R. + ADAR | Audits d'Evaluation des Pays | Organisations Régionales + Consultants I.G.R |
| | Elaboration des tableaux de bord de suivi (modèles standardisés) | I.G.R I.G.R. + Coordinateurs FER Consultants Organisations Régionales + FER | | |

GROUPE IV

| | STRATEGY | ACTIVITIES | PLAYERS | RESOURCES |
|---------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------|
| ADVOCACY, GOVERNANCE AND OWNERSHIP | <ul style="list-style-type: none"> - RMI to enhance governance and ownership by bringing on broad policy markers and shake holders at national and regional level - Facilitate better donor support for policy reform and implementation - sustain and deepen a dialog on the need for the benefits of policy reform and available reform options. | <ul style="list-style-type: none"> - Undertake advocacy campaigns (Meetings/seminars/workshops) - Undertake visibility, publicity of activities of the different road agencies and Road Fund Board - Institute effective coordination of donors involved in country sector program - Develop model legislation to facilitate reform - establish data base of local experts and disseminate to procurement agencies - Develop human resource capacity - Institute motivating schemes - strengthen regional and national centers - Establish and strengthen national construction industry councils | <p>RMI Country coordinating unit RMIHQ/regional units</p> <ul style="list-style-type: none"> - ROAD Agencies and Road Fund - Governments - Regional unit RMI HQ <p>National and regional Associations</p> | <p>Governments Road Funds Donors / RMI HQ Private sector</p> |

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| <p>BUILD CAPACITY AND RESOURCES</p> | <ul style="list-style-type: none"> - Build capacity to carry out policy analysis, strategy formulation, - implementation, monitoring and evaluation. -Facilitate development of contractor and consultant capacities - Facilitate development of tools and systems that will enable new/existing institutions - undertake advocacy(meetings, seminars, workshops) - Facilitate monitoring, evaluation and dissemination - Develop and disseminate knowledge on sustainable road management and financing - Assess systematically the results of the results of reform to date and disseminate lessons learned best practices | <ul style="list-style-type: none"> - establish transparent and favourable procurement systems - develop a performance or procedures agreement between Road Agencies and Road Funds - Establish and operationalise road management systems/strategies - Establish qualificative+ quantitative performance indicators - Establish standard reporting format and mechanism of reporting - produce annual comparative performance reports and disseminate to all stakeholders | | |
| <p>MONITOR, EVALUATE AND DISSEMINATE</p> | | | | |

Evaluation

| Points Positifs | Positive Aspects | Points à améliorer | Aspects to Improve |
|----------------------------------------------------|----------------------------------------------------------------|------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|
| Conduite et organisation des plénières | The meetings have been frank and informative. | Support informatique pour les participants | Group assignment need to be planned in ad... |
| Restauration | Group of discussion well guided, right questions were asked. | Ordre du jour trop serré sans possibilité d'un temps libre pour participants | Preparation for meeting should be kept to RMI/RTTP practitioners. The center should only give support. |
| Hébergement | There has been more interaction with French than coordination. | Non tenue à la disposition de la liste des participants | RMI country coordinators should have one day session before commencement of any future meetings. |
| La logistique (hotel et restaurant) est formidable | Better participative approach than Pretoria. | Représentation de responsables politiques à encourager | Not adequate time was given to important issues for discussion. |
| Accueil des participants | Well received at the Airport. | Programme nationaux | Follows up reforms in countries still crawling. |
| Bon emplacement des lieux de la conférence | Bringing RM/RTTP coordinators together. | Durée du séminaire courte | More time required for meetings (4 days and +) |
| | Time management quite good. | Débats (peu du temps) | Need of more time for coordinator alone meetings, maybe one day |
| | Facilitation included local counterparts | | Full per diem should be paid to participants at country of origin |
| | Good RMI/SSATP HQ management | | |
| | Willingness to listen and make changes. | | |
| | Tried to address every component of RMI. | | |

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| | <p>It was a good idea to discuss the future of the program.</p> <p>Translation in plenary was good.</p> <p>Willingness to listen and make changes.</p> <p>Tried to address every component of RMI</p> <p>It was a good idea to discuss the future program</p> <p>Translation in plenary was good</p> <p>Organisation was good</p> <p>Food was OK</p> | | <p>Get rid of “source” presentation (he can have a display if need be)</p> <p>Far away from Dakar – no where to go</p> <p>To use also Portuguese in the meeting</p> <p>Distribution of documents prior to the meeting (two weeks at least)</p> <p>Documentation of the meeting not sent in time</p> <p>Very tight program</p> <p>Information on the meeting late in coming and insufficient</p> <p>Not enough time for plenary discussions</p> <p>More time could be given for country reports</p> <p>There is need for more time coordinators meeting.</p> |
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Expectations for the next meeting

SUMMARY

SUGGESTIONS FOR THE NEXT MEETING

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|--------------------------------------|------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|-----------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------|
| PREPARATION/ ORGANISATION | Donner les documents de travail deux jours avant la tenue du séminaire | To have the documents before the meeting | Présenter avant la réunions les documents | | |
| THEMES | Coordination PTMR/IGR. Bilan Diagnostic du programme. | Improved / revised 1. Mission 2. Objectives 3. Strategies 4. Organisation 5. Networking arrangements | Annual work program SSATP. 3 Year work program for SSATP. | Rationalization of RMI/RTTP programs | Cadre unique et intégrer des programmes IGR/PTMR |
| | Setting up and evaluating indicators in RMI /RTTP | Intervention des coordinateurs sur l'exécution de leur programme d'action | Harmonisation des politiques de gestion des routes au niveau des ensemble régionaux | Coordination IGR/PTMR integration | |
| | Board presentation of member countries | On follow up of country program | Evaluation on the extent of RMI and regional entities linkages | How to overcome resistance to RMI principles | SSATP should be more responsive to road management needs in Sub-Saharan Africa |
| | More integration with RTTP and UM etc as one program | Support to country coordinators | Assurer coordination régionale par les institutions d'intégration économique | Maximization of resources within SSATP (combine RMI/RTTP) | Efforts to coordinate and collaborate with relevant international, regional and national institutes in order to maximize resources |

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| THEMES (cont.) | Bilan de l'avancée des reformes dans tous les pays SSATP. Situation de la qualité des réseaux routiers SSATP selon le modèle SOURCE. | Discuss the financial implications of RMI/RTTP being managed as separate programs | Come up with definite guidelines on how RMI countries can get financial support from MRI HQ (Washington) | Funding of RMI Programme activities | Développer et diffuser les connaissances en matière de gestion et de financement de route |
| RÉUNION CONJOINTE / JOINT MEETING | Coordinateur entre IGR et PTMR (Réunions conjointes) | Réunion intégrée IGR/PTMR | Arranger une réunion conjointe IGR/PTMR | Combining RTTP & RTTP | A joint RMI – RTTP meeting |
| MEMBRES IGR/ RMI MEMBERS | Intégration du Sénégal à l'IGR on qualité de membre | All countries in the Sub-Sahara should be made full members of the SSATP | | | |
| PARTICIPANTS | Involve coordinators of regional economic groupings (SADC, COMESA, ECOWAS, UEDEAC) in RMI/RTTP meetings | Réunir les coordinateurs les usagers et les décideurs politiques des pays | | | |
| Pays Hôte / Host Country | 16 th Reunion IGR/PTMR Angola | | | | |