

Sub-Saharan Africa Transport Policy Program
SSATP Working Paper



SSATP Progress Report 2003

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Africa Region



The World Bank

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ACRONYMS

AGM	Annual General Meeting (of the SSATP)
AU	African Union
CA	Constituent Assembly (of the SSATP)
CEMAC	Communauté économique et monétaire de l’Afrique centrale
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
ECOWAS	Economic Community of West African States
EU	European Union
IMT	Intermediate means of transport
IT	Information technology
LTDP	Long Term Development Plan
MDP	Municipal Development Program
NEPAD	New Economic Partnership for Africa’s Development
NGO	Non-government organization
NMT	Non-motorized transport
PAM	Performance Assessment Model
PRSP	Poverty reduction strategy paper
REC	Regional Economic Community
RED	Road Economic Decision Model
RMI	Road Management Initiative (SSATP component)
RR	Railways Restructuring (SSATP component)
RT	Rural transport
RTPS	Rural transport policy and strategy
RTTP	Rural Travel and Transport Program (SSATP component)
SADC	Southern Africa Development Community
SME	Small and medium enterprises
SOURCE	Standard Overall Ultralight Road Care Estimate
SRO	Sub Regional Organization
SSA	Sub-Saharan Africa
SSATP	Sub-Saharan Africa Transport Policy Program
T&T	Trade and Transport (SSATP component)
UEMOA	Union économique et monétaire ouest africaine
UM	Urban Mobility (SSATP component)
UNECA	United Nations Economic Commission for Africa
WB	World Bank

EXECUTIVE SUMMARY

Organization of the Report

The format of this report replicates the one used for the 2002 report, which was well received when adopted by the members of the Annual General Meeting in Kigali, Rwanda, in May 2003. An expanded Executive Summary serves as a stand-alone section, while the main text goes into more detail on the Program's 2003 activities.

In the executive summary will be found, in tabular form, planned activities for 2003 as they are set out in the Business Plan for 2002/2003, the "consolidation phase" of the Program. These tables are based on the Business Plan logical frameworks, which described activities within the framework of separate components. Those logical frameworks depended upon the satisfying of funding requirements, which in actual fact fell far short of needs. Activities were also modified, to reflect the dynamics of Program changes brought about by the convergence of components and the adoption of a program approach. This is discussed further in the overview section which follows.

Principal supporters of the Program continued to be Denmark, Ireland, France, the UK, and the World Bank. Details of contributions and expenditures are also set out in this section.

Overview

Although funding constraints remained as onerous as they had been in 2002, much was accomplished in terms of development of the Program's long term strategy, and laying the foundation for sustainable funding. The program management team continued to build on the gains made in 2002, and although capacity was stretched to the limit, strengthened coherence between components.

The 2nd draft of the Long Term Development Plan (LTDP) 2004 – 2007 had received approval in principle by the donors at a meeting in Brussels in December 2002. The year commenced with confidence in the future of the Program continuing on the upswing triggered by the 2002 Maputo Meeting. And it was the outcomes of the Maputo meeting which shaped the strategic objectives for 2003, framed within the emerging LTDP. Among the tasks were to lay the full partnership foundations for the LTDP ensuring that commitment to the poverty reduction agenda was expanded from national communities to the regional arena.

It was essential to achieve formal adoption of the LTDP by the membership as a whole, and to move swiftly to detailing the first of the 4 annual work programs (for the year 2004) and mobilize funding for its execution. Linked to this was the objective of achieving full engagement by Regional Economic Communities (RECs) and to start forging stronger policy development links with national communities. These goals were largely achieved: the LTDP was adopted by the May 2003 AGM meeting in Kigali, and the draft 2004 WP received sufficient pledges of donor support at a meeting in Brussels at the end of October, for a meaningful work program to be planned. RECs, through a small task force, and active participation in the Kigali meeting, ensured that the regional integration goals of the AU/NEPAD were translated into planned actions for 2004.

The Kigali meeting also determined the framework for 2004 activities, moving from component orientated arrangements to a thematic approach, grouping and linking activities under 3 principal themes, **Road management and Financing**, **Affordable Transport Services**, and **Regional Transport/Integration** through transport/trade corridor facilitation. All these themes were set under the overarching objective of **developing responsive transport strategies**, echoing the long-term goal articulated at Maputo. Directly serving this objective was a planned expansion and improvement of Transport/Poverty Strategy analyses and reviews, the establishment of SSATP Coordination, and addressing transport performance indicators. Consequently this report will be the last one arranged on the basis of component orientated activities and outputs.

While this thematic approach was scheduled for 2004, the 2003 Annual Meeting was well-described by the SSATP Board as the launch of the LTDP. Consequently, the shape of activities for the 2003 had to respond to the changing character of the Program, as well as fit the very limited funding available. Priorities developed in a way that could not have been accurately foreseen when the 2002/2003 Business Plan and its logframes were formulated at the end of 2001, and this is the underlying reason for the changes that were made.

From the promise of renewed confidence in the Program at the beginning of the year, momentum gathered so that at Kigali, in May, more than 250 stakeholders, partners including representatives of 33 countries, all 9 RECs, many sub-regional organizations (SROs), numerous private sector representatives, participants from the main international finance institutions (IFIs) and bilateral development partners, gathered together to focus on operationalizing the specific priorities and demands of the national and regional communities which make up the partnership. The mandate of Kigali could then be translated into specific funding proposals for donors, proposals which were positively received. By the end of the year the first multi-donor trust fund supporting the LTDP had been established, and the first contribution to it received from Sweden. Generous pledges from other donors were being translated into material contributions so that the future of the Program, and the plans for 2004 in particular, could be viewed with optimism.

Program Management (PM)

The program management team was led by Nigel Ings, and included Gylfi Palsson (Program Administrator), Monique Desthuis-Francis (Publications, Website, Translations Manager), Tekie Sium (Financial Manager), Fanny Barrett (Program and Procurement Specialist), Sandra Giltner (Media Specialist), Tony Borges (Team Assistant), and following the departure of Tony Borges in September, Marc Njore and Anne Njuguna (Team Assistants). Sandra Giltner also left the team in November to take up a post with DFID.

Planned outputs tentatively reflected in the Business Plan 2002/2003 logframe were largely achieved, but importantly the team was able to respond to the changing character of demand reflected in the LTDP strategy, and in the outputs of the Kigali meeting. This is reflected in the “unplanned” activities of the year, but although unplanned, they were fully coherent with emerging program priorities.

The Annual Meeting occupied a significant amount of planning and preparation time, and was judged a success by participants. Stakeholder ownership of the LTDP was consolidated, as was the thematic framework of the Program’s 2004 Work Program. The transition to a program approach at the level of the PMT was initiated with the designation of Thematic Leaders for the 3 principle

themes – Steve Brushett (Road Management and Financing), Dieter Schelling (Affordable Transport Devices) and Marc Juhel (Regional Transport and Corridor Facilitation). Nigel Ings will lead on the overarching Responsive Transport Strategies Theme. However, the transition from a component approach requires careful management, maintaining focus on component convergence while developing SSATP coordination. Consequently, for the time being, the original component managers will continue to play those roles while taking on their thematic responsibilities. In spite of (or because of) the complexities of the transition, team coherence and working was strengthened, and apart from daily contact between members, six formal team meetings were held during the year.

Strengthening engagement with RECs became a priority, and triggered the facilitation of a Task Force which undertook useful work before the Kigali meeting, preparing an analysis of regional transport priorities, identifying common key concerns, and region specific needs. This greatly facilitated full integration of regional activities into the 2004 WP framework defined by stakeholders.

Operationalizing the strategic objective of linking transport strategies to overarching poverty reduction development goals was progressed through country case studies testing a prototype review methodology which prescribed a fully participatory process involving transport and non-transport sectors, service providers as well as service users. The pilot case study work delivered challenging findings, not only evidencing disconnects between transport strategies and poverty reduction strategies, but also highlighting a general lack of dialogue between transport sector professionals and their “client” sectors and “consumer” groups. The findings of the pilot reviews were considered at Kigali, and recommendations for expanding the approach and improving the methodology were adopted. This led to a follow-up stakeholders workshop in September 2003, where an improved methodology was considered, and refinements proposed, leading to a new version which became available at the end of the year, ready for the 2004 WP.

Moving towards a Program Approach and the establishment of a SSATP coordination was the subject of guidance provided with the last Program Management Note (PMN 9) in December. A process for moving towards SSATP coordination was offered, along with support from the WP financing package. Likewise, Kigali stakeholders’ demands for support in developing sectoral performance indicators was addressed in the same PMN, again with offers of support to members willing to engage in the activity.

Following Kigali, a draft 2004 WP was circulated at the end of August, with activities grouped within the thematic framework described. Following a review process, a draft issued in October was adopted as a working document, subject to a number of agreed revisions, by Program Donors at a meeting in Brussels on October 31st. This same meeting mobilized sufficient funding for the WP to be initiated. Funding pledges were led by the very significant € 8 Million allocation of the European Development Fund (EDF) under regional financing provisions of the Cotonou Agreement between the EC and ACP countries. Additionally, both Norway and Sweden generously offered to support two specialist transport posts within the PMT.

This led to a number of administrative tasks having to be undertaken, notably the setting up of a multi-donor trust fund using the EC/WB Framework agreement as its basis. The Administrative Agreement with the EC was finalized during November, and that with Sweden in December, which became the first country to contribute to the new Trust Fund.

Summary of Main Achievements in 2003 – Program Management		
Planned Outputs	Achievements	Notes
Program management and progress reports reliably achieving quality and scheduling targets	2002 Progress Report issued in May 2003, adopted by AGM; Kigali Annual Meeting Report issued in August 2003; 2 PMN issued in March and December	Management time capacity remained constrained
Staff and other deployments made or ready to be made (PAIP); Stakeholders aware and collaborating with PAIP*	The LTDP underwent a series of drafts as stakeholder comments were absorbed and addressed. The final draft was adopted by the AGM at the end of May 2003. Staffing issues were given qualified approval by the CA meeting in Kigali, but recruitments could not be initiated until funding was assured, following the 31 st Oct. 03 donors' meeting	
Good communications maintained	Only 2 PMN issued, but numerous other reports and documents were shared by stakeholders, mainly the LTDP, the REC Task Force Report, the Transport/Poverty Strategy Pilot country reviews, the review guidelines workshop report, the 2004 WP design and review process	Continuous improvement needed
SSATP profile enhanced	The Program's profile continued to be enhanced, notably by the Kigali meeting with an unprecedented levels of participation (many through self financed arrangements). The "Northern Corridor" film attracted favorable attention and was shown at a UN conference in New York. Increasing REC engagement and confidence in regional aspects of the Program attracted the attention of NEPAD.	Should the Program's value speak for itself, or is a PR strategy desirable?
Independent technical and financial reviews.	Not achieved	Shortage of funds, but reviews programmed into LTDP
Governance arrangements maintained	4 Board Meetings, 2 Constituent Assembly Meetings, new Governance document adopted	
Unplanned Outputs (driven by LTDP and Kigali outputs)		
Full REC Engagement with SSATP	Strong REC share in Program ownership developed in the lead-up to Kigali and at the meeting itself.	
Operationalizing approaches to Poverty/Transport strategy development	3 Pilot studies (strategy reviews) undertaken and reported on at Kigali. Follow-up workshop developed Kigali outputs into improved guidelines for the review process	
Detailed WP for 2004	Kigali outputs defined a clear thematic framework for the 2004 WP, the first of 4 annual programs building to achievement of the SSATP strategic objective	
Notes		
* "PAIP" was the abbreviation of "Program Approach Implementation Plan" used in the 2002/2003 Business Plan, issued in December 2001. As the SSATP strategy crystallized at the 2002 Maputo meeting, the PIAP became the LTDP.		

Road Management Initiative (RMI)

The RMI is managed by Stephen Brushett with the support of Torben Larsen (up to June 2003) in Washington and Louis Fernique in Brussels. The component provides the policy underpinning for the promotion of sustainable road management and financing in sub-Saharan client countries. The component has helped to develop a set of building blocks for the reform process based on the premise of commercialization of road management (charging for road use on a fee-for-service basis and managing roads as a business enterprise) which has been widely disseminated since the early 1990s. The reforms are now in various stages of implementation in 19 RMI member countries as well as in some non-member countries which are convinced of the need for reforms. Component objectives and activities have been informed by client feedback provided through RMI country coordinator meetings as well as the SSATP Annual Meeting. Thus outputs are geared towards delivering benefits in three core areas: (1) advocacy, good governance and ownership; (2) building capacity and resources for sustainable management; and (3) monitoring, evaluating and disseminating lessons learned. 2003 saw the first moves towards creating strong, responsive regional associations, the ARMFA for road funds and AGEPAR for road agencies and directorates, expected to take up much of the burden of meeting these client expectations in future.

Summary of Main Achievements in 2003 – Road Management Initiative (RMI)		
Planned Outputs	Achievements	Notes
<p>1. Support to consolidation of RMI country programs and to pursuit of agreed objectives and implementation strategies.</p> <p>2. Dissemination of information on road management and financing policies through various media to raise awareness and promote change</p> <p>3. Capacity for development and implementation of appropriate road management and financing policies is enhanced at regional and country level</p>	<p>Largely achieved - 19 countries are RMI members, not less than 27 in total in SSA follow RMI principles. Francophone country membership significantly advanced in 2002/03.</p> <p>Largely achieved with</p> <p>A. Country coordinators met at Nairobi (April 3-4), Dakar (April 10-11) and Kigali (May 24-25) with following results; LTDP comments provided 2004 Work Plan input prepared RMI/RTTP manifesto agreed</p> <p>B. Website improved and updated with RMI matrix 2 new RMI Updates French language text added</p> <p>C. 2 new publications, work underway on three more</p> <p>D. In regard to tools and methods: RMI Toolkit version 1.1 issued RED version 3.2 issued PAM prototype released SOURCE disseminated</p> <p>Largely achieved i.e.</p> <p>A. Road Fund Association (ARMFA) created with 17 original members, road fund conference held</p> <p>B. AGEPAR annual meeting and technical seminar held. AGEPAR starts implementing a partnership agreement with the program</p> <p>C. About 90% of programs have IT infrastructure in place, compared to 100% target</p> <p>D. First French language senior course held in ENPC. Paris June 2003. Program supports Birmingham course and a first time program in Pretoria, South Africa.</p>	<p>Individual country programs not reviewed and agreed on a systematic basis. Nearly all active programs are integrated now with country sector reform and investment programs supported by the Bank and donors. No regional workshop was held.</p> <p>RMI/RTTP Manifesto used as a basis for an SSATP commitment Statement to be agreed to by future program adherents.</p> <p>All but 3 RMI members participated in one of more coordinator meetings</p> <p>No interim meetings or joint reviews took place. These can be considered to be absorbed effectively by country coordinators' meetings (under 2) and country program support (under 1).</p> <p>13 RMI members are founders of ARMFA</p> <p>7 francophone and 7 Anglophone RMI member countries participated in at least one capacity building activity in 2003.</p>

Rural Travel and Transport Program (RTTP)

The RTTP component was managed by Dieter Schelling, with the support of George Banjo, Silue Siele and Elias Tseggai. RTTP supported the participatory formulation of national policies and programs that aim to: (i) improve the planning, financing, building, and maintenance of rural transport infrastructure; (ii) improve rural transport services and mobility through the adoption of appropriate transport technologies to facilitate people and goods movement; and (iii) promote least-cost methods and the development of local contractors.

Summary of Main Achievements in 2003 – Rural Travel and Transport Program (RTTP)		
Planned Outputs	Achievements	Notes
<i>Country Programs</i>		
Burkina to progress from stage 2 to 3	Nation strategy adopted and implementation on-going	
Cameroon to continue in stage 3	PRODOC enhanced with findings on gender and IMT	
Chad to progress from stage 2 to 3	No reports	RTTP Coordinator died in a road accident
Cote d'Ivoire to progress from stage 2 to 3	No progress due to political situation	
Ethiopia to continue in stage 3	Further progress in preparation of local transport plans	Implementation ERTTP ongoing under World Bank and multi-donor assistance
Ghana to progress from stage 2 to 3	Preparation of policy concluded can move to stage 3	
Guinea to progress from stage 2 to 3	No RTTP activities	But work on transport and poverty
Madagascar to progress from stage 2 to 3	Full scale rural transport project ongoing	
Malawi to continue in stage 3	Further progress in implementation	RTTP activities now supported by NDF
Mozambique to progress from stage 2 to 3	RT policy still awaiting adoption by cabinet	
Nigeria to progress from stage 2 to 3	RT policy prepared but not yet adopted	Rural Access and Mobility project under preparation
Senegal to progress from stage 2 to 3	No progress reported	Report available
Tanzania to progress from stage 2 to 3	Substantial progress of VTTP noted	RTTP impact now required on Road Act under preparation
Zambia to progress from stage 2 to 3	RT policy still to be adopted	Implementation to be facilitated under new Bank operation
<i>Dissemination and Marketing</i>		
Rural Transport Knowledge Seminars	Training materials finalized	Completion expected early 2004 after which training the trainers seminars for Francophone and Anglophone participants will be held
Revamping of the rural transport knowledge web pages	SSATP website improved and updated	
<i>Knowledge Creation</i>		
WB TP on developing rural transport strategies	Still to be prepared	Completion should be sought in 2004
Guidelines for rural transport in multi-sector projects	Note prepared in English and in French and added to SSATP website	
Rural transport indicators, benchmarks and database	Initiative integrated into SSATP WP 2004-2007 indicator initiative	
Analysis of labor-based issues	Concept Note prepared	
Characteristics of intermediate means of transport	Activity on-going	
Partnerships with IFRTD	Participation in IFRTD IMT, dissemination workshop in Guinea, participation in policy formulation activity concluded	
ILO-ASIST, GRTI		
<i>Meetings and Conferences</i>		
Annual RMI/RTTP Coordinator's meeting	Held in April in Nairobi	
Sub-regional RTTP Coordinator's meetings	Jointly with the above	

Urban Mobility (UM)

The Urban Mobility Component was managed by Patrick Bultynck and Hubert Nove-Josserand, and included Fanny Barrett (Program and Procurement specialist). Lack of cost-effective services, inappropriate regulation, growing traffic congestion, increasing air pollution and poorly designed and maintained urban infrastructure are factors in the crisis. The UM component supports the provision of safe, efficient, and less polluting transport in the cities of Sub-Saharan Africa, with special attention to those most affected by the urban mobility crisis, the urban poor. In 2003 this component suffered from limited financial resources, essentially to the ones coming the French trust fund and directed towards the study focusing on the linkages between urban mobility issues and the poverty reduction.

Summary of Main Achievements in 2003 – Urban Mobility (UM)		
Planned Activities	Achievements	Notes
Organization of national workshops on scoping studies in 3 cities NMT findings dissemination	Done successfully in one city, Nairobi (Kenya) Review of the documents on the findings of the experiment in Kenya/Tanzania was carried out and dissemination strategy was laid out The study started in June 2003 for both cities; results are expected in 2004	Achievement limited by budget size This activity was a follow up of the assessment of the experiment done in 2002; Preparation of the findings reports will be done in 2004 The study initially planned to be done in Abidjan had to be redirected to other cities due to the instable situation in Cote d'Ivoire Postponed
UM and Poverty study on Conakry and Douala to understand the linkages and recommend action for poverty reduction Preparation of a toolkit on micro-entreprise concessioning Preparation of and participation in the annual meeting in Kigali	Not yet started The specific Urban Mobility sessions were well attended and elaborated a revised work program. In parallel with these sessions the UATP was officially created	There will be a need to include technical presentations on UM issues during SSATP annual meetings to support the progress on reforms
Unplanned Activities Several new activities were introduced as a result of the Kigali annual meeting but none to be done in the year 2003		

Trade and Transport (T&T)

The T&T component is managed by Marc Juhel in Washington, with the support of Jean-Francois Marteau. It is helping to develop a better understanding of the whole transport chain along several transport corridors in Africa. This should lead to remedial measures with an emphasis on trade facilitation, revision of institutional and regulatory aspects and better organization of regional transport operations. To do so, the program is marching ahead with the establishment of an observatory of abnormal practices along priority transport corridors in West Africa, in close cooperation with UEMOA and ECOWAS. Similar work is also now underway for Eastern and Southern Africa. Simultaneously, the completion of a comprehensive inventory of all existing regional legal instruments aiming at facilitating trade and transit in sub-Saharan Africa paves the way for specific actions to be undertaken at the country level to progress towards harmonization and effective implementation of facilitation measures.

Summary of Main Achievements in 2003 - Trade and Transport (T&T)		
Planned Activities	Achievements	Notes
<p>Assistance to UEMOA to set up an Observatory of Abnormal Practices along three pilot corridors in West Africa</p> <p>Assistance to Corridor Authorities in Eastern and Southern Africa to implement cost/time monitoring systems</p> <p>Transport and Trade Facilitation Audits a subset of countries</p> <p>Trade and Transport Regional Workshop</p>	<p>Two regional transport corridors chosen by UEMOA; work in Côte d'Ivoire delayed. Pilot stage completed</p> <p>First stage of the baseline survey for the Northern Corridor Transit Transport Association (NCTTCA - Kenya, Uganda, Democratic Republic of Congo, Rwanda and Burundi.) completed</p> <p>Work carried out between May 2003 and December 2003</p> <p>Contacts taken with the Dar-Es-Salaam Corridor Association (TanZam) and the Walvis Bay Corridor Group (TransKalahari), who both have requested SSATP support</p> <p>Malawi, Zambia and Mozambique identified as candidates within the context of Integrated Framework (IF) studies</p> <p>The regional workshop for the Trade and Transport component was held as part of the SSATP Annual Conference in Kigali in May 2003. There were 60 participants</p>	<p>Pilot data collection carried out between May and November 2003. Reports available.</p> <p>Work carried out between May and December 2003</p> <p>Work to start in 2004</p> <p>Work program formalized and launched in 2004</p> <p>Malawi audit completed in early 2004, Zambia and Mozambique to follow</p>
<p>Review of regional Trade Facilitation Legal Instruments</p> <p>New Activities (approved in Kigali in 2003)</p> <p>Port Facilitation (security, community based information systems)</p> <p>Review of Maritime Transport and Port Operations in West Africa</p> <p>Assessment of existing corridor management arrangements or structures</p>	<p>Study to catalogue 125 legal instruments to facilitate trade and transport between Sub-Saharan African countries. Work initiated in 2002, pursued throughout 2003</p> <p>First identification mission carried out in Mombasa and Dar-Es-Salaam</p> <p>Draft report completed</p> <p>Not started yet</p>	<p>Final version, including the text of all official documents, to be published in June 2004. This work will provide the ground for efforts on a sub-regional basis to harmonize regional/national legislation to meet present transport and trade needs</p> <p>Port Security assessments to be completed in 2004. Terms of Reference already prepared for Kenya</p> <p>Final report to be published in 2004</p>

FINANCIAL TABLE

Table 1. Total resources for 2003 by component and source of funds

Partners	ADMIN FEE	SSATP MGMT.	RMI	RTTP	UM	T&T	TOTAL
Denmark TF023674		154,176	64,974	91,770	-		310,920
UK TF020924		24,826		147,845			172,671
Ireland TF024321		135,219		81,556			216,775
Belgium TF026340					106,119		106,119
France TF028197		31,106	304,967		15,905	80,991	432,969
Denmark TF028421			81,789				81,789
Ireland TF051167	20,553	130,327	88,382	88,244	74,956	43,499	445,961
UK TF050972	8,000	168,638		15,933			192,571
France TF050795	21,490	829			103,823	22,000	148,142
BB		282,346	215,074	154,597	182,066	54,607	888,690
Grand Total	50,043	927,467	755,186	579,945	482,869	201,097	2,996,607

Partners	SSATP MGMT.	RMI	RTTP	UM	T&T	TOTAL
Denmark TF023674	17%	9%	16%	0%	0%	10%
UK TF020924	3%	0%	25%	0%	0%	6%
Ireland TF024321	15%	0%	14%	0%	0%	7%
Belgium TF026340	0%	0%	0%	22%	0%	4%
France TF028197	3%	40%	0%	3%	40%	14%
Denmark TF028421	0%	11%	0%	0%	0%	3%
Ireland TF051167	14%	12%	15%	16%	22%	15%
UK TF050972	18%	0%	3%	0%	0%	6%
France TF050795	0%	0%	0%	22%	11%	5%
BB	30%	28%	27%	38%	27%	30%
Grand Total	100%	100%	100%	100%	100%	100%

Table 2. Actual expenditure against notional 2003 Business Plan and 2002 actuals

	2003 Business Plan US\$	2003 Actual Expenditure US\$	2002 Actual Expenditure US\$
Program Management	904,000	927,467	957,000
RMI	1,349,000	755,186	676,000
RTTP	1,222,000	579,945	1,098,000
UM	962,705	482,869	483,000
T&T	659,082	201,097	185,000
RR	0	0	49,000
Totals	5,096,787	2,946,564	3,448,000

Note: 2003 expenditure does not include US\$500,43 administrative charges

Table 3 – Expenditure breakdown categories by component

Cost Element	SOF	PM	RMI	T&T	UM	RTTP	TOTAL
SALARY	Bank Budget	40,835	71,616	42,427	126,085	89,139	370,102.00
BENEFIT		0	-	0	0	-	0.00
INDIRECT		0	-	0	0	-	0.00
AIRFARE		44,160	100,303	8,152	41,251	20,623	214,489.00
SUBSISTENCE		11,300	16,741	1,872	3,120	4,861	37,894.00
PRESS CONF/MTG		0	-	0	3,697	2,748	6,445.00
OTHER		2,436	2,981	437	745	2,349	8,948.00
REPRESENTATION		200	83	0	0	-	283.00
ANNUAL MEETING, FACILITATION		78,463	-	0	0	25,993	104,456.00
TRANSLATION/PROOFREAD		159	1,210	0	500	-	1,869.00
SHORT TERM CONSULTANT		104,793	22,140	1,719	6,668	8,884	144,204.00
	Sub Total BB	282,346	215,074	54,607	182,066	154,597	888,690.00
SALARY	Trust Funds	184,348	165,933	36760	22,636	108,639	518,316
BENEFIT		32,452	69,068	18350	9,500	54,320	183,690
INDIRECT		64,652	24,900	7650	960	89,000	187,162
AIRFARE		118,289	142,584	13265	19,065	81,761	374,964
SUBSISTENCE		17,183	22,607	3381	86	13,210	56,467
ANNUAL MEETING, FACILITATION		57,955	79,996	23213	34,442	57,801	253,407
OTHER		15,681	13,209	240	1,023	246	30,399
LUMP- SUM CONSULTANT		97,384	0	20899	0	0	118,283
TRANSLATION/PRINTING		1,938	459	0	4,692	77	7,166
Misc. & Contingency		4,320	3,632	0	1,099	388	9,439
Short Term Consultant		36,943	16,499	22732	44,130	7,200	127,504
Contractual Consultant		13,976	0	0	163,170	8,114	185,260
Software Purchase		-	0	0	0	0	0
Honorarium &Royalty		-	0	0	0	0	0
Participant Costs		-	0	0	0	0	0
Training External		-	1,225	0	0	4,592	5,817
Housing Allow-Utility		-	0	0	0	0	0
Supplies/Rent/Lease		-	0	0	0	0	0
	Sub Total TFs	645,121	540,112	146,490	300,803	425,348	2,057,874
Grand Total BB & TFs		927,467	755,186	201,097	482,869	579,945	2,946,564

PROGRAM MANAGEMENT (PM)

While the goal of the 2002/2003 Business Plan retained its relevance, activities for 2003 (proposed at the end of 2001), had to be prioritized in line with the continuing financial and management capacity constraints, and to respond to changing circumstances. These latter had to do with a number of issues and demands which arose during the year, notably the reinforcement of engagement with Regional Economic Communities (RECs), the development of a practicable approach to clarifying and strengthening the links between poverty reduction and transport strategies, and the need to move forward on specific outputs of the 2003 annual meeting. Consequently (as in 2002) it was not possible to commission independent financial and technical reviews, a TV show was not produced (although the long awaited Northern Corridor video was completed), and staff redeployments could not be put in train. Nevertheless, it is hoped that this report will demonstrate that progress to achieving strategic objectives was marked by solid gains.

Development Objectives

The long-term strategic objective of the Program articulated by stakeholders and partners at the 2002 Maputo Meeting was to ensure that transport strategies were anchored in poverty reduction strategies as expressed in PRSPs. The overall development objective for 2003 was, therefore, the adoption by members, partners, and donors of the Long-Term Development Plan (LTDP) 2004 – 2007, whose formulation had entered a widely based series of reviews and iterations as the year commenced.

The broad acceptance of an early draft by donors in December 2002 had increased the credibility and acceptability of the approach of the LTDP. In 2003 it was necessary to ensure that the framework of the LTDP would allow for not only the basic strategic objectives which had flowed from the 2001 NEI Study, but also accommodate the widening dimensions of transport strategies, particularly their regional expression, and their responsiveness to the demands of NEPAD and the role of RECs as implementing agencies of the NEPAD Short Term Action Plan for Infrastructure.

A priority objective for 2003 was to locate at the heart of the SSATP long-term strategy, practicable processes of policy development and implementation that would ensure coherence with poverty reduction strategies, as without these the long-term objective could not be achieved.

Additionally, in order to achieve consistency between responses to prioritized demands of stakeholders and partners, while ensuring coherence with the overarching Program goal, it would be necessary to put in place a programmatic approach to the ordering and management of initiatives.

Finally, the development objectives for 2003 take their place within the notion of 2002/2003 constituting the “consolidation phase” of the SSATP. This concept underpins the 2002/2003 Business Plan, and aptly describes the need to place the program on a clear strategic track, and to implement a number of complementary transitional activities.

Program Management Purpose

The 2002/2003 logframe purpose was to manage component and program resources and outputs in an efficient, transparent, and accountable manner responsive to program objectives and stakeholder demands. In essence this remained the purpose for 2003.

Provisional Outputs Planned for 2003

The 2002/2003 logframe sets out the following provisional outputs:

- Program management and progress reports reliably achieving quality and scheduling targets;
- Staff and other deployments made or ready to be made (PAIP). Stakeholders aware and collaborating with PAIP*;
- Good communications maintained;
- SSATP profile enhanced;
- Independent technical and financial reviews.

* PAIP stands for “Program Approach Implementation Plan” – and is now known as the Long-Term Development Plan, LTDP

Outputs Achieved in 2003

Reports

The progress report for 2002 was issued in May 2003 in a new format (replicated in this report for 2003). It was generally well received by the 2003 Annual General Meeting and adopted. The principal comment on the report was that in future more detail in the financial tables would be appreciated.

The report of the Kigali Stakeholders’ Meeting was issued in English and French in July 2003, and the first draft of the Annual General Meeting report circulated at the end of July, and the final draft in October.

Staff Deployment – Stakeholders “buy-in” to the LTDP (PAIP)

It will be convenient to discuss the LTDP (staffing and deployment are a feature of the plan). As noted earlier, donors, at a meeting in Brussels in December 2002, broadly endorsed the concept and framework of the LTDP. At the same time they indicated they would be prepared to favorably consider (and recommend to their managements) support to the 4 year funding needs.

However, one crucial element of the LTDP that required further elaboration was the way in which engagement RECs would be promoted and strengthened. This was particularly important as signifi-

cant funding would be required for regional Program in initiatives, and clearly the priorities had to be determined by RECs to ensure regional ownership. This was achieved through the facilitation of a REC Task Force (see T&T component of this report) which synthesized inputs from SADC, COMESA, UEMOA, ECOWAS, with key UNECA staff acting as resource persons. ECCAS and CEMAC had been actively encouraged to participate but regrettably logistic and communications problems prevented their involvement in early collaborative efforts, but that was made good, to an extent, at the Kigali meeting when CEMAC was strongly represented.

Consequently, the final, May 2003, draft of the LTDP did incorporate all the required adaptations, and was adopted unanimously by the Annual General Meeting (AGM) of the Program, on May 30th, in Kigali. This provided endorsement of the LTDP staffing proposals, which called for regional coordinators based in Africa, and the appointment of a Deputy Program Manager. A Constituent Assembly meeting, convened after the closure of the AGM, discussed the staffing, and mandated the Board to oversee recruitment to address key needs. Clearly, the CA wanted to approach the subject with some caution, which was understandable because until firm financial commitments had been translated into actual money, no recruitment exercise could be commenced. In fact, it was not until December 2003 that a financing agreement with the EC was well on the way to being established, and thought could be given to hiring new staff. (Sufficient funds became available in February 2004).

Maintenance of Communications

External communications remain the most delicate aspect of the program's activities. Outside meetings, visits, and workshops where important face to face communications and engagements are possible, the program is forced to rely on email, fax, and its website. Although there has undoubtedly been improvement, with more and more of our key partners turning to and relying on electronic communications, the media is by no means as ubiquitous as it is in other parts of the world.

2003 saw increasing use of World Bank resident missions as channels of communications concerning meetings, travel arrangements, and logistics. And the program was extremely well served by those offices.

During the year there were 2 important program management notes issued, in March (PMN 8) and November/December (PMN 9). This may seem a small number, but it should be remembered that the Kigali Meeting at the end of May served as the principal communication event of the year, and was back-stopped by 2 RMI/RTTP workshops in the run-up to Kigali, a REC Task Force meeting at the beginning of May, and an important follow-up workshop in Belgium in December. Numerous reports and papers were published throughout the year, adding to the total communications picture, as well as 5 PM missions.

Internal communications were satisfactory, with 6 program management team (PMT) meetings throughout the year, not including the Kigali Meeting. However, for World Bank operational staff who provides key inputs to the PMT, increasing pressure from operational work loads has made their time-management tasks more and more difficult as far as the SSATP is concerned. There are no indications that the situation is likely to become easier in future.

Governance arrangements demand good communications between the SSATP Board and the PMT, and these were maintained throughout the year, with 4 Board meetings. Two teleconferences (April 10th & September 5th) were held, and two physical meetings on May 29th and October 31st.

The Constituent Assembly held 2 meetings, on May 30th (in Kigali) and on October 31st (in Brussels). At this latter the SSATP Board's term of office was extended for a further 12 months.

SSATP Profile

Evidence of the way in which the SSATP profile has been elevated among transport professionals was provided by the very large participation in the 2003 meeting at Kigali. More than 250 attended, a significant number of whom, about 100, were self financed. However, the scale of the turn-out cannot be attributed to any specific PR or awareness-raising strategy. It is believed, rather, that the profile has been enhanced by increasing and intense engagement by members of the PMT through missions, visits, meetings, by Board Members' exemplary pro-active promotion of the Program, and most of all by program members themselves recognizing that the program belongs to them, and recognizing the value that it can add to their professional and institutional activities.

However, mention should be made of the long awaited SSATP video which examined the conditions under which long distance road transport operations are carried out along the Northern Corridor, between Mombasa in Kenya, Kampala in Uganda, and Kigali in Rwanda. This was shown for the first time during the annual meeting in Kigali, and was well received. It was then shown at a June meeting of the UN in New York as part of the preparations for the global land-locked countries conference in Addis Ababa in August. When certain copyright issues (to do with the music sound track) are resolved, it will be available for much wider public distribution. A French version is nearing completion.

Raising the SSATP profile at PM level was also achieved through participation in a number of regional meetings, notably the AfDB trans-Africa highway meeting in Addis Ababa in January, through a visit to the NEPAD Secretariat in Mid-Rand, Pretoria, in May, through participation in an EC regional sectoral management training event in Nazaret (Ethiopia) in September, and through participation in a Central Africa Ministerial meeting (transport) under the auspices of UNECA, in Yaounde, in December.

Technical and Financial Reviews

As in 2002, it was not possible to undertake these reviews due to shortage of funds. However, a major mid-term "output to purpose" review of the LTDP is scheduled for 2006.

"Unplanned" Outputs

The use of the word "unplanned" may be misleading, implying ad hoc or opportunistic activities and results. The outputs described below are entirely consistent with the purpose and goal of the LTDP, and as has been noted earlier, were driven by demands which flowed from the stakeholder adoption of the long-term strategy, which was fully articulated after the formulation of the 2002/2003 Business Plan.

Amongst these outputs are perennial products such as publications, as well as those flowing from new strategic and programming activities.

The 2003 Annual SSATP Stakeholders' Meeting and Annual General Meeting

The 2003 meetings were held in Kigali, Rwanda, at the end of May. Taking the “inclusive” model of the 2002 meeting in Maputo, the 2003 event was tightly focused on the need to generate specific outputs to determine the way in which the program should be organized to deliver relevant and appropriate results to address the priority policy development needs of members.

Partly as a result of the success of the previous year's meeting, attendance was high, although participation by the private sector and non-transport actors remained lower than desirable. Nevertheless the results were extremely valuable – adoption of the LTDP, adoption of a thematic framework for the 2004 Work Program, good progress to mainstreaming engagement by RECs, and a clear direction for addressing the poverty reduction agenda.

Dissemination – Publications

During 2003 were produced 9 Working Papers, 2 Technical Notes, 5 CD-Roms, and the year saw the “migration” of the SSATP website to the new World Bank Templates

Working Papers

1. Working Paper 72F “Améliorer la mobilité rurale”
(the English version was published at an earlier date)
2. Working Paper 73 Draft version of “A Review of Legal Instruments to Facilitate Regional Trade and Transport in SSA”
(the final version is now completed in English and French)
3. Working Paper 74F “Guide de mise en concession ferroviaire”
(an English version is under preparation)
4. Working Paper 64 “Railway Concessioning”
(the original text was already published)
5. Working Paper 75 “Urban Transport Services in SSA”
6. Working Paper 76 “SSATP 2003 Annual Meeting Proceedings”
7. Working Paper 76F “Actes des réunions annuelles du SSATP”
8. Working Paper 77 “Guidelines for the Review of National Transport and Poverty Reduction Strategies”
9. Working Paper 77F “Directives relatives à l'examen des stratégies de transport et de réduction de la pauvreté”

Technical Notes

1. Africa Technical Note 35 “Taming HIV/AIDS on Africa's Roads”
2. Africa Technical Note 35F “Traquer le VIH/SIDA sur les routes de l'Afrique”

3. Africa Technical Note 36 “Training of Small Scale Contractors for Rural Road Maintenance in Lesotho”

CD-Roms

- 1 RMI Toolkit version 1.1
- 2 Railway Concessioning Guidelines (in English and in French)
- 3 SSATP Publications 2003
(this CD-ROM is produced on a yearly basis)
- 4 Legal Review with Main Instruments Annexed
(draft version, the final CD-Rom is being finalized)

Reports

1. The Long Term Development Plan (in English and in French)
2. The PRSP/Transport Case Studies Final Report (in English and in French)
3. The PRSP/Transport Workshop Report in English and French
4. The 2004 Work Program
5. The REC Task Force Report

In 2003, every effort was made to produce simultaneously all documents related directly to the Program’s core activities in English and French. The Kigali Annual Meeting Proceedings were for instance distributed shortly after the event in both languages. As for the actual published documents (Working Papers, Discussion Papers and Technical Notes) all efforts are and will be applied to ensure that most and at the minimum key documents are available in both languages.

All of the above listed documents can be downloaded from the SSATP website.

Engagement of RECs

Work by RECs and the PMT to mainstream regional policy implementation in support of the NEPAD STAP resulted in the adoption a regional integration theme as one of the pillars of the SSATP 2004 Work Program (see below). Additionally the notion of the SSATP providing the environment within which inter-REC coordination has been accepted, and the interim arrangements establishing the REC Task Force will form the basis of a permanent and sustainable coordination mechanism.

Operationalizing approaches to coherent poverty reduction/transport strategy development

Following the issuing of the October 2002 concept note concerning comparative analyses of poverty reduction and transport strategies, a participatory methodology was developed by a specialist consultant and piloted in 3 countries (Tanzania, Guinea, Rwanda) early in 2003 and the findings reported to the Kigali Stakeholders’ Meeting. Chief among them were limitations within PRS

frameworks for addressing mobility issues for the poor, transport sector strategies unsynchronized with poverty reduction goals, and weak mechanisms for cross-sectoral policy dialogue. The findings were then reviewed by the meeting, which endorsed the approach and made a number of recommendations for improving the methodology.

A draft of an improved methodology was workshopped by participants in the original pilot studies, poverty and transport specialists from the World Bank and outside, and a revised version, in French and English, issued in December ready for application in 2004. This version was also presented by the SSATP consultant to a meeting of European transport specialists at a meeting in Brussels on October 30th where it attracted much interest.

A Thematic Work Plan for 2004

Among the outputs of the Kigali meeting had been a range of priority policy implementation activities from a number of working groups. These were synthesized into categories, and from this emerged a number of distinct themes. These in turn were assembled into what was adopted by the meeting as the framework for the 2004 Work Program. Overarching all is the canopy of responsive transport strategies with 3 specific initiatives: the expansion of poverty reduction/transport strategy analyses using the developing methodology reviewed by stakeholders, the establishment of databases and data collection by member states so that a range of transport performance indicators may be generated, and continued movement towards SSATP coordination at regional and national level.

Supporting this “canopy” and feeding into it are three thematic groupings of activities, road management and financing, affordable transport services, and regional integration through transport corridor facilitation and REC coordination.

Following the Kigali meeting a draft work program was issued in August 2004, which underwent a series of iterations through a review process, and which was adopted as a working document, subject to a schedule of agreed improvements, by the October 31st Constituent Assembly meeting in Brussels. This same meeting saw the delivery of sufficient firm funding pledges for the bulk of the 2004 activities to be initiated as funds became available.

Program Management Team

The team continued to be lead by Nigel Ings, supported by Gylfi Palsson (Program Administrator), Tekie Sium (Financial Manager), Monique Desthuis-Francis (Publications, Translation, Web-Site Manager) and Sandra Giltner (Communications Specialist) who left the World Bank in November. Tony Borges (Team Assistant) moved to a new position in September, and was replaced by Mark Njore who was assisted by Anne Njuguna. Fanny Barrett joined from the UM component and played a key role in procurement, logistics, and trust fund management.

Resources

See Financial Tables for details.

It will be noted that resources remained highly constrained with great dependence on allocations from the World Bank budget, and steady support from the last tranches Denmark's and the UK's TF. Contributions from Eire provided at the beginning and end of 2003 helped greatly, as did the first Tranche of Sida's new agreement in December. France maintained valuable assistance for important urban mobility and poverty work, and in support of a key RMI specialist.

Meeting the Purpose of the 2003 Work Program

Given the need to adapt activities to increasing clarity of "strategic" demands from stakeholders, and the continuing constraints on management and financial capacity, results, by and large, clearly contributed well to achievement of the program's purpose. This was especially true with regard to responsiveness to program objectives, clarified within the LTDP, and to the overarching goal of embedding transport strategies in poverty reduction strategies.

Results contributed well to the regional dimension of the SSATP partnership, marrying engagement with RECs within a focus on corridor transport facilitation, fully supportive of wider regional goals articulated by the AU's NEPAD.

Meeting the Development Objectives

At the level of the BP 2002/2003 the program can be said to have achieved its development objective in terms of completing the "consolidation phase" of the SSATP. It will be recalled that at the commencement of 2002, building on the outputs of the 2001 Strategic Study, and using the SSATP Framework, the governance instrument, the program set itself the difficult task of maintaining focus on key policy development areas where there remains much "unfinished business" while moving through a transition to a programmatic approach. At the same time it was necessary to instill a renewed sense of ownership in partners and member countries, and to rebuild donor confidence at a time when support to transport related initiatives was slipping lower on the priority lists of development agencies. By the close of 2003 there had been solid gains in all these areas.

Concerning the program's higher goal, as has been noted in a number of places in this report, there has been good progress towards developing and understanding the linkages between transport strategies and the poverty reduction agenda. The dynamic process of formulating a cross-sectoral participatory strategy analysis methodology, maintaining a good balance between capacity and quality, and ensuring unambiguous ownership of the outputs within the national communities concerned, promises much for the future.

The formulation of the first of a sequence of annual work programs whose outputs will result in the achievement of the long-term SSATP goal was boosted by the funding pledges of donors. And the designation of the 2003 annual meeting in Kigali as the launch of the LTDP added to the credibility of the plan, and clearly signaled the partnership's ownership.

Impacts

Confidently identifying long-term impacts would be unrealistic, but it is possible to begin to discern positive trends. In countries which participated in the poverty reduction/transport analyses

findings have led to better arrangements for addressing deficiencies in PRSPs and transport strategies, and, as importantly, the policy development and implementation processes themselves.

The program's long-term engagement with the institutional and financial reforms required to address infrastructure management continue, along with development of management tools. However, 2003 saw the program beginning to turn its attention to transport services, their affordability, and to develop more coherent focus on the mobility needs of the rural and urban poor.

Within the partnership itself, the impacts of the attention paid to the demands of members has resulted in an increase in confidence in the program as an instrument owned by member countries, and in its value as a forum where all partners, at national and regional levels within SSA, and development agencies concerned with the sector, can share their vision, and develop concrete action plans which enjoy a very broad ownership base.

Lessons Learned

The model of Maputo, adapted at Kigali, has validated the concept of broad based "inclusive" annual meetings. However, the Kigali meeting strained PMT capacity and financial resources to the limit, and was very ambitious in its scope and the outputs planned. In future, annual meetings will be shaped by the demands of the LTDP to concentrate principally on work program results and agreement on planning for the next year's activities.

Progress towards the establishment of SSATP coordinators or coordination functions has been slow. This is inevitable given the principle that countries and communities must decide for themselves, within the parameters of guidance from the program, just how they envisage SSATP coordination. The PMT decided at the outset that there was no "one size fits all" model, and that the role of component coordinators, particularly RTTP and RMI champions, may well continue to feature prominently in some member countries. However, it is also believed, that the essentially "programmatic" approach to the poverty reduction/transport strategy analysis work will catalyze participating countries and may provide, through the process, working "de facto" examples of what SSATP coordination is all about.

The capacity limitations of the PMT were increasingly apparent as work loads increased, and World Bank operational demands escalated. The value of locating management within the World Bank is predicated on the notion that the policy development experience and outputs of the program will pass directly into the Bank's operations through the engagement of task team leaders in directing implementation of program initiatives. This remains true, but the value that the World Bank places in the program depends upon the success of internal dissemination of program lessons, and the time available for TTLs to spend as members of the SSATP team. The former has not been as successful as would be desirable, and the latter is diminishing. This requires an especial effort with regard to selling the program in Washington, and very careful management of a diminishing resource with regard to WB staff time.

ROAD MANAGEMENT INITIATIVE (RMI)

Development Objectives

Economical road transport is essential for addressing poverty and economic growth in Africa. RMI works closely with client countries to identify the underlying causes of poor road maintenance performance and to develop policy reforms to bring about sustainable maintenance for all types of roads. The key recommendation that has emerged from earlier phases of RMI is commercialization: charging for road use on a fee-for-service basis and managing roads as a business enterprise. Since governments own most roads, implementing this concept requires reforms in ownership, financing, responsibility and management.

In the fifteen or so years since its inception, the RMI has made a major contribution to promoting sustainable management and financing of the public road sector in SSA. In recent years, notably since the 14th Annual Coordinating Committee meeting held in 1999, component management has worked more closely with the client countries and country coordinators in order to hone component objectives and increase the relevance and expected impact of program interventions. Through ongoing stakeholder consultations, the following have been confirmed:

The overarching goal is to enhance the contribution to the promotion of poverty focused transport policy development, which could imply a degree of institutional convergence with other elements of SSATP; The policy development process must take full account of other sector and social imperatives to ensure the relevance of RMI to national and sub-regional priority objectives.

Specific program outputs should be geared to delivering benefits in three core areas: advocacy, good governance and ownership; building capacity and resources for sustainable management; and monitoring, evaluating and disseminating lessons learned.

Purpose of the 2003 Work Program

The purpose of RMI, as spelled out in the Business Plan for 2002 and 2003, has been to have more countries adopting and implementing road management and financing policies which are both consistent with RMI principles and which are responsive to the needs of the poor.

Outputs Planned for 2003

Outputs fall into three broad categories – country program support with a strong emphasis on advocacy for reform; dissemination of information; and capacity building for improved polices and better road management.

Country Program Support

Up to 18 RMI country programs were to be consolidated with objectives and implementation strategies agreed to:

New programs were to be established in **Guinea** and two others to be determined. Work was to continue in six countries which did not have a Bank-assisted Sector Investment Programs (SIP): **Chad, Senegal, Angola, Kenya, Togo, and Zimbabwe**. Work was to continue in nine countries which had a Bank-assisted SIP: **Tanzania, Zambia, Ghana, Malawi, Ethiopia, Mozambique, Madagascar, Cameroon, and Uganda**

Dissemination Activities

Information on road management and financing policies was to be disseminated through various media to raise awareness and to promote change. These activities were to consist primarily of:

- Country coordinators meeting
- Website development
- Publications
- Regional workshop
- RMI tools and methods

Capacity Development Activities

Capacity was to be enhanced at regional and country level for the development and implementation of appropriate road management and financing policies. These activities were to comprise primarily the following:

- Cooperation with the planned Road Fund Association
- Interim meetings
- Maintain IT network
- Participation in joint reviews
- Multimedia policy courses

Outputs During 2003

Country Program Support

There are now 19 countries who are formally members of RMI. Added to those recognized as members at the beginning of 2002 are: Burundi, Gabon and Niger. The number of members has increased by about 50% over the last 3 years and there is now a much better balance between the francophone countries (numbering 9) and the rest. In addition it should be pointed out however that the number of countries implementing RMI inspired policies is greater than this. Some, but not all, of these countries also enjoy support from the Bank and the donor community.

As a reflection of the maturity of the component – and of the RMI programs in many member countries - there are a decreasing number of cases of discrete, separate RMI program interventions at country level. The preferred approach of the program has been to work in concert with World Bank, EU and bilateral supported sector programs or projects. The program has thus been able to complement and reinforce the impact of these donor funded interventions as far as policy formulation and implementation goes, with specific reference to the three core areas mentioned above.

The program has not been reviewing and agreeing country programs on a systematic basis in line with the originally conceived outputs on the logframe underpinning the 2002 and 2003 Business Plan. In all but a few cases, where a new reform program is just underway or where there have been significant slippages or delays in the implementation of comprehensive road sector programs, the RMI program is effectively integrated into sector planning and programming. The program does expect however that country coordinators will continue to actively push for performance monitoring and the dissemination of information on achievements and impacts within their countries.

Below is summary of those country programs in which the RMI management team made a significant input during 2003.

Burundi – The program provided input to the Bank review of the proposed Road Sector Development Project in regard to strengthening policy and institutional provisions for road management and financing.

Cameroun – The program is providing support to the current review of the legislative and institutional framework for the road fund operation, as well as helping evaluate a proposed “second window” to fund sector investment.

Chad – The program participated in one mission to help review the study for resource mobilization strategies for the road fund and to assess progress on the program for performance based maintenance contracts.

Gabon – A new member country for RMI for which the program is providing assistance in reviewing the institutional and operational arrangements for the road fund. The government has acknowledged that the original framework falls well short of “second generation” principles. The program has been providing advice, including comments on the proposed terms of reference for a review study to be carried out in 2004. The program held a number of high level meetings on this subject in Libreville in December 2003.

Guinea – Another new member country for which the program is providing assistance in conjunction with the Bank team in regard to the establishment of a new second generation road fund. It should be recalled that the RMI had been intensively involved in the work up to the time the decision in principle was taken.

Malawi – The program participated in two Bank missions during the year in regard to: finalizing comments on the five year business and strategic plan for the National Roads Authority; advising on how to manage the proposed institutional splitting of the road fund administration from the NRA.

Madagascar – The program continues to provide support to the work of the Bank team on the restructuring of the road fund to bring this into line with second generation principles.

Tanzania – The program provided advice and comment in regard to the proposed Roads Act which inter alia is expected to address some perceived problems in the current institutional framework for TANROADS.

Togo – The program provided input to the Bank in the implementation completion review of road sector support to Togo which had helped to create one of the stronger performing road funds in francophone Africa.

Zambia – The program participated in two Bank missions during the year in regard to: carrying out a financial strategy review exercise to address underperformance in relation to road maintenance funding; defining implementation strategies for the new institutional structures to be put in place in 2004 – further to legislation enacted in line with the national transport policy of April 2002.

As far as non-RMI member countries go, the program provided support to a Quality Enhancement Review for future proposed Bank assistance to the **Lesotho** road sector, this with a view to remedying some perceived weaknesses in the performance of the road fund and in the structure of road management responsibilities. The program was also called upon to support the transport sector review in **Mauritania**, participated in one mission and provided input on management and financing issues.

Dissemination Activities

Country coordinators meeting. RMI country coordinators met together with their RTTP counterparts in two language groups – the anglophones in Nairobi April 3-4, 2003 and the francophones in Dakar April 10-11, 2003. In addition country coordinators convened May 24-25, 2003 in Kigali on the eve of the SSATP Annual Meeting. The primary purpose of these meetings was: to collect comments and consolidate the position of the coordinators vis-à-vis the draft Long Term Development Plan (LTDP) for SSATP; to provide input in regard to the prioritization of program activities for eventual inclusion in the 2004 Work Plan.

Total attendance at the Nairobi and Dakar meetings was 39 persons (representing 21 countries) of whom 20 were RMI or RTTP Coordinators. The meetings were successfully employed as a forum in which to facilitate comments on the Long Term Development Plan for SSATP as well as develop proposals for the 2004 Action Plan, both of which were to be finalized in Kigali in May 2003. The meetings demonstrated that for all practical purposes the RMI and RTTP had converged and were working together to promote the vision of SSATP as it applies to road management and financing. In this light, an "RMI-RTTP Manifesto" outlining the heads of agreement for the two programs was thrashed out and agreed. This represents a significant and singular achievement for the program in taking the components beyond their original focus to a more broad based and common approach to using management and financing reforms as tools to promote poverty focused transport sector development.

The Kigali meeting saw participation from 16 RMI member countries (only Angola, Mozambique and Zambia absent) of which 11 represented by the respective country coordinator. The coordinators identified four themes that they wanted presented and discussed during the body of the Kigali meeting, i.e. maintenance financing, reducing costs, institutional options and regional support. Following a joint session with Urban Mobility stakeholders, there was agreement to add two further issues – urban road financing and management institutional options and traffic management. These themes were further developed during working group discussions which were distilled into a set of recommended priority actions for inclusion in the 2004 Work Plan (see SSATP Working Paper No. 76 SSATP Annual Meeting May 24-28, 2003 Kigali, Rwanda – July 2003)

Website development. The RMI Website continued to be improved and updated during the year as part of the broader revamping of the SSATP Web Site. The basic text of the RMI section has been updated and is available in both French and English. With the addition of the “country buttons” for thus far 17 countries, RMI country coordinator reports and publications of specific relevance to member countries have been included. Two more “RMI Updates” were published in March 2003 and August 2003. Included on the website for the first time were: a comprehensive contact list for RMI and RTTP country coordinators; an “RMI Matrix” summarizing the status of the road sector reform program in some 27 countries including all RMI member countries. It is intended that these will be updated on a regular basis. The matrix will be refined over time to provide a succinct reference source for comparative performance of the reforming countries.

Publications. The following publications specific to RMI were issued during the year in time for dissemination at the Kigali meeting:

- RMI Brochure in English, French and Portuguese
- “Taming HIV/AIDS on Africa’s Roads” Africa Transport Technical Note No. 35 (English), May 2003

During the year work commenced on three studies for eventual publication in 2004 oriented largely towards the interests of Francophone member countries and to be published initially in French, i.e. Chad road fund case study; write up of pilot experience in Chad of the performance based maintenance contracts; and assessment of experience with road tolls.

RMI tools and methods. For Kigali, RMI produced version 1.1 of the “RMI Toolkit” which is a CD-ROM containing key documents and reference materials on the program. It was distributed to all coordinators at the meeting. This is an update of the first version distributed at the previous year’s SSATP annual Meeting in Maputo.

Substantial progress was made on the improvement of the RED model with the posting of a version 3.1 on the Bank and SSATP websites by the end of the year. RED now has a separate section of the web site with a view to substantially raising its profile and increasing its use in member countries in the years to come. RED is being used in the evaluation of investment and maintenance options on low volume roads in many countries, but in relatively few cases in Sub Saharan Africa to date. Activities are planned under the 2004 Work Plan to this end, including the production of a CD-ROM, translation into French (and Spanish) and the holding of training courses in Sub Sahara Africa in both English and French.

RMI continued to work with about 10 countries in regard to the utilization of the performance assessment model (PAM). This fairly intensive consultation and support process has been to ensure that the PAM model is developed in accordance with the demands of the RMI/RTTP coordinators. The model in its current form has been included on version 1.1 of the RMI Toolkit. In 2003 a peer review exercise within the program and the Bank commenced in view of identifying possible further improvements in the model and its presentation. It is hoped that an increasing number of countries will be able to use the model to help review maintenance requirements and possible financing strategies on an annual basis. This is already working well in Uganda and the hope is that the experience can be replicated in the coming year in a handful of other countries that have had some exposure to PAM, such as Kenya, Malawi and Zambia.

Considerable progress was made in updating and dissemination of the second version of SOURCE, for which CD-ROMs were distributed at the Kigali meeting. The tool is in extensive use already in a number of countries, including Madagascar, Mali, Guinea and Burkina Faso and there are a number of other countries, including Cameroun, which have expressed interest. The further important development during the year was the inclusion of the further development of SOURCE as an integral element of the proposed partnership agreement with AGEPAR (ex-ADAR) on which more below. This collaboration is to be responsible for developing two variants of the model of which the one SOURCE PLUS is already under field testing in Morocco and Burkina Faso. SOURCE PLUS is able to use more detailed and formal roughness indicators than SOURCE. As the next stage a version of SOURCE for very low volume traffic is to be developed though little had been done on this before the end of 2003.

An updated and improved third version of the Tariff and Traffic game is under preparation. This is seen as a very useful tool for helping countries – particularly Road Boards - develop strategies for road financing. The program has had some success in identifying and helping train facilitators who will be expected to respond to future country demands for this training

Capacity Development Activities

Cooperation with Road Fund Association. The program was able to record major advances in this area culminating in December 2003 of the creation of an African Road Maintenance Fund Association (ARMFA or AFERA in French) to which 17 countries with second generation road funds have signed up. Of these countries, 13 are RMI members. A small group of (francophone) countries met with the program in the margins of the AGEPAR (ex-ADAR) meeting in Yaoundé, Cameroon in April 2003 to discuss the idea of creating the association. Through subsequent interactions, Gabon agreed to host an initial meeting of the proposed association to which would be attached a technical seminar to help disseminate best practices on road fund management. The program agreed to provide financial and technical assistance to the event which took place December 15-18, 2003 in Libreville. The program subsequently agreed to help disseminate the proceedings of the conference and originating meeting of the ARMFA and also agreed to provide website access on an interim basis.

Cooperation with AGEPAR (ex-ADAR) and ASANRA. The program provided support to the April 2003 annual meeting of the Association of African Road Directors (ADAR) which took place in Yaoundé, Cameroon. At that meeting member countries which number around 20 mostly francophone countries from north, west and central Africa decided to reorganize and, in the interests of increasing effectiveness and mobilizing additional resources, to invite the participation of other sector stakeholders. The organization is now titled the Association of Managers and Partners for African Roads (AGEPAR). The program envisages AGEPAR as an important future partner for promoting road management reform and for supporting country initiatives in this regard. Accordingly it is intended to develop a multi-year partnership agreement, the main heads for which were agreed by the program and the executive committee of AGEPAR in the margins of the ARMFA meeting in Libreville, Gabon in December 2003, i.e. model road maintenance contract documents, including for performance based contracts; development of small and medium scale enterprises; performance indicators (SOURCE); road toll study. Work had already commenced on the latter two areas of collaboration in the second half of 2003. The Association of Southern African Road Agencies (ASANRA) has received little attention to date from RMI though it is intended to help pursue collaboration with AGEPAR in the coming year.

Multimedia Policy Courses. Major progress was recorded in 2003 with the first realization of the collaboration between the program and the École Nationale des Ponts et Chaussées (ENPC) in the provision of French language senior program in roads financing and road fund management. The inaugural program was held in Paris, June 30-July 4. 33 participants attended largely from sub-Saharan Africa, with large delegations from Chad and Madagascar, as well as participants from: Benin, Cameroon, Côte d'Ivoire, Gabon, Guinea, Mali, Senegal and Togo. The training was very well received. This probably presages refinement and expansion in future years in view of the strong demand for the training. A CD-ROM of the proceedings, including copies of all presentations made, has been produced. The same material is available on the web site.

RMI continues to support the Senior Road Executives Program in the University of Birmingham and made a presentation on Road Fund performance. This year's program in June 2003 saw high level participation from the following Sub Saharan Africa countries: Ghana, Guinea, Kenya, Mozambique, Namibia, Tanzania, Uganda and Zambia. In view of the objective to find ways and means of decentralizing the delivery of this course and involving African training institutions, the program supported a course on Management and Finance of Roads held November 2003 in association with Continuing Education, University of Pretoria in South Africa. There were some 26 participants drawn one quarter from South Africa and the balance from nine Anglophone countries in Southern and Eastern Africa. Participants came from a range of public sector organizations, including road funds, road authorities and transport sector ministries, as well as from the private sector. The assessment of the value of the course and the specific content of the program was largely positive and indicative of a continuing, if at times latent, demand for this type of program in Sub Saharan Africa.

Establishment of IT Network. Limited recent progress has been achieved. An important percentage of coordinators are in touch with the program via email, and a number of road agencies and road funds have created web sites. The indications are that out of the 19 RMI member countries, all but two or three programs are readily contactable by electronic means on a regular basis. The program estimates that not less than 90% of IT infrastructure is in place, compared however to a target of 100% by end of 2003. The activity level of exchange however remains low. The establishment of the RMI/RTTP country coordinators contact list on the web site – and its subsequent updating – are expected to help increase these flows.

Component Management

During 2003, the program was managed by Stephen Brushett at World Bank headquarters, with the support of Torben Larsen (until June 2003) in Washington and Louis Fernique in Brussels. Rodrigo Archondo-Callao provided input to the program in regard to the further development and dissemination of the RED model. The program benefited from the assistance of interns of the École Nationale des Ponts et Chaussées, that is Ismael Guennouni up to July and Meriem Tamarzizt for the balance of the year.

Resources

See Section Above.

Meeting The Purpose Of The 2003 Work Program

Success has been made in consolidating the status of RMI programs, introducing and testing new methodologies and training officials in many of the 19 member countries. Significant further progress was made during the year in bringing the RMI and RTTP programs close together to ensure a coordinated and effective response to road management and financing issues in member countries. Following the SSATP Annual Meeting in Kigali in May 2003, the process of convergence has accelerated. Thus as of 2004 a newly created “thematic area” of road management and financing will take forward the core agenda of RMI and RTTP. Incorporating also elements of the former Urban Mobility component of the program, this thematic area is expected to respond to the emerging need for a coherent and consolidated approach for enhancing road transport’s contribution to poverty reduction.

Progress in Achieving Development Objectives

A start has been made on the promotion of a more poverty reduction focused road transport policy development process. An important organizational step in this direction has been to complete the process of converging the RMI and RTTP programs for a seamless, comprehensive approach to enhancing road transport. With a large number of member countries either in or just starting the PRSP process, country programs already reflect sensitivity to the need to adapt goals, become more focused on affordable access and ensure appropriate maintenance policies are applied to all levels of the network.

The commercialization concept has now been well-accepted and considerable progress registered in many member countries. A combination of country level interventions and appropriately designed regional workshops and training opportunities will help support the needed continued advocacy of reforms in member countries in order to sustain this positive direction. 2003 saw a much broader participation than hitherto of member countries with the initiation of French language training in road management and financing made available for the first time.

RMI has continued the process of moving from developing concepts to facilitating their implementation. It is now monitoring outcomes through the development of innovative strategic policy formulation and monitoring tools, the latter both at the level of implementation of the four building blocks and at the level of cost-effective surveying of road conditions. It is realized though that continued work needs to be done on dissemination in terms of developing the right tools and methodologies to ensure cost effective sharing of lessons learned.

2003 has seen a major forward move in a number of areas that are considered vital for the achievement of objectives for information dissemination and capacity building. In this regard, particular note needs to be taken of the efforts to support the development of region wide sector organizations such as AGEPAR and ARMFA which are moving towards a playing a fuller role in initiating policy reforms and supporting member country programs.

Impacts

It is necessary to distinguish between long and short term impacts, and to consider what can reasonably be evaluated in a report covering only twelve months of a program which has been running for a decade. The program is about policy development and implementation. The immediate impact, generally speaking, is the adoption of better policies. To that extent the program can be judged successful in relation to the expectations set out in the 2002 and 2003 Business Plan. Not fewer than 27 countries and perhaps as many as 30 are now adopting RMI principles (as opposed to a target of 25). There are now 19 RMI member countries compared to a target of 17. The longer term impacts on the ground, better maintained roads etc., entail lead-times such that the effects of activities carried out in 2003 and previous years on sector performance cannot yet be assessed. However data is now being collected to demonstrate more quantitatively the impact of road policy reforms on financing and expenditure for roads, as well as on the road condition and availability. This has started from efforts led largely by the RMI management team such as the performance assessment model (PAM) exercise and the recently created RMI matrix. The increasing involvement of region wide sector organizations such as AGEPAR and ARMFA in these efforts is intended to ensure sustainability of these data collection efforts and true ownership in the region of the push to improved quantification and performance measurement.

Lessons Learned

Completion of institutional reforms and achieving the desired impact requires capacity development at all levels, access to appropriate management tools and effective operating procedures.

Strategic priorities for RMI remain (i) advocacy, good governance and ownership; (ii) building capacity and resources for sustainable management; and (iii) monitoring, evaluating and disseminating lessons learned.

The RMI country coordinators have generally provided a valuable role in initiating reforms and sustaining interest and commitment among decision makers. It is however increasingly obvious that more robust arrangements are needed to support implementation and, where necessary, improvement of policies in a national setting. In this regard more responsibility will inevitably fall on the shoulders of national road agency and road fund managers.

RURAL TRAVEL AND TRANSPORT PROGRAM (RTTP)

Development Objectives

During the years of its existence as an operational component of the SSATP (from 1996 to 2003) RTTP supported the participatory formulation of national policies and programs that aim to: (i) improve the planning, financing, building, and maintenance of rural transport infrastructure; (ii) improve rural transport services and mobility through the adoption of appropriate transport technologies to facilitate people and goods movement; and (iii) promote least-cost methods and the development of local contractors. The generation of knowledge on rural transport and the dissemination of these and of emerging experience from practice within Sub-Saharan Africa are important tools in this work.

Purpose Of The 2003 Program

The purpose of this component, outlined in the 2002/3 SSATP Business Plan, was to cause sustainable and appropriate rural transport policies and strategies to be widely adopted with implementation in progress.

Outputs Planned For 2003

Country Programs

Selected responsive countries were to move further towards adoption and implementation of sustainable and appropriate rural transport policies and strategies.

- Activities in **Burkina Faso** were to progress from Stage 2 to Stage 3 (see Box 1 for explanation of the stages).
- Activities in **Cameroon** were to continue in Stage 3.
- Activities in **Chad** were to progress from Stage 2 to Stage 3.
- Activities in **Cote d'Ivoire** were to progress from Stage 2 to Stage 3.
- Activities in **Ethiopia** were to continue in Stage 3.
- Activities in **Ghana** were to progress from Stage 2 to Stage 3.
- Activities in **Guinea** were to progress from Stage 2 to Stage 3.
- Activities in **Madagascar** were to continue in Stage 3.
- Activities in **Malawi** were to continue in Stage 3.
- Activities in **Mozambique** were to progress from Stage 2 to Stage 3.
- Activities in **Nigeria** were to progress from Stage 2 to Stage 3.
- Activities in **Senegal** were to progress from Stage 2 to Stage 3.
- Activities in **Tanzania** were to progress from Stage 2 to Stage 3.
- Activities in **Zambia** were to progress from Stage 2 to Stage 3.

Dissemination and Marketing

Rural transport champions in various countries were to be identified, equipped with critical knowledge of rural transport and connected through local networks. The tasks involved were:

- Rural transport knowledge seminars
- Revamping of the rural transport web site
- Networking
- Knowledge Creation
- New knowledge products were to be produced:
- A World Bank Technical Paper on developing rural transport strategies
- Guidelines for rural transport in multi-sector projects
- Rural transport indicators, benchmarks and data base
- Analysis of Labor based issues
- Analysis of Characteristics of intermediate means of transport (IMT)
- A regional IMT initiative

Partnerships

Collaboration with international, regional and local organizations with similar RT interests:

With IFRTD

With ILO-ASIST

With the Gender and Rural Transport Initiative (GRTI)

With others AfDB, SADC Hub, ECOWAS, etc.

Meetings and Conferences

Annual RMI/RTTP Coordinators' meeting

Sub-regional RTTP Coordinators' meeting

BOX A: RTTP Country Programs: The Three Stage Country Work Process

Stage One: *Diagnostic and analytical, in which activities focus on building consensus among different stakeholders on the need to address RTT issues and undertake specific studies to determine the nature of these issues.*

This begins with explorative missions to initiate country dialogue, identify key stakeholders and assess the existing RTT situation. From these missions should come a decision on whether to undertake further work and what form it should take. When these missions lead to interest in further involvement by the country, the government should submit a formal *Letter of Request for Participation in RTTP*. The letter should indicate the level/ type of membership of RTTP envisaged, include information on the country's expectations from participation and, to the extent possible, the resources required from RTTP and the contribution the country can make (financial or otherwise). A positive reply by the Program would then result in a *Letter of Agreement* /

Memorandum of Understanding between the country and RTTP with the obligations of each party spelled out. RTTP cannot make a resource commitment beyond a period of twelve months even if a longer commitment is envisaged. The signing of this agreement triggers the use of RTTP financial resources for activities in the country and commencement of Stage One. Signatories in the country

to the LOA/MOU would preferably be at no lower than Permanent Secretary and at RTTP, the Team Leader.

Stage Two: *Policy formulation and adoption, in which study results and consensus from Stage One are used to develop policies and strategies (including implementation plans) on RTT that are accepted by stakeholders at different levels of government, the private sector and the donor community and have formal government approval.*

Stage Two activity is initiated by a specific request from the country, with indications of the achievements and constraints faced during Stage One. Means of mitigating any constraints identified during Stage One or foreseen for Stage Two should also be stated. The RTTP Team Member responsible for the country should also provide a formal comment and recommendation based on (a) government commitment to the proposed work; (b) capacity of the host agency to manage the Stage Two activities; (c) existing and expected support of key stakeholders (including the donor community) within the public and private sectors; (d) the resources (if any) that can be contributed by the government through the host agency; and (e) a summary of the findings of studies and workshops, issues identified and the emerging consensus to address them. A small Review Panel (RP) would then be constituted by SSATP to consider a country's request for participation in RTTP. The RP should include Bank Task Managers from sectors such as agriculture and rural development, social development and transport. The RP should help to integrate the RTTP work process and its outputs into the work of other sectors. Prior to its submission by the host agency for formal government approval, it is proposed that the draft policy be circulated internally within the Bank for comments, especially by members of the RP and these comments consolidated by the RTTP Team Member and sent to the government. Stage Two activities end with the formal approval by government of the draft rural travel and transport policy and receipt by RTTP of a document and a transmittal letter confirming this action.

Stage Three: *Facilitating policy implementation, including (i) assisting the mobilization of resources for physical works; (ii) oversight of implementation of institutional arrangements and adoption of good practices; and (iii) monitoring implementation performance to guard against policy reversals.*

At this stage the efforts made during Stage Two come to fruition and become institutionalized. This is because the policy document provides a basis for the cost effective implementation of RTT interventions. Activities during Stage Three include (a) institutional reforms: setting up a sustainable capacity to coordinate and implement the policy; (b) detailed studies/designs of specific pilot interventions in support of the policy; (c) improving the maintenance of rural transport infrastructure; (d) technical advise to facilitate policy implementation; and (e) monitoring rural travel and transport to begin to assess the impact of policy implementation and to guard against policy reversals. The first three activities are often funded by the World Bank, donors and countries in connection with investment projects. The role of RTTP is therefore more as a facilitating agency in mobilizing financial support and preparing and supervising projects which promote the agreed improvements.

Outputs Achieved In 2003

Country Programs

Burkina Faso. The National Rural Transport Strategy has been adopted by the Government and its implementation is ongoing within the Transport Sectoral Project (PST). Therefore, the country is at Stage 3 and is preparing to adopt SSATP function..

Cameroon. The findings of studies relating to gender, rural transport services and intermediate means of transport (IMTs) have been incorporated in the program document (PRODOC) of a full rural transport policy and strategies which has been adopted by the Government. The country is at Stage 3.

Chad. The consultant recruited to assist the country to elaborate a National Rural Transport Strategy submitted a draft report for comments. Following the allocation of more resources for rural transport from the petrol, the TORs of the study have been reviewed to include pilot project on rural road maintenance. Unfortunately, with the death of RTTP national coordinator, we don't have information on the implementation of the activities.

Côte d'Ivoire. The political situation is still volatile in Côte d'Ivoire. However the pilot Rural Road Maintenance Project is ongoing in two rural communities within Côte d'Ivoire's Adjustment and Investment Transport Project. Despite the situation, a workshop has been organized in Yamoussoukro to discuss the findings of the study on rural transport services.

The rural transport services project with low-cost motor tricycles implemented in isolated regions in the North of Côte d'Ivoire is still suspended because of security risks. An evaluation will be undertaken if the project sites are accessible.

Ethiopia. During 2003, implementation of the ERTTP continued with financial assistance from the IDA-Assisted Second Road Sector Development Program and the DFID and Development Cooperation of Ireland (DCI). This included: (i) funding by IDA of several Wereda development plans which incorporate Wereda level travel and transport plans; and (ii) implementation of the access and mobility components of the first set of eight Wereda development plans by DFID and DCI. The Wereda plans are proving to be a good instrument for attracting non transport sector resources for implementing identified rural travel and transport and complementary non-transport interventions.

Ghana. After the last zonal workshop held in Volta region, the national workshop has been organized in Accra. The consultant is preparing the final report. Ghana can move to Stage 3.

Guinea. No RTTP activities in the country excepted for the pilot study on transport and poverty implemented within SSATP framework..

Kenya. No program had been specified for Kenya, but RTTP maintain contacts with a number of RT stakeholder institutions. Among them is the Kenya Roads Board. Part of its mandate is to support rural roads and it has shown interest in supporting RTTP activities. Contacts have not yet been formalized, but RTTP has continued to monitor RTT initiatives and developments in the country and observe if the new political dispensation provided any possible areas of collaboration.

Madagascar. RTTP has been involved in Madagascar since 1997. Various studies were executed and regional stakeholders' workshops held. In February 2001, a national expert workshop prepared a Rural Transport Policy and Strategy (RTPS) which was adopted by government in May 2001. On the basis of the RTPS, the government, jointly with donors, began to prepare a six-year (2003-2008) National Rural Transport Program amounting to US\$300 million equivalent under which 9000 kilometers of rural roads would be rehabilitated to basic access standard, maintenance would be assured after rehabilitation, and mobility would be enhanced through the promotion of intermediate means of transport. A US\$80 million IDA credit was prepared in support of the program and was approved by the Board in November 2002, and the Rural Transport Program was launched in February 2003. In the meantime about 1500 km of rural roads have already been improved under the program Madagascar, therefore continues to be in stage 3.

Malawi. NDF funding this year has enabled recruitment of all the required staff: viz, a Program Coordinator, a Program Engineer, a Program Economist and two support staff; and the procurement of office equipment and two vehicles. This has meant that the MRTTP was able to fully engage in its 2003 planned activities resulting in significant achievements in a number of RT areas. The MRTTP Steering Committee has been re-activated and two Meetings were held during the year (on 6th February and 2nd October 2003). These meetings reviewed MRTTP plans and activities and helped chart the way forward. During the year, a number of studies of national significance were initiated or concluded. The "Rural Transport needs Assessment Study" was formally adopted; MRTTP supervised the development of the "The Malawi Construction and Maintenance manual for Rural Roads", participation in the initiated "Road Network Reclassification Study". MRTTP formulated the "Rural Accessibility and Mobility Pilot Activity (RAMPA)" and supervised the HIPC funded "Rural Infrastructure Works". In addition, MRTTP has planned and implemented capacity building activities including training of technical staff in local assemblies and has fulfilled rural transport related coordination functions, at national and international levels, as delegated by the Department of Local Government.

Mozambique. The consultant engaged to prepare the RTTP Project Document has finalized the study and has submitted to the client (ANE) the Portuguese version of the PRODOC. The Rural Transport Policy is still under consideration by the Cabinet. There is therefore no clarity over the issue of the future of the Mozambique RTTP.

Nigeria. The draft National Rural Transport Policy and Strategy (RTPS) was prepared during 2003 but its passage could not be achieved. This is now expected to take place during 2004 when it will be considered as part of the process of preparing a new operation to be funded by IDA and other donors. This operation, the Rural Access and Mobility Project (RAMP), is essentially the main vehicle for facilitating the implementation of the RTPS. Nigeria has applied to set up a SSATP Coordinating function and it is expected that further RTTP activities will be in this framework

Senegal. No RTTP activities during 2003.

Tanzania. The RTTP, progressing to Stage 3, provided advice to TzRTTP on assistance to pilot districts on Village Travel and Transport Program (VTTP) implementation, including the IRP II-supported Iramba District RT activities. Major inputs continued to be made to training activities, mainly through meetings, workshops and seminars on rural transport issues, including in labor-based methods, Integrated Rural Accessibility Planning (IRAP), and development of gender criteria for M&E (using GRTI funding).

After the departure of Josephyne Mwankusye the PO-RALG appointed Mr. Richard S. Lwoga as the new VTTP Coordinator in September 2003. DANIDA has also provided office equipment and a vehicle for the national Coordination Unit. The Unit with financial and technical support from DANIDA (operational expenses and technical adviser) and the World Bank (IRP II support for Coordination and Iramba District activities) continued to provide guidance and assistance to pilot districts on VTTP implementation activities. A strategic VTTP implementers workshop to chart the way forward for the VTTP was held 22nd and 23rd October 2003 and was attended by VTTP District Coordinators, and representatives from TASAF, TANROADS and Iringa and Morogoro communities. A best practice study on VTTP activities, a study on monitoring and evaluation system that includes simple and measurable indicators for assessment of the impact of VTTP and a focused baseline survey aimed at the subsequent phase of the VTTP have been proposed.

Zambia. RTTP activities during 2003 focused mainly on technical support to the country team in advancing the rural transport dimension of the ROADSIP project which is supported by several donors, including the World Bank. With the approval of the National Transport Policy and completion of the PRSP process, the draft RTPS now needs to be finalized taking the relevant elements of these documents into account. This is expected to be done early in 2004 and will contribute to defining the rural elements of the proposed new IDA support to the implementation of ROADSIP.

Zimbabwe. The selected consultant for the Rural Transport scoping study (ITDG) has finally been engaged and the major part of the study has been completed this year. The resultant RTTP Situational Analysis Report and the RTTP Issues and Options Paper have been submitted in draft to the client for their scrutiny and comments.

Dissemination and Marketing

Rural transport knowledge seminars. The preparation of the draft of the training materials based on the previously existing rural transport knowledge base which was put together and compiled on a CD ROM in 2001 was submitted by the consultant near the end of the year. These will now be reviewed and final comments provided to ensure their finalization early in 2004. This will then allow plans to be put in place for the use of the materials to mount ‘training the trainers’ activities, one for an Anglophone participants and one for a Francophone participants.

Documentations. The Technical Note on Rural Transport in Multi-Sectoral and Community Driven Projects was made available in French for the Francophone countries as well as the SSATP Working Paper No 72 “Improving Rural Mobility”.

Knowledge Creation

World Bank Technical Paper on Developing Rural Transport Policies and Strategies. This product was planned for publication in 2003, but was not done due to work overload. The Transport Center in the World Bank is currently discussing if this work should be given to a consultant for completion.

Guidelines for Rural Transport in Multi-Sector Projects. These guidelines have been produced and were posted on the SSATP and Rural Transport Thematic Group websites.

Rural transport indicators, benchmarks and data base. This work has been integrated in the new SSATP indicator initiative commenced in 2003. Meanwhile one of the key indicators of rural transport (percentage of rural population with reliable access within 2km) has been accepted as an IDA effectiveness indicator and data has been gathered from various countries. Further data collection is ongoing.

Analysis of Labor Based Issues. A Concept Note was prepared in consultation with the ILO and discussed within the RTTP Team. Comments made are now being incorporated into the draft after which it will be circulated amongst other stakeholders for comments.

Analysis of the Characteristics of Intermediate Means of Transport (IMT). The IMT initiative is ongoing. A questionnaire was presented to collect information from each RTTP member at the GRTI annual meeting in Harare. Only coordinators from Anglophone countries were present to give their responses. This information was taken into account, and a draft has been circulated to other coordinators to request their inputs. A note on “Cost and Operational Characteristics of Intermediate Means of Transport” will be completed during 3003

Regional IMT initiative. This initiative has been taken up in collaboration with the International Forum for Rural Transport and Development (IFRDT). The first dissemination workshop held in December 2002 in Tanzania was followed by another one in March 2003 in French in Guinea.

Partnerships

With ILO-ASIST. RTTP staff participated in strategy formulation workshops/meetings and information on work plans, activities and reports was exchanged.

With GRTI. All GRTI funded activities were completed during 2003 with the coming to an end of the grant fund from the Development Grant Facility of the Bank. All project reports have been submitted except for the activity with CSIR which is being followed up. An independent evaluation of the activities under GRTI was also undertaken. Collation of the reports into a form suitable for publication was embarked upon and should be completed in 2004.

With others (AfDB, SADC Hub, ECOWAS, etc.). Collaboration continued with the SADC Hub on the GRTI. They have reconfirmed their participation in the proposed successor to the GRTI, Gender Transport and Infrastructure Initiative, as one of its Trustees. There was little activity with the other agencies.

Meetings and Conferences

Annual RMI/RTTP Coordinators’ Meeting. The Annual RMI/RTTP Coordinators’ meeting was held on 2- 3 April 2003 in Nairobi, Kenya for Anglophone countries and 10-11 April in Dakar, Senegal for Francophone countries. The meetings were attended by 39 participants from 21 countries and RMI and RTTP Team members. The event was timed to be held prior to the SSATP Annual Conference and stakeholders’ meeting in Kigali May 25-30,2003, with the purpose of clarifying to RMI and RTTP Coordinators the implications of the Annual Meeting in Maputo including the transition from the component to the program approach, the agenda and objectives of the eminent Kigali Meeting, and explaining the SSATP Long Term Plans (2004-2007) and strategy to be adopted for its implementation. The meetings adopted the “RMI/RTTP communiqué” endorsing

the SSATP coordination function, supporting the integrated transport approach, mandating a combined RMI/RTTP task force to represent it at the Kigali Meetings and reconfirming their view that RMI and RTTP intensify their collaboration but retain their separate identity.

Sub-regional RTTP Coordinators' meetings. The RMI/RTTP Meetings 2-3 April, 2003 held in Nairobi described above served this purpose.

Component Management

This component was managed by a team of experts at the World Bank' Washington, Harare and Accra Offices. It was led by Dieter Schelling in Washington (until October 2003 when he moved to Dar es Salaam). George Banjo moved from Harare to Washington in June 2003. Elias Tseggai continued to operate from Harare and Siele Silue operated from Accra.

Resources

See Financial Tables.

Meeting The Purpose Of The 2003 Work Program

All the fourteen "RTTP" countries were expected to advance to stage 3, however only 6 countries fully arrived at this stage. Four countries made some progress, while four others were stagnant.

Impacts

Impacts of the Program's activities vary from country to country depending upon the stage in the development process which has been reached. In 6 cases, Burkina Faso, Cameroon, Ethiopia and Malawi, Madagascar and Tanzania, the program can claim impacts in the form of the adoption of integrated rural transport policies and well prepared implementation strategies. In other countries, such as Ghana, Guinea, Mozambique, and Zambia, good progress has been made towards the adoption of such policies and strategies, but full adoption of the policy at cabinet level and large scale implementation is still pending. In four further countries including Chad, Ivory Coast, Nigeria, and Senegal, the RTTP process came to a halt due to either political or personal events.

Lessons Learned

During the seven years of its existence the RTTP has had a major impact on the view of transport professionals, the public and Governments in respect of the relevance of rural transport for the achievements of poverty objectives. It became known that major transport activities are taking place in the rural areas, the bulk of it by women and children and by non motorized means of transport, and that these must be taken into account when developing poverty relevant transport sector policies and strategies. RTTP also contributed to the development of methodologies and approaches for the preparation of poverty relevant sector policies and strategies. It is now a good time

for a merger of the RTTP program with the RMI initiative for a holistic approach to developing transport policies that help to achieve the MDG goals.

URBAN MOBILITY (UM)

Development Objectives

To demonstrate that the SSATP/Components clearly add value to the promotion of poverty focus transport policy development.

Purpose of the 2003 Work Program

The purpose of the Urban Mobility Component in 2003 was to propose pro-poor urban mobility policy development by: (i) identifying priority issues and opportunities for partnership in a range of SSA urban centers, and (ii) consolidating and disseminating work on safety, non motorized transport and route concessioning. As a result of the Annual Meeting held in Maputo, a third purpose was articulated, i.e. to bring about adjustments of the PRSPs to better take into account the needs of the urban poor through adequate transport policies.

Output planned for 2003

The output planned as per the logframe established in 2001 were as follows:

- Effective and continuous coordination of the component's
- Scoping study finalized
- Stakeholders from 6 pilot countries consulted, conclusions disseminated
- Urban Transport Policy reform initiated in up to 6 pilot cities
- Experiences from NMT in Kenya and Tanzania assessed
- Phase 2 of the road safety pilot programs in Ouagadougou and Harare completed
- Follow up of route concessioning and preparation of a draft toolkit
- Annual consultation with components constituencies organized.

As a result of the Annual Meeting held in Maputo in June 2002, a new output was planned, i.e. to carry out in two cities a study to assess the linkages between urban mobility issues and poverty reduction in large cities.

Output during 2003

Stakeholder workshop in Nairobi on the scoping study

The national stakeholder workshop was a follow up activity of the study itself which was carried out in the year 2002 on the urban mobility issues of the agglomeration of Nairobi. The study evidenced that easy market entry and weak regulation had led to more frequent but less reliable ser-

vice, that regulation by city governments is minimal, and that the largest contribution of municipalities is road maintenance.

The workshop was held in August 2003 in Nairobi under the presidency of the Ministry of Transport and the World Bank. About 40 participants representing a broad range of urban transport interests participated in this two-day workshop. Participants included representative of the central and local Governments as well as transport operators and local stakeholders of poor settlements. The purpose of the workshop was to recommend an urban transport development program for the city, identify and action plan to deliver that program, and a champion to take forward the action plan. The workshop addressed the issues of (i) regulatory framework and institutional issues, (ii) provision of sustainable transport service, and (iii) pro-poor transport development. The workshop resulted in the formulation of a recommended Action Plan with identified actors. Main recommendations included the creation of an urban transport authority, the professionalization of the transport operators, the promotion of user participation in poor areas for pro-poor planning interventions, and the sensitization of stakeholders on issues that affect them.

NMT experiment dissemination report

The assessment done in 2002 of the NMT experiment carried out in 4 cities in Kenya/Tanzania had evidenced the effectiveness of several of the interventions carried out as part of the experiment. A consultant was engaged in 2003 to review the documentation produced by this experiment in order to prepare a report that could be practically disseminated and serve as a guide for municipal engineers and decision makers in matters of road infrastructure and urban mobility policy. The review was carried out and the findings report is expected to be published in the year 2004.

Urban Mobility and Poverty Study in Conakry and Douala

The urban mobility and poverty study was prepared and launched in two cities, Conakry (Guinea) and Douala (Cameroon). The objective of the study was (i) to identify the accessibility constraints of the urban poor to the various modes of transport, (ii) to evaluate the extent to which these constraints limit the ability of the poor to meet their basic needs and to prepare a set of transport policy recommendations to improve their accessibility. Initiatives were taken to assess the motivation of the country and the city to undertake the reforms anticipated as a results of such study. The study was launched in parallel in both countries through stakeholders consultations in July 2003. The study is expected to last about a year and include both qualitative interviews and quantitative sampling survey (600 households in poor neighborhoods in each city). Quantitative surveys were held in October 2003.

Creation of UATP

The African Union of Public Transport (UATP), subsidiary of the UITP, was created in Kigali on the occasion of the SSATP annual meeting and with its support. This association aims to enlist the operators of public transport and the urban transport authorities in Africa, in order to promote a better organized and more efficient sector. As such the SSATP supports this association and seeks to work in partnership with it.

Component Management

During 2003, the component was managed by Patrick Bultynck and Hubert Nove-Josserand, with the support of Fanny Barrett (Program and Procurement Specialist), and in coordination with country SSATP representatives, regional urban mobility agencies and urban mobility actors.

Resources

The component activity was constrained by a reduced financial support, which was limited to the support from a French trust fund and from the World Bank. The French Government showed its interest in supporting the Urban Mobility activities in establishing in 2003 a new trust fund dedicated to urban mobility activities in view of reducing the poverty of the urban poor. This trust fund benefited from Euro 400,000 in the year 2003.

Meeting the Purpose of the 2002/2003 Program

In spite of the limited funding the component activities in 2003, through its stakeholders contacts in three countries and consulting activities, continued to advance the agenda of pro-poor urban mobility policies.

Progress in Achieving the Development Objectives

Contacts in Cameroon and Guinea with the various agencies and stakeholders involved in mobility issues of the urban poor, were well received and increased the visibility of these issues in the PRSPs of these countries. Guinea is presently in the process of preparing a Poverty Reduction Strategy for the region of Conakry, and in Cameroon the on-going revision of the PRSP takes more consideration of the urban issues.

Impacts

The activity during the year was limited and it is too early to assess a development impact, but the mobilization of the stakeholders in the cities where actions were held and the active participation of urban mobility actors at the Kigali meeting, show the potential impacts of the component should a stronger program become effective.

Lesson learned

The multisectorial nature of the urban mobility issues was once again demonstrated through the various actions undertaken in 2003. Beyond representatives of the Ministry of Transport, the success of urban mobility reforms imply to mobilize several other ministries, agencies, local governments and the civil society.

There is a need to reinforce the network of urban mobility stakeholders of large cities across Sub Saharan Africa, in view of promoting exchange of experiences and benchmarking opportunities between them.

The partnership with UATP has to be reinforced as this association has objectives that overlap significantly with SSATP and aims at being a permanent organization.

TRADE AND TRANSPORT (T&T)

Development Objectives

The Trade and Transport component is intended to reinforce the international competitiveness of Sub-Saharan African economies by developing more cost-effective trade and transport systems. Trade competitiveness is critical for alleviating poverty, since it can accelerate wealth creation and improve the distribution of benefits. After focusing in particular on ports and maritime transport (identified early as a critical area for external trade management), the T&T component is now helping to develop a better understanding of the whole transport chain. This should lead to remedial measures with an emphasis on trade facilitation, revision of institutional and regulatory aspects and better organization of regional transit and transport operations.

Purpose of the 2003 Work Program

As stated in the Business Plan for 2002/2003, the purpose of the Trade and Transport component is to raise awareness about the need for and the possibilities to drive down transport costs for both people and commodities within Sub-Saharan Africa.

Outputs Planned for 2003

- Assistance to the West African Economic and Monetary Union (WAEMU/UEMOA) in setting up the Observatory of Abnormal Practices along pilot corridors in West Africa: Implementation programs and training agendas for corridor-specific action plans to remove bottlenecks on main regional transport corridors
- Expansion of the UEMOA corridor program to ECOWAS
- Assistance to Corridors Authorities in East Africa in devising improvement action plans based on cost/time data developed under new monitoring systems.
- Elaboration of National Facilitation Action Plans following results of Transport and Trade Facilitation Audits carried out in 2002 in a subset of countries;
- A Trade and Transport regional workshop was to be held.
- Strengthening of new partnerships with regional bodies and private sector associations: Promotion of widened T&T approach concepts amongst sub-regional and regional organizations.

Outputs During 2003

Observatory of Abnormal Practices in UEMOA and Extension to ECOWAS. UEMOA is setting up an observatory of abnormal activities along three transport corridors in West Africa. The three regional pilot transport corridors are those extending from the ports of Abidjan, Tema and Lomé north to Ouagadougou and Niamey. Although Ghana is not part of UEMOA, the port of

Tema was selected in order to promote trade and transport facilitation between UEMOA and ECOWAS (Economic Community of (Anglophone) West African States). The UEMOA Project Document for setting up the Observatory of Practices along Regional Transport Corridors was discussed and negotiated in 2001, and a final agreement was reached in February 2002 on how to proceed. Work in the transport corridor originating in Côte d'Ivoire is delayed due to the political situation in that country. For the others, a first mission was carried out in November 2002. The training of truck drivers who have to collect the data took place in March 2003, and the first data collection exercise has been carried out between May and November, 2003. The first report is available, and the focus is now on mainstreaming this process to set up the Observatory on a sustainable and permanent basis.

Assistance to Corridor Authorities in East Africa. The program is working in East Africa with the Northern Corridor Transit Transport Authority (NCTTCA) to prepare a similar observatory of abnormal activities in regional transport. This includes Kenya, Uganda, the Democratic Republic of Congo, Rwanda and Burundi. Consultants have been selected and a first baseline survey carried out at the end of 2003. Work is continuing in 2004.

Also, the Program proposed to assist NCTTCA in preparing the update of the Northern Corridor Treaty. Terms of Reference were drafted and approved, and the work will go ahead in 2004.

Following a request for support by FESARTA, the Southern Africa Road Carriers Association, the Program awarded it a contract to help implement simplified procedures at one of the most critical land border crossings of the sub-region et Beit Bridge. Work has started in 2004.

Simultaneously, the Dar-Es-Salaam corridor association (TanZam) and the Walvis Bay Corridor Group (Trans-Kalahari) have requested the Program assistance for setting up management and monitoring systems. Work with these partners will start in 2004.

Transport and Trade Facilitation Audits. Malawi, Zambia and Mozambique were identified as candidates within the context of Integrated Framework (IF) studies. Procurement of consultants' services for Malawi was completed in 2003 and the Malawi audit was completed in early 2004.

Trade and Transport Regional Workshop. The regional workshop for the Trade and Transport component was held as part of the SSATP Annual Conference in Kigali in May 2003. There were 60 participants.

The workshop identified the six following main themes for further action:

- Efficient corridor operations
- Corridor management arrangements
- Harmonization, rationalization and implementation of legal, regulatory and administrative procedures
- Common transport sector policies and strategies within and between RECs
- RECs institutional capacity strengthening
- RECs coordination frameworks

Promotion of widened T&T approach concepts amongst sub-regional and regional organizations. One of the two main strands of the Kigali meeting centered on regional transport issues and, in particular, on the role of Regional Economic Communities (RECs) in facilitating regional transport and trade flows. The themes for discussion were identified from consultations with RECs un-

dertaken by a specially appointed Task Force, where all RECs were represented, and finalized in a preparatory session just before the Annual Meeting. The main conclusions of the Task Force were presented during a plenary session on the first day of the Annual Meeting, and priority actions by SSATP for 2004 and beyond were further reviewed and clarified during a working group discussion.

The Task Force at first comprised senior representatives from the four major Sub-Sahara institutions identified as focal points for NEPAD implementation: COMESA, ECOWAS, SADC and CEMAC. Consultations were also undertaken with the AfDB, UNECA and the NEPAD Secretariat in view of their roles within the context of NEPAD. The conclusions of the Task Force discussions were spelled out in a matrix listing main themes and breaking each of them down into a series of issues, with each REC indicating its stand on each particular topic identified. This matrix formed the basis for the selection of priorities for SSATP-supported actions in 2004.

Beyond the immediate choice of SSATP-supported activities, the RECs also decided to keep using the matrix as a working tool to record progress on the issues involved and to seek support from other partners to work on topics not included for the time being within the SSATP work program.

Inventory of Regional Trade Facilitation Instruments. Study to catalogue some 125 instruments in force to facilitate trade and transport between Sub-Saharan African countries. Work initiated in 2002, pursued throughout 2003. The final version, including the text of all official documents, will be published in June 2004. This work will provide the ground for efforts on a sub-regional basis to harmonize regional/national legislation to meet present transport and trade needs, paving the way for specific actions to be undertaken at the country level to progress towards harmonization and effective implementation of facilitation measures.

Component Management

During 2002, the program was managed by Marc Juhel at World Bank headquarters, with the support of Jean-Francois Marteau, in conjunction with regional implementation agencies and RECs.

Resources

See financial tables.

Meeting the Purpose of the 2002 Work Program

Through its work with UEMOA, NCTTCA and the other Regional Economic Communities, the T&T component has continued to raise awareness about the need for and the possibilities to drive down transport costs for both people and commodities within Sub-Saharan Africa. The T&T meeting at the SSATP Annual Conference furthered this work by involving private transport operators, sub-regional economic organizations, national transport ministries, corridor authorities, professional associations and donor representatives.

Progress in Achieving Development Objectives

By reaching a partnership agreement with UEMOA, and helping set up and nurture the work of the RECs Task Force, the T&T component has improved its capacity to highlight cost and time bottlenecks in SSA transport chains, and to disseminate the findings accordingly, while helping cross-fertilization to develop.

Impacts

While it is still too early to achieve a development impact, this work is expected to lead to remedial measures for trade facilitation, better organization of regional transport operations and lower transport costs. Better knowledge of costs and transport barriers, in particular, will be a powerful instrument to promote reforms, and the extensive knowledge of the regional legal framework provided by the legal inventory will make it easier to initiate the actions required.

Lessons Learned

It is also still early to draw new lessons from the new initiatives. However, past lessons remain relevant for future activities:

The need to undertake careful analysis of the causes and effects of constraints to trade and transport.

The need to carefully build consensus among governments and stakeholders in order to reduce constraints to trade and transport.

The value of empowering Regional Communities early on in the process, to help build constituencies beyond national borders.