

**STRATEGIC REVIEW
SSATP**

FINAL REPORT

Volume II

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PREFACE

This Final Report (volume II) is the final product of the strategic review of the Sub-Saharan Transport Policy Programme (SSATP). Besides this report, a stand-alone Synthesis Report (volume I) and an Annex Report (volume III) is produced. The strategic review process started in May 2001 and consisted of three phases. In the Inception Phase the World Bank was visited and a combined RMI and RTTP co-ordinating Meeting in Saly was attended, giving the Review Team a “flying start”. In the Inventory and Analysis Phase country visits to Ghana, Malawi, Côte d’Ivoire, Mozambique and Ethiopia took place. Analysis resulted in the Draft Report that was submitted by the end of July 2001. The Draft Report was widely distributed, comments and feedback on the report were provided to the Review Team in written form and during the September 2001 meeting in Brussels. This enabled the Review Team to finalise the strategic review.

The Review Team is of the opinion that SSATP is facing a big challenge moving towards a programme approach, establishing a programme based on needs of the partner countries and supported by the donor community. The Review Team hopes that this strategic review will contribute to SSATP being a valuable partnership to facilitate policy development and related capacity building in the transport sector in Sub-Saharan Africa.

The Review Team would like to express its appreciation for the co-operative approach of the World Bank, the representatives from the partner countries visited and the donors interviewed.

Rotterdam, October 2001

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LIST OF ABBREVIATIONS

AG	Advisory Group
AGM	Annual General Meeting
ASANRA	Association of Southern African National Road Agencies
CA	Constituent Assembly
CAS	Country Assistance Strategy
CC	cross-cutting
CCM	Co-ordinators Committee Meeting
CDD	Community Driven Development
CDF	Comprehensive Development Framework
COMESA	Common market of Eastern and Southern Africa
DANIDA	Danish International Development Assistance
ECA	Economic Commission for Africa
ECOWAS	Economic Union Occidental and Western African States
ERA	Ethiopian Road Authority
ERTTP	Ethiopian Rural Travel and Transport Programme
ESCAP	Economic and Social Commission for Africa and the Pacific
EC	European Commission
EU	European Union
GDP	Gross Domestic Product
GPF	Global Facilitation Partnership for Transportation and Trade
GRSP	Global Road Safety Partnership
HIPC	Heavily Indebted Poor Countries
HQ	Headquarters
HRD	Human Resource Development
HRID	Human Resource and Institutional Development
IDA	International Development Agency
IFRTD	International Forum for Rural Development
ILO	International Labour organisation
IMF	International Monetary Fund
IMT	Intermediate Means of Transport
I-PRSP	Interim Poverty Reduction Strategy Paper
ITPD	Integrated Transport Policy Development
KfW	Kreditanstalt fur Wiederaufbau
LFA	Logical Framework Analysis
MIS	Management Information System
MRH	Ministries of Roads and Highways
NEI	Netherlands Economic Institute
NGO	Non-Governmental Organisation
NMT	Non-Motorised Transport
NORAD	Norwegian Agency for Development Co-operation
NRA	National Roads Authority
NSSD	National Strategies for Sustainable Development

ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PRGF	Poverty Reduction and Growth Facility
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PTA	Preferential Trade Agreement
RMI	Road Management Initiative
RR	Railway Restructuring
RRA	Rural Roads Authority
RSDP	Road Sector Development Programme
RT	Review Team
RTA	Road Transport Authority
RTTP	Rural Travel and Transport Programme
SADC	South Africa Development Community
SATCC	Southern Africa Transport and Communications Commission
SDC	Swiss Agency for Development Co-operation
SIDA	Swedish International Development Co-operation Agency
SITRASS	Solidarite Internationale sur les Transports et la Recherche en Afrique Sub-Saharienne
SRO	Sub-Regional Organisations
SSA	Sub-Saharan Africa
SSATP	Sub-Saharan Africa Transport Policy Programme
SWOT	Strengths, Weaknesses, Opportunities, Threats
T&T	Trade and Transport
ToR	Terms of Reference
UDEAC	Economic Union of Central African States
UM	Urban Mobility
UNCTAD	United Nations Conference on Trade and Development
UNCTADA	United Nations Conference on Trade and Development Africa
UNECA	United Nations Economic Commission for Africa
WDR	World Development Report
WTO	World Trade Organisation

Summary

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

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

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

Strategy

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

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

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

Organisation

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

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

Management

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

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

Finance

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

Phased switch to programme approach

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

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

1 Introduction

1.1 Background

The Sub-Saharan Africa Transport Policy Programme (SSATP) was launched in 1987 as a joint initiative of the World Bank and the United Nations Economic Commission for Africa (UNECA) to improve transport sector performance by promoting policy reform and institutional changes. SSATP defines its basic premises as:

- ▲ Policy reform is essential to obtain improved transport services.
- ▲ Countries and their development partners need to collaborate within the common framework of policies in the sector.

These starting-points remain valid for SSATP, as there is a continuous need for policy development and collaboration efforts within the transport sector. The shape of the programme however, needs to be adjusted to the changing environment and needs of the partnership countries. In this respect the current strategic review presents an excellent opportunity to see where SSATP is coming from and especially focus on the future direction of SSATP.

1.2 Rationale for strategic review

SSATP describes the rationale for the current strategic review as follows: “While SSATP is viewed by its sponsors to have been overall successful and to have played an innovative role in evolution of African transport policy, it now is at a juncture that demands a comprehensive assessment of SSATP and reformulation of its strategies. Change in the programme’s emphasis, evolving need of its beneficiaries and requests by donors supporting the programme for improved clarity in linkages between objectives and inputs and outputs of the programme, is now necessitating recalibration of SSATP.”

In 1995 SSATP a review of SSATP was conducted. In addition, a review of the programme took place in 1999. Both reviews serve as input for the current strategic review, which puts strong emphasis on the way forward, and more specifically in a future strategy for SSATP.

1.3 Objectives of strategic review

The Terms of Reference (ToR, see Annex 1) clearly describe the purpose of the strategic review:

“The Review 2001 will provide a “Strategy to 2006” for SSATP management, supporting donors, beneficiary countries and co-operating partners. This strategic review will take account of the SSATP’s performance since 1987, the new orientation

developed during the SSATP 2000 business meeting and decisions made at the Initial General Meeting in Copenhagen in November, 2000. It will locate the "Strategy to 2006" within a clear logical framework demonstrating how the SSATP vision, as prescribed in its mission statement, may be realised".

Besides the broadly described strategic review objective, the ToR mentions a number of expected analytical results. The strategic review should provide SSATP stakeholders with sufficient knowledge to:

- ▲ Adapt the programme focus.
- ▲ Decide on whether the programme should be modified to allow for new or emerging subject areas, such as road safety, gender, environment and HIV-Aids issues, and if so, how these issues can be accommodated by the programme.
- ▲ Secure sufficient resources for ensuring that SSATP can fulfil its mission statement.
- ▲ Strengthen SSATP's programme structure and management.
- ▲ Translate vision into results measured by simple performance indicators.

Furthermore, the strategic review will, again according to the ToR, recommend a strategy taking into consideration that SSATP policy reform initiatives effectively contribute to meeting wider development goals. In relation to this, recommended strategies will complement current and evolving developmental approaches, including the Comprehensive Development Framework (CDF), Poverty Reduction Strategy Papers (PRSP) and Heavily Indebted Poor Countries (HIPC) initiative.

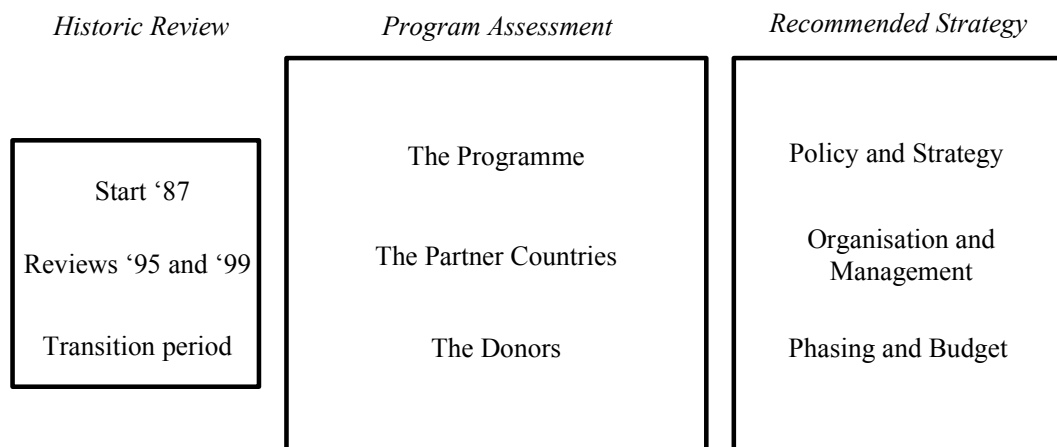
1.4 Methodology and approach

Methodology

A principal methodological consideration is that the emphasis of the strategic review is forward looking, i.e. defining a SSATP strategy towards 2006. This emphasis is reflected in both the methodology and the approach of the strategic review.

As for methodology of the strategic review, three sections can be distinguished: (1) historic review, (2) programme assessment and (3) recommended strategy. The three sections are presented in Figure 1.1.

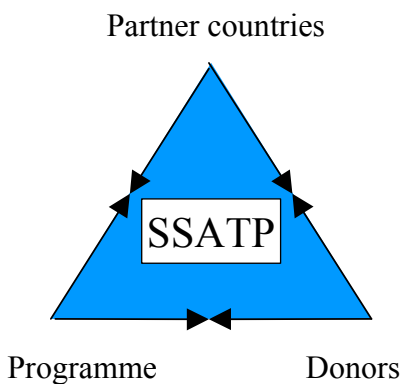
Figure 1.1 Three main sections of SSATP review



The first section presents a brief historic review. In this part of the strategic review, developments from the commencement of SSATP to the current transition period are concisely described.

The second section contains a detailed programme assessment in which SSATP is approached from various angles: the programme as such, the perspective of the partner countries and the perspective of the donors. The analytical angles are presented in Figure 1.2.

Figure 1.2 Setting for the programme assessment



The historic perspective and the programme assessment provide the building blocks for the final section, the recommended strategy. The strategy section takes the mission statement as a starting point from which, based on logical framework analysis, strategy, structure (organisation and management) and implementation issues, phasing and budgets for the coming years, are derived.

Approach

As a result of limited duration, the approach of the strategic review can be described as a parallel effort in which two field teams and one home-based team combined desk and field research. The Review Team (RT) made a flying start with missions to Washington D.C. and Saly (Senegal). In Washington D.C., the RT discussed the ToR with SSATP management, conducted interviews with component leaders and staff and the RT went home with a rich catch of documents. In Saly, the RT had the opportunity to talk with a large number of country representatives, some donors and representatives of international/(sub)regional organisations. In the meantime, the survey under European SSATP donors was started from the Consultant's home office in the Netherlands. In the period June-July the countries Ghana, Côte d'Ivoire, Malawi, Mozambique and Ethiopia were visited. During these missions, SSATP's performance and expectations regarding the programme's future was discussed with a long list of relevant stakeholders.

The RT has worked according to a Review Framework, to a large extent based on the ToR. In Annex 11 the "filled-in" Review Framework is presented, providing reference to the coverage of the ToR.

The RT periodically had meetings in Rotterdam in which progress, findings and planned activities were carefully discussed.

The Draft Report was distributed to a large number of stakeholders for comments. Furthermore, results were discussed at a meeting with SSATP management and other stakeholders in Brussels. Comments and feedback received were incorporated in this Final Report.

1.5 Report outline

This report's structure is based on the three main sections, presented in Figure 1.1. The first section, the *historic review* is dealt with in Chapter 2. In this chapter a concise overview is presented of SSATP development from the start in 1987 to the current period of transition. Milestones are the 1995 and 1999 reviews.

In the second section, the *programme assessment*, we focus on SSATP from various angles. In Chapter 3 the programme is presented with specific attention to its components and the programme's organisation and management and financial flows. In Chapter 4 the partner countries' view of SSATP is the main subject. In this chapter issues such as role of the partner countries, the role of (sub)regional organisations, as well as findings from the country visits are presented. In addition, partnerships beyond Africa are briefly presented. In Chapter 5 the donors' perspective is presented. Topics such as donors' involvement and appreciation of the programme and future expectations are dealt with.

The third section deals with the *recommended strategy*. In Chapter 6 the recommended Future SSATP mission, strategy and policy is presented. The mission statement forms the basis and the findings from the historic and especially the programme assessment are used as input for strategy formulation. In this chapter a logical framework analysis is included, presenting the relationship between the SSATP mission and the programme's objectives. Based on the principle "structure follows strategy", the recommended future organisation and management of SSATP is presented in Chapter 7, focusing on governance and organisational matters. In chapter 8 the programme's phasing and budgets for the coming years are presented. Finally, Chapter 9 presents conclusions and recommendations.

Section 1
Historic perspective

2 Historic Perspective SSATP

2.1 Beginning of SSATP

Shortly after its inception in 1987, the mission statement was Formulated:

- ▲ Improve the transport efficiency in Sub-Saharan Countries through improved policies and practices.
- ▲ Strengthen the indigenous capacities for policy analysis and reform at the national and regional levels.

In the early days, a wide variety of issues were addressed at different levels of detail: Road Maintenance, Local Construction Industry, Ports and Shipping, Railway Management, Government Enterprises, Low Volume Roads, Facilitation of International Transport, Urban Transport, Transport in Emergencies, Rural Travel and Transport, Development of Agriculture and Transport, Taxation in Transport, Trucking Costs.

2.2 The 1995 review

Gradually, a limited number of components emerged; the 1995 Review dealt with the following seven and their main *objectives*:

- ▲ Road Maintenance Initiative (RMI), “...to facilitate policy reforms resulting in sustainable maintenance and financing of public roads...”
- ▲ Rural Travel and Transport Programme (RTTP), “...to better the livelihood of rural people by improving access to basic goods and services...”
- ▲ Railway Management, “...to help countries establish efficient and financially sustainable railway enterprises...”
- ▲ Urban Transport, “...to support and facilitate the provision of safe, efficient and less polluting transport in cities of SSA...”
- ▲ Trade and Transport, “...overall objective is to reinforce the international competitiveness of SSA economies...”
- ▲ Human Resources and Institutional Development: “...capacity building to support policy reforms...”
- ▲ Transport Data, “...to provide information systems to support policy preparation...”

The recommendation to discontinue the latter two as separate components and to incorporate them in remaining ones was adopted but the inclusion of RTTP in RMI rejected. Consequently, the programme continued with the top five.

The mode of working

- ▲ Close co-operation of the SSATP task managers and operational Divisions of the World Bank in advising on the contents of the policy reforms deemed necessary (basically the Bank's view).
- ▲ Survey of country-level state of the transport sector and policies, to identify key issues.
- ▲ Synthesis or case studies to clarify issues and to support policy recommendations.
- ▲ Dissemination and discussion at (sub) regional Workshops and Seminars with the object of sensitising and the preparation of Action Plans.
- ▲ Taking stock of lessons learned and formulation of follow-up, next steps.

The approach reflects the SSATP angle as donor lead initiative.

2.3 Activities second half of 90s

RMI, broadened to Road Management Initiative, remained successful in implementing the basic principles of road commercialisation; indeed it constituted the figure head of SSATP. However, growth slowed down as more countries became member or otherwise adopted the RMI ideas.

RTTP, dealing with both rural road infrastructure and mobility, was increasingly expanding, as donors find target groups for poverty alleviation particularly in rural areas.

Urban Transport, renamed as Urban Mobility (UM) came up during the past few years, focusing on a few specific topics, i.e. Micro Enterprises, Air Pollution, Traffic Safety and Non Motorised Transport.

Trade and Transport (T&T), developed from a basically maritime focus (including ports) to coverage of the complete transport chain, including (multi/inter-modal) inland transport corridors, connecting land-locked hinterland countries. After a successful start in 1992, with significant activities, products and outcomes, the component lost momentum after its regional counter part, MINCONMAR, was dismantled in 1998.

Railway Management, now Railway Restructuring (RR), can boast on a number of successful railway concessionings, however, RR has been is practically dormant during the last few years.

Overlooking the first decade of SSATP:

- ▲ Indeed, SSATP, through its component activities, can list quite a series of *successes* in a wide range of topics in transport policy facilitation.
- ▲ Characteristic for the programme is the *pragmatic approach*: identify situations, countries prone to reform, address issues with proven approach, disseminate and move on. There are some drawbacks, however.

- ▲ Sometimes, SSATP interventions are rather *fragmentary*, easily losing momentum, with limited country coverage and doubtful sustainability as no clear constituency can be achieved.
- ▲ From the beginning, the programme has been *component specific*. Increasingly, components went their own way, individually managed and operated. SSATP never emerged as an overarching programme, and as such it is virtually unknown in the SSA region.
- ▲ The programme is typically *donor driven*. The Bank specifies component activities, donors make their choice through earmarked funding as to their preferences.
- ▲ The structure of the partnership is basically *top-down*. Most issues are provided by the “Centre” (World Bank Headquarters at Washington: SSATP management, Operational Divisions, Thematic Groups), and subsequently disseminated through studies, technical notes and workshops. Little initiative is expected from the African Partners.
- ▲ *Implementation* of policy (reform) actions remains a vague notion. Is it in the objectives of the programme, do resources allow? Where does “facilitation” end and “implementation” begin? Confine to “facilitation” and leave “implementation” to the Bank’s operations and donor’s interventions?
- ▲ *Capacity Building* is in the programme’s mission statement. During the first years it was a separate component (Human Resources and Institutional Development), but the 1995 Review recommended to include it in the other components. In general, achievements have been modest. Attempts to implement capacity building in the SSA region failed. There is no systematic approach to capacity building in the component activities.

2.4 The 1999 Review and Transition Period

At the end of the nineties, the tide changed for SSATP. Donors became increasingly dissatisfied with the programme because they did not sufficiently recognise their policy principles, aimed at poverty alleviation, in the programme and because of the poor reporting of the management. Donors’ queries were mobilised through a DFID funded “Review of Business Plan 1999 – 2001”, prepared by British consultants. Main conclusions:

- ▲ The programme lacked an overall management framework, the components being separately managed.
- ▲ The programme provides little management information, inadequate format of the Business Meeting, inconsistent and insufficient annual progress and financial reporting.

However, the 1999 Review did not mention changes in donors’ policy orientation, i.e. the increasing emphasis on Poverty Reduction as the leading objective of the programme’s interventions in the Transport Sector.

Decreasing donor support, invoked, invoking stakeholders to find a new course for the programme. Redefinition of focus of the programme, funding arrangements and

governance and structure, were thoroughly discussed at the Business Meeting of 30 May-1 June 2000 and subsequent decisions taken at the Initial General Assembly in Copenhagen.

The resolutions and decisions have been led down in the Framework Paper of 28 February 2001. A summary of important elements of the Framework Paper are presented in the box below. The Framework Paper constitutes the point of departure for the present review and provides building blocks for SSATP strategies to be designed.

Mission Statement

- ▲ The SSATP is an international partnership to facilitate policy reforms and related capacity building in the transport sector in Sub-Saharan Africa¹.
- ▲ Sound policies lead to safe, reliable and cost-effective transport, freeing people to lift themselves out of poverty, and helping countries to compete internationally.

Programme Work Modes

- ▲ Analysis of transport sector and sub-sector performance in the perspective of competitiveness and poverty alleviation as per the mission statement
- ▲ Definition of policy reform impact on sector and sub-sector performance
- ▲ Design of strategies to implement policy reforms
- ▲ Assistance in capacity building for above
- ▲ Dissemination of results and stimulation of public debate and consciousness on the mission statement through conferences, publications and media at all levels

Organisational Structure

- ▲ Constituent Assembly (CA)
- ▲ Annual General Meeting (AGM)
- ▲ The Board
- ▲ The Advisory Group (AG)

Programme Financing

- ▲ Bilateral donors and private foundations providing finances through Trust Fund arrangements to the World Bank; all funding under Trust Fund arrangements to be channelled through one common SSATP trust fund
- ▲ World Bank administrative budget for supporting Bank staff expenditures to the programme.
- ▲ World Bank Development Grant Facility
- ▲ Bilateral donors and private foundations providing support to specific activities

Planning and Reporting

- ▲ 3- year work plans to be prepared annually, by the programme manager, together with updated 3- year financial requirements
- ▲ Progress reports with expenditure reports to be prepared annually
- ▲ Financial reports on individual contributions to be prepared in accordance with the requirements of each trust fund agreement.

¹ This is the Mission Statement finally adopted at the Initial General Assembly. It is noted that the Mission Statement formulated in the Minutes of the SSATP Business Meeting 2000 was slightly different: “The SSATP is an international partnership to facilitate policy reform and implementation in the transport sector in Sub-Saharan Africa. This clearly shows how SSATP stakeholders continuously struggle with the scope of the notions “implementation” and “capacity building”.

2.5 Point of departure for present review

SSATP started out addressing some key problems and needs in the transport sector, e.g. sustainable road maintenance. Specific issues within separate components were considered rather than overall transport policy. Gradually, some components matured, e.g. RMI evolved to management of a network level, T&T stretched out to inland corridors and trade facilitation. Interfaces between the components became more important. Urban Mobility complemented the national transport policy focus at the agglomeration level.

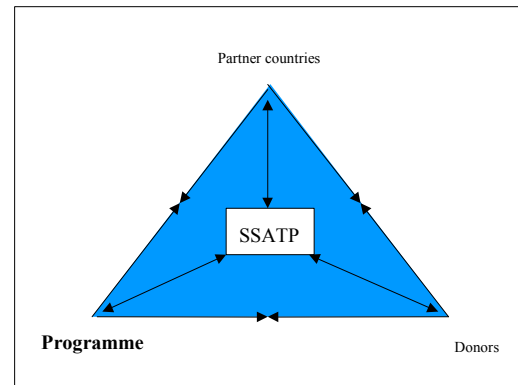
Such developments give impetus to the need for SSATP to shift from a rather fragmented component approach to a more integrated transport policy focus. SSATP could have a facilitating role in this process. This, together with the new SSATP framework and the desire to prepare the programme for the future is considered the point of departure of the present review.

Section 2
Programme Assessment

3 The Programme

3.1 Introduction

This chapter is the first in a range of three chapters focusing on programme assessment. Each chapter has a specific angle on SSATP, all angles together determine the “shape” of SSATP. This chapter deals with SSATP as a programme. For the programme resides and is managed at the World Bank this chapter represents to some extent the view of the World Bank towards the programme, at least from its position as programme manager. More on the World Bank’s view towards the programme is captured in Chapter 5, dealing with the donors’ view. Included in this chapter is a description of the organisation of SSATP (3.2), a brief assessment of the components (3.3-3.7) and an overview of financial flows related to the programme (3.8). Results and conclusions of this assessment (3.9) will be used as input for the strategy recommendation, the final section of this report.



3.2 Organisation of SSATP

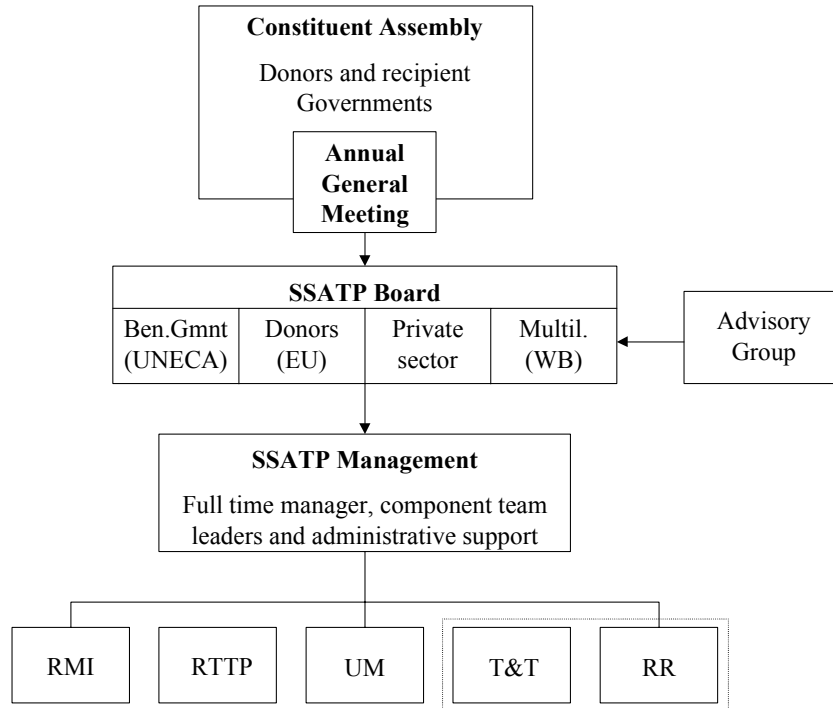
SSATP is a programme with many owners that resides in the World Bank and is managed by the World Bank on behalf of the stakeholders. Although the programme is not formally part of the Bank, the influence of the Bank is substantial. First of all, as indicated above, the Bank manages the programme. Those who work at the programme (fixed and open “termers”) are Bank staff and need to work according to the Bank’s rules. In addition, the programme needs to follow Bank’s procedures regarding financial flows of SSATP going through the Bank’s system (and the majority of the funds does that). Most of staff involved in SSATP, including the manager, are formally part of the Africa Transport Unit within the Bank, however, some staff work in other sections of the Bank.

Up to 2000 the SSATP organisation was rather flat, main elements being the programme manager, component managers and supporting staff. During the Business Meeting in June 2000 and the subsequent Initial general Assembly Meeting in Copenhagen the structure of SSATP was changed, based on the following principles:

- ▲ Desire to develop a programme (sector wide) approach.
- ▲ To continue component development and increase collaboration across components.
- ▲ The participation of stakeholders.

The organisational structure of SSATP, as presented in Figure 3.1, with slight modifications, was agreed by the Business Meeting of June 2000 and approved by the Initial General Assembly in Copenhagen in November 2000. The SSATP Framework document, as produced after the Copenhagen meeting, is presented in Annex 13.

Figure 3.1 SSATP Organisational Structure



The Review Team generally agrees with the proposed governance as appropriate for the programme’s needs. However, it appears that stakeholders anticipate an extension of the programme, as for the present size the governance structure would be quite heavy.

3.3 Road Management Initiative

Introduction

At the time SSATP started, RMI was the focal point of the programme. The main emphasis of the component was to increase awareness for sound road maintenance and related policy reform. A productive period of establishing networks and producing valuable reports followed. A milestone was the publication of the report on commercialisation of road management through the four RMI building blocks, broadening RMI’s scope from road maintenance to road management. RMI developed into the flagship of SSATP. RMI has worked through country and non-country support on establishing sound road management policies in SSA countries. While incorporating new issues, RMI has matured to an extent that it is now putting great effort in monitoring developments, focusing on post-reform issues and providing best practices.

Overview RMI

In Box 3.1 some key facts regarding RMI are presented.

Box 3.1 Key facts RMI

Objectives (as per work programme 2001-2003)

- ▲ Sustain and deepen the dialog on the need for policy reform and the available options for reform with both member and prospective member countries.
- ▲ Develop and disseminate knowledge on sustainable road management and financing drawing on promising practice in Sub-Saharan Africa and further afield.
- ▲ Develop monitoring and evaluation processes to systematically assess the impact of reforms implemented to date and disseminate lessons learned to member countries.
- ▲ Build capacity to carry out policy analysis, strategy formulation, reform monitoring and evaluation.

Building blocks (the 4 blocks of road commercialisation)

Ownership (involve road users in management and thus create a quasi market), **Financing** (arrange for a secure and stable flow of adequate funds), **Responsibility** (clarify who is responsible for what with corresponding authority) and **Management** (introduce sound business practices and managerial accountability).

Mode of working

- ▲ Support to Country programmes
- ▲ Regional Seminars and Workshops and regional Studies
- ▲ Monitoring Progress and Reforms
- ▲ Knowledge management and Dissemination

Achievements

- ▲ Total of 13 member beneficiary countries and four countries with the status of observer.
- ▲ A wide range of donors involved through the years.
- ▲ RMI has been able to reach countries through direct country support (country workshops, study tours, etc.) and sub-regional dissemination seminars.
- ▲ RMI has a track record of “success stories”, e.g. establishing second generation the Road Funds and generally commercialising road management.
- ▲ RMI has financed country representatives to attend training courses, e.g. course at Birmingham.
- ▲ RMI has incorporated new themes, e.g. safety, and developed new tools, e.g. the RED tool.

3.4 Rural Travel and Transport Programme

Introduction

RTTP started of in the early 90s by reviewing World Bank experience with projects that had feeder road elements. At this stage it was recognised that the component needed to focus on accessibility and combine infrastructure and transport services. RTTP has focused its activities on two levels: (1) at the regional level emphasis has been on dissemination of information through reports, Technical Papers, identification of best practices and (2) at the national level emphasis has been on providing support in formulation rural transport policy and incorporating this policy in national plans and programmes. With increased Focus on poverty alleviation issues and the obvious relation of RTTP to poverty, the component is well-liked amongst donors and is receiving relatively good support.

Overview RTTP

In Box 3.2 some key facts regarding RTTP are presented.

Box 3.2 Key facts RTTP

Objectives

The overall goal of the RTTP is to better the livelihood of rural people by improving access to basic goods and services. The specific objectives of the programme is to assist governments to develop national rural transport policies and strategies, which involve:

- ▲ Promoting awareness of rural travel and transport issues.
- ▲ Improving planning, financing, provision and maintenance of rural transport infrastructure.
- ▲ Improving rural transport services and mobility through adoption of appropriate transport technologies.
- ▲ Disseminating examples of good practice within the region.
- ▲ Facilitating mobilisation of resources for policy implementation.

Building blocks

Infrastructure, transport services, intermediate means of transport, labour-based construction and maintenance, decentralisation of decision making, promotion of participatory delivery of services and infrastructure, gender and rural transport.

Mode of working

- ▲ Support to Country programmes
- ▲ Regional Dissemination and Thematic Work
- ▲ Regional Offices (Harare and Abidjan)
- ▲ Collaboration (ILO-ASIST, IFRTD, NGOs)

Achievements

- ▲ RTTP is a well-organised component with 19 member countries, while two more countries have the status of observer, and regional offices in Harare and Abidjan. Part of RTTP decentralised its activities to the regional offices in harare and Abidjan.
- ▲ RTTP has had an impact: a broad range of rural issues have been placed on the agenda and have been (with varying results) incorporated in rural policies: labour-based maintenance, IMT, gender, decentralisation, etc.
- ▲ RTTP has (and is in the process of) started participatory processes, focusing on decentralised decision-making.
- ▲ RTTP has gained momentum and has been able to mobilise donors' interest.

3.5 Urban Mobility

Introduction

The background of UM stems from the recognition that rapid urbanisation is taking place in SSA countries (urban population growing 2-3 times faster than national population). At the same time a relatively large share of GDP is concentrated within the cities. Concentrating on improving urban transport would support national economic growth. So far, UM has focused on a variety of urban transport related issues, such as safety, micro-enterprises, non-motorised transport, air pollution and capacity building. A relatively large part of resources is spent on non-motorised transport.

Overview UM

In Box 3.3 some key facts regarding RTTP are presented.

Box 3.3 Key facts UM

Objectives

The objective of the Urban Mobility Component will be to support and facilitate the provision of safe, efficient and less polluting transport in cities of Sub-Saharan Africa, with special attention to those affected by the urban mobility crisis: the urban poor. Lack of cost-effective services, inappropriate regulation, growing traffic congestion, increasing air pollution and road accidents, and insufficient, poorly designed infrastructure are factors impeding smooth and efficient urban mobility.

Building blocks

Institutional and Policy Reform, Urban Transport Micro-enterprises, Clean Air Initiative, Non-motorised Transport, Road Safety, Capacity Building, Urban Mobility and Urban Planning, co-ordination, Monitoring, Dissemination.

Mode of working

- ▲ Country Support for regulatory reform
- ▲ Studies and Research
- ▲ Co-operation (SITRASS, CODATU)
- ▲ Training Sessions

Achievements

- ▲ UM has provided support for institutional reform processes in Senegal, Côte d'Ivoire, Ghana, Burkina Faso, Tanzania, Congo, Mozambique, Cape Verde and Zimbabwe.
- ▲ UM has developed a training module for African municipal staff.
- ▲ UM has placed a large number of urban issues on the agenda: safety, air pollution, microenterprises and capacity building for transport management.

3.6 Trade & Transport

Introduction

Background of this component was the fact that intra-Africa and overseas transport services were perceived as costly and inefficient, caused by Government regulations, fraud and other malpractice. T&T has been active since 1991 (although involved prior to this in the field of transit corridors). Big events were the First Round Table in 1992 and the Second Round Table in 1997, both in Cotonou. After a period of relative quiet, there is momentum for T&T to address transport chain issues, related to transport costs, such as trade facilitation, customs, border crossing problems, roadblocks.

T&T aims at building partnerships with both local and foreign parties in trade and transport, through which an appropriate information base and local administrative networks can be established. The Global Facilitation Partnership for Transportation and Trade (GPF), recently launched by the Bank, can provide a vehicle for establishing such partnerships at the regional and local level. The Facilitation Audit Methodology published as the first GPF output could be used systematically as a tool for identification and analysis.

Overview T&T

In Box 3.4 some key facts regarding T&T are presented.

Box 3.4 Key facts T&T

Objectives

The overall objective is to reinforce the international competitiveness of Sub-Saharan economies through more cost-effective services to shippers. Specific objectives:

- ▲ Developing better understanding of the whole transport chain, in order to:
- ▲ Outline remedial measures with emphasis on trade facilitation, revision of institutional and regulatory aspects, and organisation of regional transport operations.

Building blocks

Identification: (i) diagnosis of actual/potential shortcomings or impediments in the functioning of the transport chain, both at national and regional levels; and (ii) description of practical relationships between availability of efficient transport services and levels of trade and investment in industrial activities at the national level. **Analysis and Design:** preparation of appropriate remedial measures in the areas of administrative requirements, operational regulations, and possibly availability of adequate infrastructure. **Implementation Assistance:** provision of technical support to implement the measures.

Mode of working

- ▲ Support to Reform on country and region level
- ▲ Exchanges (Round Tables)
- ▲ Studies and Research

Achievements

- ▲ T&T has organised two successful Round Table Conferences.
- ▲ T&T established good contacts with MINCONMAR.
- ▲ The First Round Table resulted in seven in-depth studies on topics ranging from development of new maritime transport policies to comparative analysis of costs in the transport chain.
- ▲ The Second Round Table Conference, attended by over 300 persons, provided recommendations on (1) liberalisation policies for maritime transport, (2) reform of shipper's council, (3) establishment of pilot national monitoring units to assess the costs of the transport chain and (4) facilitation of transport and international trade by adopting and implementing appropriate international conventions.

3.7 Railway Restructuring

Introduction

The aims of RR have shifted through the years from a concentration on cost reduction and more effective use of funding and more appropriate institutional organisation in the beginning to strong emphasis on railway concessioning, i.e. develop financially sustainable rail enterprises. RR has been successful in addressing the latter issue and has disseminated findings through reports, a well received seminar in Abidjan in 1997 and a tool kit on railway concessioning. The component has not been very active after the Abidjan conference. A follow-up seminar is considered.

Overview RR

In Box 3.5 some key facts regarding RR are presented.

Box 3.5 Key facts RR

Objectives

The overall goal of the railway restructuring component is to help countries to establish efficient and sustainable railway enterprises. Specific objective: facilitate private participation in the core activities of the railway under concession arrangements.

Building blocks

Railway reform, railway concessioning (including concessioning agreements, bidding documents, regulatory environments, etc).

Mode of working

- ▲ Seminar (Railway Concessioning Seminar Abidjan)
- ▲ Studies and Research
- ▲ Information toolkit

Achievements

- ▲ The main achievement of RR has been to provide support in establishing financially sustainable rail enterprises through concessioning of railways.
- ▲ RR is providing support by doing research and producing study results, organising seminars and sharing knowledge through a toolkit.
- ▲ RR has had an impact. Countries benefited are Cameroon, Gabon, Mali, Senegal, Ghana, Mozambique, Malawi, Zimbabwe and Tanzania.

3.8 Financial flows of SSATP

In this section an overview is presented of financial flows related to SSATP, more specifically the programme financing, the expenditures and the financial contribution of donors, the latter being dealt with in more detail in Section 5.2.

Sources for programme financing

SSATP is financed through the following sources:

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

Expenditures

Expenditures are the main focus of this section, expenditures on SSATP at large and expenditures on components are presented below.

SSATP at large

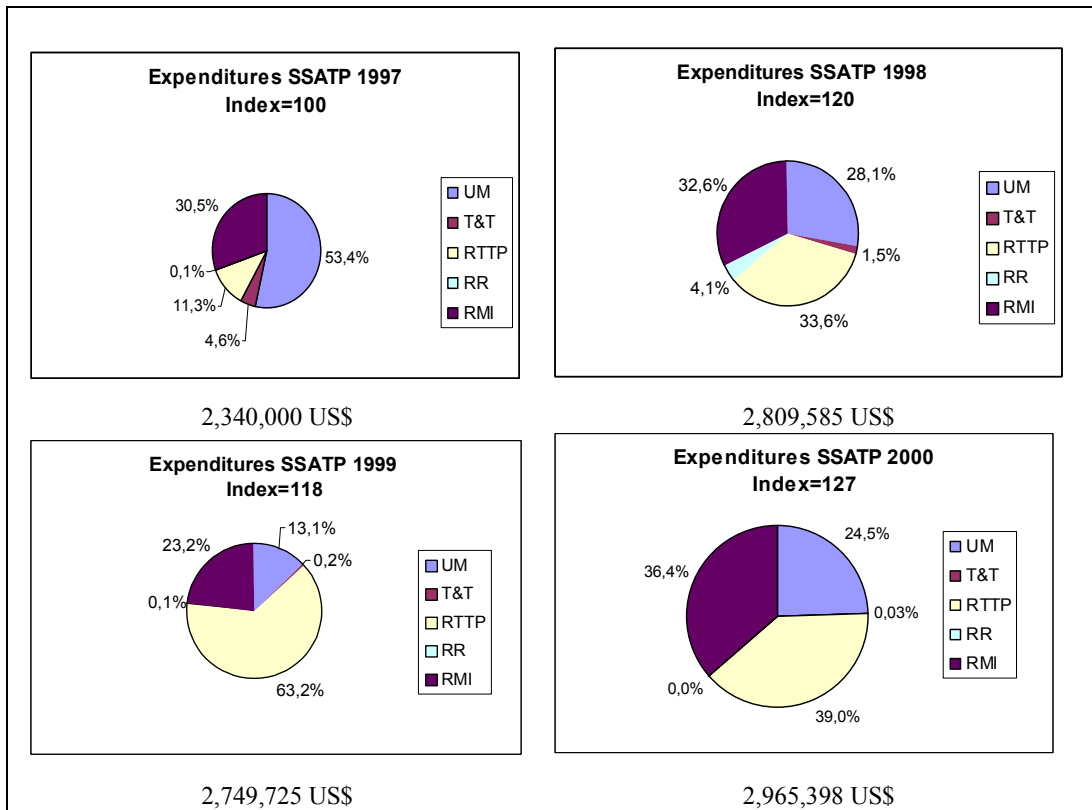
The assessment of expenditures is done on the basis of one World Bank document, prepared for internal use. Besides this document SSATP management has provided additional information². Since the analysis covers the period 1997-2000, consultants could only assess the expenditures in detail for this short period. Results have been thoroughly discussed with SSATP management and are presented in Figure 3.2.

The size of the circles in Figure 3.2 represents total expenditures. Since 1997 total expenditures steadily increased to approximately US\$ 2.9 million in 2000. It appeared that in 2000 in the first six months 2.0 million was spent and only US\$ 0.9 million in the latter part of the year. The reason for the rapid reduction in expenditure rate in the latter part of 2000 was the fact that the Trust Funds were getting exhausted and the programme was cut temporarily to bare bones by cancelling or postponing most activities.

The distribution between the components shows no clear trend. It is clear that T&T and RR are of minor importance in terms of expenditures, all other components fluctuate in terms of share over the years, whereas fluctuations of 20 percent or more (e.g. RTTP) are noticed.

² This information has been provided during discussions with SSATP management (e.g. additional information for the year 2000: 'SSATP un-audited Statement of Expenses')

Figure 3.2 Total expenditures SSATP period 1997-2000 by component.



Besides the distribution between components, another assessment has been carried out in order to find trends in the expenditures of SSATP. This includes the distribution between country specific and non-country support, details presented in Figure 3.3.

Figure 3.3 Distribution SSATP expenditures by country and non-country support

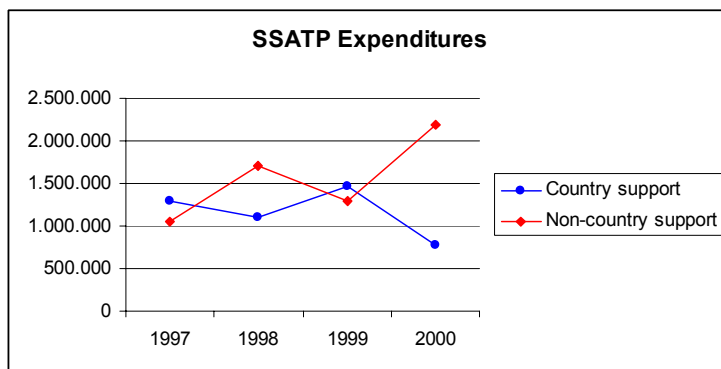


Figure 3.3 indicates that non-country expenditures are gradually increasing over the years from US\$ 1.04 million in 1997 up to US\$ 2.19 million in the year 2000 despite the fluctuations in total SSATP expenditure. As a consequence, the total specific country support has decreased (except for 1999) constantly. A trend to minimise the country support in favour of the non-country support can be noted³.

A detailed analysis of country and non-country support is presented in Annex 12. In this annex it is concluded that categories are not clearly defined and that expenditures are not clearly linked to categories, e.g. many expenditures are labelled “other expenses” (60 percent within country support) or “to be asked” (29 percent of non-country support).

One of the reasons for the rather in-complete information on expenditures is the “Bank specific procedures on Finances”. For collection and disbursing of external funding, SSATP relies on Bank Trust Fund systems and management. SSATP has to rely on Bank systems for data and reporting of both the Bank budget and Trust Funds use. The form of these, however, is not conducive to SSATP management, sponsor or donor information needs. The apparent solution to the absence of full separation of external funding from Bank systems is to enhance and strengthen the “shadow accounting” of SSATP. In Annex 12 four issues are raised which clarify the difficulties for SSATP management in financial management.

Component level

On a component level, expenditures have been analysed, differentiated for country and non-country support and split up in various categories. Graphical overviews are presented in Annex 12. Based on this analysis the following observations can be made:

- ▲ Components RMI, RTTP and UM all show a decrease of the *share* of country support, whereas T&T and RR no specific country support is given. This observation reinforced the “SSATP at large” trend to reduce country support in favour of the non-country support.
- ▲ The second observation is that the category “other expenses” for RMI and UM forms the majority of the country support. For RTTP the highest share of total expenditures are the co-ordinator costs. In RMI relatively most went to studies compared to the other components.
- ▲ Third observation is that for each component, the categories “head quarters consultants” and “to be asked” together are responsible for the majority of non-country support. This is also seen for SSATP at large. Nevertheless there are some differences e.g. RTTP for which the head quarter consultants already form 43 percent of total in comparison to 24 percent on average for total SSATP expenditures.

³ Nevertheless, since this is an assessment, which only covers four years, there is no strong evidence for this preliminary statement.

Financial commitments

The assessment of donor financial commitments is based on the 1995 Prospective Review, the SSATP Progress Reports (1997-1999⁴) and additional information for the year 2000 made available to the Review Team. In Table 3.1 cumulative development of total donor commitments is given since the programme started in 1987.

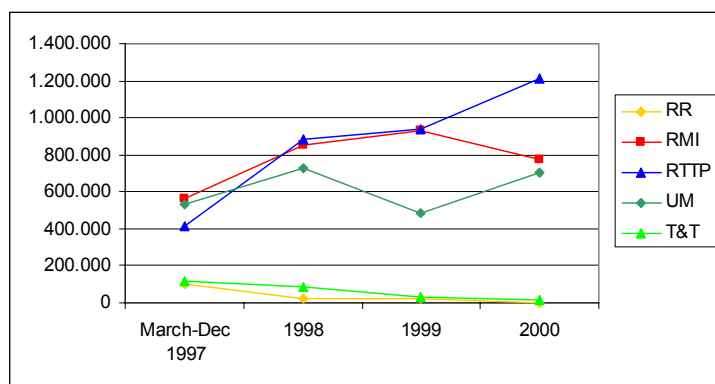
Table 3.1 Total SSATP Financial commitments from 1987 in million US\$ (cumulative)

	RR	RMI	RTTP	UM	T&T	HRID	Transport Data	Surveys & Initial Cont.	SSATP Mgmt ⁵	Total
Dec-1994	0.78	3.60	1.29	1.37	0.33	1.64	0.74	0.99	1.32	12.05
March-97	0.76	9.63	3.04	5.11	0.77	1.78	0.79	0.99	0.59	23.44
Dec-97	0.86	10.19	3.46	5.64	0.89	1.78	0.79	0.99	0.62	25.20
Dec-98	0.88	11.04	4.34	6.37	0.98	1.78	0.79	0.99	0.85	28.01
Dec-99	0.90	11.97	5.28	6.85	1.01	1.78	0.79	0.99	1.10	30.67
Dec-2000	0.90	12.75	6.49	7.56	1.03	1.78	0.79	0.99	1.35	33.64

Note: HRID, TD and survey & initial contribution were dropped after the 1995 Review.

When focussing on the last four years, it appears that some components gain financial resources and as a consequence others lose. Figure 3.4 presents an overview.

Figure 3.4 Total donor support per component per year for the period March 1997-December 2000



RTTP shows a steady growth, RMI shows a slightly decrease, UM shows a clear decline in 1999 and increases in 2000 to the level of 1998. Both RR and T&T are more or less stable (at a low level) in terms of financial resources.

Confronting the expenditures with the financial commitments gives a mixed picture⁶. For the year 1998 total commitments were 20 percent more than total expenditures, but

⁴ Progress report 2000 not yet available

⁵ The figures for SSATP management show a decline from December 1994 to March 1997. The reason for this could be a possible difference in the definition of SSATP Management between the 1995 Review and the Progress reports 1997-99.

for the year 1999 commitments were 22 percent less than expenditures. Unfortunately for 1997 this confrontation is not reliable since the commitments are only given for the period March-December 1997. The confrontation for the year 2000 shows an (ideal) one-to-one relation between financial commitments and expenditures. It has to be noted that this has been the only year for which SSATP management has provided a complete set of data to the Review Team.

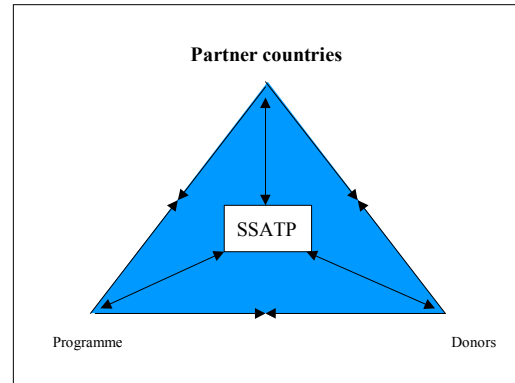
When focussing on the individual donors, it appears donors often commit themselves to only one or maximum two components. Throughout the years, some donors also tend to change their focus e.g. France which changed its focus from UM in 1997 to RMI in 1998 and back to UM in 1999. More information on donor funding is presented in Section 5.2.

⁶ Since the World Bank's fiscal year (FY) runs from July 1st to June 30th and the financial commitments run from January 1st to December 31st, a fair confrontation of expenditures with financial commitments is not possible.

4 The Partner Countries

4.1 Introduction

This is the second part of the programme assessment, focusing on SSATP from the “partner countries-angle”. In this chapter the following issues will be presented: coverage of SSATP (4.2), Country co-ordinators Meetings (4.3), findings from country visits (4.4), (sub)regional organisations (4.5), the regional organisation of SSATP (4.6), partnership beyond Africa (4.7), partner countries’ appreciation of SSATP (4.8) and conclusions (4.9).



4.2 Coverage of SSATP

SSATP reaches a great number of African countries. In Table 4.1 an overview is presented of the country coverage of the five components⁷. RMI and RTTP have formal component memberships, the relation for other components is less formal. Without doubt far more countries have been “touched” by SSATP in one way or another, e.g. through publications or the website.

Also included in this table are the following:

- ▲ The presence of a World Bank office in a country, as a possible link to SSATP.
- ▲ The regional organisations, including the location of the headquarters of these regional organisations. More information on this subject is presented in Section 4.5.
- ▲ The regional offices of RTTP in Côte d’Ivoire and Zimbabwe. More information on this subject is presented in Section 4.6.

Direct exposure to SSATP is realised through country and non-country support. In both types of support important vehicles for exposure are workshops and studies. For non-country support there are also the co-ordinating meetings. In Section 4.3 the findings from the joint RMI and RTTP co-ordinating meeting in Saly (May 2001) are presented, representing the partner countries’ views on RMI, RTTP and SSATP in general.

⁷ It should be noted that for T&T and RR only countries mentioned on the website are presented, there is no specific country support. Some countries which are marked ‘OBS’ as observer attended the RMI and RTTP meeting in Saly.

Table 4.1 Coverage of SSATP

	Country	Component					Region	WB office	RRTP off.	Reg. Org.
		RMI	RTTP	UM	T&T	RR				
	(visited)	Y/N	Y/N	Y/N	Y/N	Y/N	Y/N	Y/N	HQ	
1	Angola						SADC			
2	Benin						ECOWAS			
3	Botswana						SADC			
4	Burkina Faso						ECOWAS		UEMOA	
5	Burundi						COMESA			
6	Cameroon						UDEAC			
7	Cape Verde	Obs.					ECOWAS			
8	Chad						UDEAC			
9	Central Afr. Rep.						UDEAC		UDEAC	
10	Cote d'Ivoire						ECOWAS		ECOWAS	
11	Comoros						COMESA			
12	Congo						UDEAC			
13	Congo (D.R)						UDEAC			
14	Djibouti						COMESA			
15	Ethiopia						COMESA			
16	Eritrea						COMESA			
17	Gabon						UDEAC			
18	Gambia						ECOWAS			
19	Ghana						ECOWAS			
20	Guinea						ECOWAS			
21	Guinea Bissau						ECOWAS			
22	Guinea Equatorial						UDEAC			
23	Kenya						COMESA			
24	Lesotho	obs.	obs.				SADC			
25	Liberia						ECOWAS			
26	Madagascar						COMESA			
27	Malawi						SADC			
28	Mali						ECOWAS			
29	Mauretania						ECOWAS			
30	Mauritius						COMESA			
31	Mozambique						SADC		SADC	
32	Namibia						SADC			
33	Niger	obs.					ECOWAS			
34	Nigeria						ECOWAS			
35	Rwanda	obs.					COMESA			
36	Sao T. & Principe						UDEAC			
37	Senegal						ECOWAS			
38	Seychelles						COMESA			
39	Sierra Leone						ECOWAS			
40	Somalia									
41	South Africa						SADC			
42	Sudan						COMESA			
43	Swaziland		obs.				SADC			
44	Tanzania						SADC			
45	Togo						ECOWAS			
46	Uganda						COMESA			
47	Zambia						SADC/COMESA		COMESA	
48	Zimbabwe						SADC			

4.3 Country Co-ordinators Meetings

Country co-ordinators Meetings give a good sounding of the feelings of stakeholders about SSATP in the region. Such meetings are organised annually for the components RMI and RTTP. During the 1998 joint meeting, it was decided that the two components were prone to be separated, and indeed in Pretoria (December 1999) RMI and RTTP held their meetings separately. The component leaders stating that "...unlinking helped target participation and sharper focus on thematic areas..." (RMI) and "...components are mature now and could continue on their own ..." (RTTP). However, in the next meeting almost 18 months later in the joint RMI/RTTP meeting in Saly (May 2001), a cautious reunion took place (one day overlap).

The only RMI and RTTP have formal co-ordinating meetings. The organisation of other components is rather based on personal contacts of the component leaders in the countries. Recently, Urban Mobility held a steering committee meeting in Accra (April 2001), attended by delegates from 17 countries, to discuss actual UM topics and the way forward. The Trade and Transport and Railway Restructuring components do not have any official constituency; they have been more or less dormant during the past few years.

Part of the SSATP Framework is a Terms of Reference and Mode of Operation for the Annual co-ordinating Committee Meeting (CCM). Background to this document is the strong desire of partner countries to meet. Within the ToR for the CCM, it is assumed that each component will organise a regular co-ordinating meeting of all the stakeholders involved in the component. The RT underwrites the importance of the meetings, especially given the fact that they are demand-driven, but would suggest having meetings on a programme level, at least in the long run.

The Review Team was present at Saly. Observations reflecting the Review Team's views on RMI, RTTP and SSATP as a whole are presented in Box 4.1.

Box 4.1 Observations from Saly

RMI

- ▲ The concept of RMI is widely accepted, support to implementation is usually lacking.
- ▲ The leverage RMI had in its inception phase is fading away; countries in uncertainty as component managers change frequently.
- ▲ The prevailing concept of the four building blocks in their strict interpretation are considered too rigid. Country specific conditions call for modifications.
- ▲ In order to benefit from the (past) successes of RMI, dissemination of best practices and lessons learned on road policy development should be reinforced. It appeared most partner countries are not aware of successes of other countries.
- ▲ The leverage of RMI could be re-gained by defining next stages of work on Road Funds.
- ▲ Implementation of road management principles sometimes within framework of Transport/Road Sector Plan, constituting potential conflict with RMI.
- ▲ Potential problem RMI is that of “victim of own success”: once implemented, donors turn to sustainable poverty reduction policies in rural transport.

RTTP

- ▲ The co-ordinators constitute a wide variation of professionals, organisations, activities, expectations.
- ▲ Unlike RMI, where main roads are in a Road Directorate under Transport or Public Works, Rural roads are frequently under “Agriculture” or “Local Government” or elsewhere, usually in lower level departments.
- ▲ The gap between facilitating transport policy (reform) at the national level and implementation at grass root level is considered (too) wide.
- ▲ Decentralisation, particularly pertaining to rural road maintenance tends to widen the gap further. There is a need for governments and communities to jointly address rural problems.
- ▲ There are actions needed to actively exchange experiences, since progress on Rural Travel and Transport policy formulation is very spread over countries.
- ▲ Membership status and conditions unclear.
- ▲ Management’s expectation of “stages of progress” (1. Diagnoses, analysis, 2. Policy formulation, 3. Policy implementation), notably that all member countries will be in stage 3 by the year 2003 is in the RT’s view not supported by actual practice.

Joint meeting RMI, RTTP

- ▲ Although an overall approach of transport is advocated by representatives of both components, a merger does not have first priority. The cultures of RMI and RTTP are too different (bulldozers versus bicycles). Parties want to keep their own identity for the time being. However, enhanced co-operation seems indicated, particularly on infrastructure management.
- ▲ In both components, a desire is expressed for more frequent exchange of information, both top down and bottom up, by means of a newsletter, which could be shared by the components.

SSATP at large

- ▲ Generally, countries feel that the present way of dissemination/communication is basically top-down, leaving little scope for countries to assume ownership and stating demands.
- ▲ What is to be reckoned under “facilitating policy reform”, what under implementation of transport policies? SSATP has to clarify this issue in all components.
- ▲ As to the organisation of SSATP at the country level, it is recommended to appoint one co-ordinator for SSATP at large, co-ordinating the various components in a country.
- ▲ Both RMI and RTTP co-ordinators recommend the adoption of a holistic approach of transport (policy). This provides an opportunity for SSATP to promote “common transport sector policy development”.
- ▲ In each country, a platform for dissemination and communication would need to be established for both vertical and horizontal exchange of best practice.
- ▲ It is suggested to investigate the potential of co-operating with established sub-regional organisations.
- ▲ SSATP could play a role as co-ordinator of knowledge development in universities, research and training centres, consultants.
- ▲ Co-ordinators meetings only once a year (let it be 18 months) is considered absolutely insufficient since there is a strong desire of partner countries to meet more frequently.

4.4 Country visits by the Review Team

Besides attending the co-ordinators meeting in Senegal, the RT visited Côte d'Ivoire, Ethiopia, Ghana, Malawi and Mozambique for discussions with stakeholders on SSATP performance, exposure and potential. Country Reports have been attached as annexes (see Annex 3-7). At the end of this section findings from the country visits are briefly summarised per country in five boxes (Box 4.2-4.6).

Generalised to the regions, the following main conclusions emerge:

- ▲ The exposure of SSATP is weak. SSATP as the parent organisation is virtually unknown. SSATP is only known through its components. Members of one component usually are little abreast of the others. What was suggested at the co-ordinators Conference has been confirmed during the country visits: SSATP should aim at strengthening its exposure through one national programme co-ordinator and the establishment of a Platform for Dissemination & Communication.
- ▲ Governance in the transport sector usually does not provide the right setting for appropriate transport policy and planning. "Infrastructure" and "transport" are frequently housed in different ministries; transport co-ordination is not institutionalised.
- ▲ Many countries are aiming at broadening the scope of transport policy to the integrated concept. Quite a few countries are at the brink of embarking on a National Transport Study or Sector Plan.
- ▲ Most countries struggle with the task to mainstream decentralisation into transport policies. Here, SSATP could play a supportive role in facilitating the exchange of best practice throughout the region.
- ▲ The majority of SSA countries are either landlocked or transit country. The awareness of transport cost and trade facilitation as critical factors in economic development is increasing. The organisation of multi/inter-modal trade and transport corridors (including railways) is getting more attention.
- ▲ Countries' position in sub-regional context, i.e. the economic integration and harmonisation of trade conditions are high on the national policy agenda's. The Sub-Regional Organisations (SROs) could have an important role to play.

Summarising, it is concluded that there are opportunities for enhanced SSATP exposure in facilitating integrated transport policy (co-ordination) and planning, at both the national and international level (transit corridors), in the sub-regional context. To that end, SSATP needs to improve its country representation and organisation and co-operate with SROS.

Box 4.2 Summary of country visit Côte d'Ivoire

SSATP in general

- ▲ SSATP has had a positive influence throughout the transport sector in Côte d'Ivoire. Formally involved in RTTP, UM and T&T only, Côte d'Ivoire has also been involved in, or at least influenced by RMI (commercialisation) and RR (concessioning).

RMI

- ▲ Côte d'Ivoire is not a formal participant in RMI but has embraced its key message: commercialisation. Under the ongoing TSAIP, there is strong government commitment to the formulation, adoption and implementation of a more efficient and sustainable road sector policy framework. The concept of a new generation of Roads Funds, financed inter alia by a fuel levy as a proxy user charge, has been endorsed and is currently under consideration to secure a more stable flow of adequate road maintenance funds.

RTTP

- ▲ Côte d'Ivoire is a recent member of RTTP. The country entered into the programme against the background of the failure of its previous attempts to address rural transport issues. A senior official of the Ministry of Transport was nominated in November 2000 as national RTTP programme co-ordinator and a national RTTP Steering Committee was installed to host future programme activities. The next programme steps - assessment of the country's experience, conduct of national and local rural transport seminars, formulation of a national rural transport policy and strategy and reform of institutions - have yet to be taken. Also in this case, there seems to be a need for a broader dissemination of programme achievements and related documentation.

UM

- ▲ The impact of the UM programme in Côte d'Ivoire has been most visible through the intervention of the responsible UM programme officer in the set-up of the AGETU, a new regulatory body for the co-ordination of urban mass transit operations in Abidjan. The initiative has been welcomed by all parties involved, including the private sector, but the agency is in desperate need of operational and investment funding.

T&T

- ▲ Côte d'Ivoire participated in the various T&T Round Table meetings on the strategic, political and institutional reforms needed in the sector, but interventions of the programme did not possess the cohesion needed to create a regional momentum towards more liberal trade. Due to the absence of concrete proposals, the T&T component more or less stalled for the last five years. The T&T component is now attempting to broaden its past focus on ports and maritime transport to develop a better understanding of the whole transport chain. Plans for executing T&T Facilitation Audits and case studies on existing operational corridors are welcomed.

RR

- ▲ SSATP played a vital role in taking forth into implementation the key topic of Railway Restructuring and catalysing the introduction of the concession technique for the first time in Sub-Sahara Africa in Côte d'Ivoire and Burkina Faso, who jointly concessioned the Abidjan-Ouagadougou railway to a private operator in December 1994. The experience provided and continues to provide useful lessons to other countries involved in restructuring their railways operations.

Box 4.3 Summary of country visit Ethiopia

SSATP in general

- ▲ SSATP, notably the components RMI and RTTP, has had a strong impact on policy development in Ethiopia. RMI has initiated the Road Fund and the RSDP approach. The RSDP contains an important sub-component, the Ethiopian Rural Travel and Transport Programme (ERTTP), aimed at opening up so far isolated, remote areas and linking them with the existing road network. ERTTP has been greatly inspired by RTTP.

RMI and RTTP

- ▲ Ethiopia joined RMI in 1996 and started to implement RMI objectives in 1997 when the RSDP was launched with support of the donor community. RSDP is implemented by ERA, the Federal Roads Agency. The Ethiopian Road Fund was proclaimed in March 1997 for financing the road maintenance works and to provide a funding source (3%) for road safety measures. There are separate Boards for the Road Fund and for the federal Roads Agency ERA.
- ▲ In FY 1999/2000, the Road Fund disbursed Birr 247 million (~ US\$ 30 million) for maintaining 14,100 km of federal roads, 3,650 km of regional/rural roads, and 200 km of urban roads. The Rural Road Authorities in particular had difficulties absorbing allocated maintenance budgets, due to shortages in equipment (Force Accounts works are still the dominant mode) and management/supervision capability.
- ▲ RTTP has triggered the participatory process at the Wereda and village level in which low-level rural roads are rehabilitated and constructed.

Policy issues

- ▲ Most *operational functions have been placed at arms length* of MOTC, in Authorities or Enterprises, such as Road Transport Agencies, Ethiopian Roads Authority (ERA), Regional Rural Roads Authorities (RRAs), Road Transport Authority (RTA) for road transport (services) regulatory functions, Ethiopian-Djibouti Railway Enterprise and ESL (shipping) & MTSE (shipping agent and forwarder of im/export freight)—a Government enterprise (monopolist), supervised by the Maritime Department of the Ministry.
- ▲ The *transition from (public sector) Force Account works to private sector (domestic) construction industry dominance* is presently a main stumbling block. There seems to be reluctance to privatise the (road) construction industry, or at least uncertainty how to do it.
- ▲ *Shortages in professional capacity* to handle privatisation and decentralisation processes, primarily a lack of planning and management skills to deal with the separation of policy and regulatory functions (by the public sector) and operational/ executive functions (by a to-be-created private sector), is a major problem area in the transport sector.

Future role SSATP

- ▲ Recognising the added value of RMI and RTTP, the Ethiopian stakeholders would welcome further SSATP-assistance—“*African countries need the reference from other SSA countries to turn around key players in change processes*”—and SSATP could continue to provide the required regional forum. The most urgent needs are believed to be:
 - Decentralisation-cum-privatisation process design (incl. e.g. transition process design from Force Account operations to fully private sector contractors operations managed by the road agencies);
 - Design of an overall capacity building strategy for the transport sector;
 - Addressing the urban transport/mobility problems, preferably integrated within RSDP II.

Box 4.4 Summary of country visit Ghana

SSATP in general

- ▲ Ghana has played a positive role in the past by being at the cradle of many SSATP developments, e.g. 2nd generation Road Funds and developing mechanisms for allocation of funds to low volume roads. Within Ghana, there is great willingness to share the “Ghana experience” with other countries.
- ▲ Until recently Ghana’s transport sector organisation was well structured with both infrastructure and transport in one Ministry of Roads and Transport. However, Roads and transport were separated at the formation of the new government.
- ▲ In the roads sector, donor co-ordination is traditionally well developed. The co-ordination unit in the (now) MRH could stand as a model for the envisaged SSATP National co-ordinator Platform.
- ▲ Although all components are one way or the other relevant, and Ghana is dedicated member of RMI, RTTP and UM, SSATP as umbrella organisation is virtually unknown.

RMI

- ▲ The Ministry of Roads and Highways is an active participant in RMI. All four building blocks are implemented to a considerable extent. Ghana is one of the few countries where the allocation of the Road Fund over trunk, regional and feeder roads is not arbitrary but (in relative sense) based on needs.

RTTP

- ▲ RTTP is since two years represented by the Department of Feeder Roads, at an appropriate institutional level.

UM

- ▲ Urban Mobility recently (April 2001) hosted the 21 Steering Committee.

RR-T&T

- ▲ There is scope for active involvement of both RR and T&T in the development Burkina Faso Corridor, including railway restructuring and trade facilitation (The Ghana Gateway Concept).

Programme approach

- ▲ The integrated approach, contemplated by SSATP, is embraced by the Ghana transport authorities and the idea of a SSATP platform co-ordination unit supported.
- ▲ At present, the transport sector co-ordination is not institutionalised. This is inopportune as in the new RSDP attempts are made to head for an integrated transport approach, through the initiative for studies on “National Transport Policy”, “Mode Integration” and “Urban Transport”. This might be an opportunity for SSATP to co-operate with the Ministries of Roads and Highways (MRH) and the Ministry of Transport to elaborate the concept of Integrated Transport Policy Development.

Box 4.5 Summary of country visit Malawi

SSATP in general

Since its exposure to RMI since 1995, and RTTP since 1998, these two SSATP components had a great impact on road transport policy reformulation and triggered significant, first institutional reforms in the transport sector. There is a National Roads Authority (NRA) and a Road (Maintenance) Fund, with no separation yet between the Central Roads Agency function - NRA as the “provider” of roads, and the Road Fund function - NRA as the “financier” of roads.

Policy issues

- ▲ The National Transport Policy reflects a growing public-private sector partnership, as evidenced by (1) road sub sector: emerging private sector involvement in network management and a dedicated Road Fund for road maintenance, (2) concessioning of Malawi railway operations and (3) intended commercialisation of Malawi Lake services.
- ▲ Road transport is by far the most dominant form of transport with few alternatives available within landlocked Malawi (rail network coverage is limited). This has led to high costs in the road transport sector for import and export commodities.
- ▲ The I-PRSP recognises the problems in terms of access to transport infrastructure and the final PRSP document is to delineate strategies to improve the quality of economic infrastructure as a crucial component of economic growth. The role of rural feeder roads is further emphasised under the heading of rural insecurity.
- ▲ Two major challenges facing the MRTTP are: (1) building capacity of district assemblies and (2) bringing co-ordination in various parallel interventions in the districts of different government and/or donor-supported Public Works programmes.

Future role SSATP

Considering Malawi’s future needs, it would be helpful if the SSATP would focus on the following related activities: (1) revisiting the (road) transport policy implementation process, by conducting high-level workshops with relevant stakeholders and (2) regional exchanges on selected “lessons learned” by having designated country delegations meet regionally, or by arranging bilateral study tours.

Box 4.6 Summary of country visit Mozambique

SSATP in general

- ▲ All components are active in Mozambique, however, SSATP exposure is low at present. Most achievements of components (particularly RMI) are known under SADC-label.

Policy issues

- ▲ Mozambique features a varied transport scene with three multi-modal hinterland corridors and North-South trunk roads under (re)construction, providing a good case for T&T-issues.
- ▲ At this stage there is little transport co-ordination, the main modes of transport being under different Ministries. RTTP and RMI are represented by one single country co-ordinator. This could be a first step towards improved co-operation within the sector.
- ▲ Decentralisation of road management is underway.
- ▲ The principles of RMI have been accepted, but implementation follows a cautious step-by-step approach: the Road Fund was initially under the Road Authority, but is now about to become fully independent, road maintenance works are being outsourced, A new private road construction sector is emerging.

Programme approach

- ▲ The SADC Transport Protocol, designed to harmonise policies and legislation between Member Countries, embraces the concept of Integral Transport Policy and Planning, according to objectives similar as those of SSATP. Co-operation at the sub-regional level should be pursued.
- ▲ The integral transport concept, as part of the transport protocol, comprises multimodal and intermodal transport, a corridor approach, inclusion of logistics and trade facilitation. There seems to be significant scope for co-operation between SSATP and SADC on the common main objectives: facilitation of policy development and capacity building.

4.5 (Sub)Regional Organisations

At the genesis of SSATP, the option to host the programme at an African organisation was considered. However, it appeared that no suitable candidates were available at that time. The outcome was that the programme was jointly set-up by the World Bank and UNECA, and placed within the World Bank Headquarters in Washington D.C. Now it is felt that the momentum is there to re-explore the opportunities for enhanced co-operation with (sub) regional organisations with the ultimate, longer term goal to eventually fully “Africanise” the organisation of SSATP.

Conclusions on the prevailing relevant organisations, such as UNECA, SADC, ECOWAS, UDEAC and COMESA (see Table 4.1), are:

- ▲ Not much is known about the organisations within SSATP.
- ▲ To date, contacts between SROs and World Bank HQ are minimal.
- ▲ Concerted action needed to explore opportunities and to develop criteria for co-operation (see below).

Criteria for co-operation

Before SROs, or any other institutions, become involved in SSATP, certain basic criteria need to be met. In view of future opportunities for co-operation, SSATP stakeholders, i.e. management, partner countries and donors, are advised to start a debate on the set of criteria for co-operation, which could include:

- ▲ SROs should underwrite SSATP principles or have a transport policy and strategy that is coherent with that of SSATP.
- ▲ SROs should add value to the programme and/or provide efficiency gains.
- ▲ SROs should have the infrastructure and resources to be effective partners.
- ▲ SROs should have a period of association with the programme.

Based on previous criteria UNECA and SADC are suitable co-operation partners. Both institutions are focused on below.

UNECA

SSATP was considered—by UNECA—as the “operational arm” of the second transport decade for Africa. UNECA’s perception was—and is—that a focus on transport policy *implementation* is the primary requirement. As concerns SSATP achievements on transport policy reform or development, it is recognised that high quality material has been produced, but not been used optimally.

The capacity building needed for transport policy implementation, which was supposed to be guided by UNECA and implemented by UNDP, never took off. Neither the ECA nor UNDP were given the required (financial) means. Probably, not even the first step—i.e. developing appropriate “tools” in the form of an agreed Capacity Building Strategy Framework design—has been completed. Therefore, in-country (as well as regional) capacity building remains today the major bottleneck.

According to ECA, it was marginalised-not part of the actual management of the SSATP-after around 1995. Two meetings organised in Addis Ababa-in 1993 and 1995-addressed the issues of coverage of the SSATP and its harmonisation with UNCTADA II. ECA and the World Bank made an attempt for harmonisation, but-reportedly-(most of) the other donors did not agree on this, and SSATP continued as a “donors priorities” programme.

Thus, in spite of a perhaps other intention, SSATP was largely supply-driven with a “piecemeal” approach taking the form of (5) sub-sector components responding to (bilateral) donors’ preference⁸ to support rather project-like activities addressing their particular field of sub-sector or thematic interest than supporting a holistic approach with “bulk” funding for an integrated programme. So far, SSATP did not attempt to approach its (potential) supporters with such holistic vision and approach.

On the other hand, a beneficiary- or “owner”-driven approach requires that the needs (of the SSA beneficiaries) be well articulated, and this has been a problem throughout the 14 year old programme-and it still is a problem to obtain well articulated proposals for transport sector related assistance for SSA countries.

ECA’s present view remains anyhow that (i) a holistic approach should be applied, and (ii) transport sector capacity building for policy implementation across all sub-sectors should receive highest priority. More detailed information on the holistic approach and other issues discussed with ECA can be found in Annex 14.

An “Africa Transport Forum” meeting of African Ministers of Transport is scheduled to take place in Addis Ababa in December 2001 (the last one of this type was held in Cairo in 1997) to present an evaluation of UNCTADA II and to explore the way ahead. This meeting will offer a new opportunity for the SSATP (new style) to articulate its mission (statement) translated into envisaged actions, and seek high-level partnership with interested SSA (or perhaps all African) countries.

SADC

The SADC (Southern African Development Community), through its sector organisation SATCC (Southern Africa Transport and Communications Commission) aims at co-ordinating transport policies between member countries through its Transport Protocol, which:

- ▲ Sets out the region’s objectives in regard to transport.
- ▲ Recognises the need for private sector participation.
- ▲ Promotes regional integration through developing compatible harmonised national policy and legislation.

⁸ ECA notes that (during the last 5-6 years) World Bank officials were not too much involved in SSATP-assessment, that SSATP-meeting decisions were often not followed up, that the main objective of business meetings was to mobilize donor resources to fill financial gaps-without hardly any beneficiaries consultation or association with management and guidance of the SSATP. As donors wanted to see some actual impacts of the SSATP, and failing that they started to withdraw their support.

The SATCC organisation is in a process of transition, focusing on core activity of “policy reform and capacity building” (note that these are exactly the same notions as in the SSATP mission statement). The SATCC has already embraced the RMI principles of road commercialisation and the Corridor Development Concept coincides with T&T/RR approach.

It is understood that there are no (formal) contacts between SSATP and SATCC. However, it is evident to the RT that both organisations cover common fields and that there are ample opportunities for co-operation.

4.6 Regional organisation of SSATP

To date, the component specific Country co-ordinators, originating from national government institutions, form the backbone of the SSATP regional network. In addition, the RTTP has two sub-regional co-ordinators (Bank staff) in Harare and Abidjan. The organisational set-up reflects the fragmented character of SSATP at present. It is wondered whether SSATP, with its limited resources can much longer carry the burden of maintaining individual networks for individual components throughout the region. Two ways for improving organisational improvement could be considered:

- ▲ Rationalisation of the current organisation.
- ▲ Linking with existing Sub-Regional Organisations.

The regional organisation should mirror the holistic transport concept recommended for the programme, in that each country be represented by one SSATP co-ordinator, who speaks for all transport policy matters and directs the co-ordinators for individual components. Such a person should be of sufficient standing, should be close to transport co-ordination, have easy access to the top of ministries and donors.

At the sub-regional level, the SSATP staff should also represent SSATP at large, responsible for organisation, dissemination and communication both for the programme as a whole and for the individual components.

It is recommended to explore the opportunities for teaming-up with established SROs, sharing policy development efforts and communication networks.

4.7 Partnerships beyond Africa

The SSATP activities and the underlying problems and needs in the transport sector are not unique for Sub-Saharan Africa, in fact many of the issues are relevant on a global level. A global programme could be considered but would eliminate the regional aspect. Given the enormous needs in the Africa transport sector, a regional programme is

justified. However, to avoid isolation on the one hand and to guarantee knowledge sharing on the other hand, close ties with other programmes are considered essential. A two-way flow of knowledge and experience should be pursued. Worth mentioning in this respect is that many good practices developed by SSATP have been adopted in other regions of the world. Good examples are RMI policies, e.g. setting up second generation Road Funds in Asia and the message of RTTP being incorporated in Asia and Latin America. One of the indicators for SSATP performance is the extent to which the programme is able to “export” these best practices. The RT has not been able to make an assessment of the extent to which SSATP findings are incorporated in other programmes.

The two-way flow of knowledge also means that SSATP should be open to developments and findings in and from other programmes. Some donors have expressed their concern regarding this aspect, stating limited co-ordination between SSATP and other initiatives. Given the vast amount of organisations active in transport development, some of them presented in Table 4.2, the RT recommends SSATP to keep close ties with these organisations.

Finding another programme with the same scope as SSATP is not an easy task. However, the activities of the transport sector of the Economic and Social Commission for Africa and the Pacific (ESCAP), covering organisation of meetings, seminars and producing publications and inter-country networks, show similarities with SSATP.

Concerning the ESCAP activities, two important conclusions can be drawn:

- ▲ SSATP management should consider adapting the comprehensive and integrated approach to policy development in the field of infrastructure, traffic and transport, mentioned in the New Delhi Action Plan on Infrastructure development.
- ▲ The ESCAP Commission meeting with Ministers is important for the development of the integrated transport policy approach. SSATP should also aim at such high level meetings to carry out the message of SSATP. It would make sense to co-ordinate this with UNECA.

More information on ESCAP and the relation to SSATP is presented in Annex 10.

In addition, the thematic approach of the ECMT/ CEMT (European Conference of Ministers of Transport/Conference Européenne des Ministres des Transports), based on Round Table dissemination could be appropriate for SSATP. More detailed information on this subject is presented in Chapter 6.

Table 4.2 International organisations involved in transport development

<i>Organisation</i>	<i>Brief description</i>
IFRTD	International Forum for Rural Development. Global network of people and organisations interested in promoting a broader approach to meeting the transport needs of rural people. Focus is given on the introduction and dissemination of intermediate means of transport, the improvement of local transport infrastructure; the expansion of appropriate rural transport services and the use of integrated planning approach.
ILO/ASIST	Regional programme providing advisory support, information services and training to projects, consultants, policy makers, donors, training institutions and others involved in the promotion and application of labour-based technology.
OECD	Group of 29 member countries in an organisation that provides governments a setting in which to discuss, develop and perfect economic and social policy.
SITRASS	Network of studies and researches aiming at facilitating and strengthening African research teams in Transport Economy, providing the dissemination of information in Sub-Saharan Africa, guiding research workers, experts, transport professionals in their actions.
World Road Association (PIARC)	Aims at facilitating international co-operation and fostering progress in the formulation of policies and the development of road technology. It also aims at the improvement of knowledge transfer with the priority given towards developing countries and countries in transition.
International Road Federation (IRF)	A not-for-profit, non-political service organisation. Its purpose and continuing objective is to encourage better road and transportation systems world-wide and to help apply technology and management practises that will give maximum economic and social returns from national road investments.

4.8 Partner Countries' Appreciation of SSATP

Based on a range of interviews with selected partner countries' representatives during the country visits, feedback from the co-ordinators meeting, and discussions with other stakeholders, a SWOT-analysis is made, specifically focusing on SSATP from the partner countries' point of view. Results are presented in Box 4.7.

Box 4.7 SWOT-analysis from partner countries' perspective

<p>Strengths</p> <p><i>Information source</i></p> <ul style="list-style-type: none"> ▲ seminars, workshops, training, working papers and reports provide input for policy development and capacity building ▲ knowledge sharing and exchange of best practices <p><i>Regional Platform for communication & dissemination</i></p> <ul style="list-style-type: none"> ▲ place for discussing policy development ▲ networking opportunities ▲ place for meeting other policy makers and donors 	<p>Weaknesses</p> <p><i>Lack of ability to implement policy development</i></p> <ul style="list-style-type: none"> ▲ programme focus on facilitating policy development instead of implementation ▲ limited local capacity for policy reform ▲ institutional separation of “infrastructure” and “transport” <p><i>Programme not responsive to local needs</i></p> <ul style="list-style-type: none"> ▲ insufficient opportunities to voice the local needs ▲ distance to decision-making ▲ SSATP guidelines or principles too rigid <p><i>Reach of the programme</i></p> <ul style="list-style-type: none"> ▲ limited internal dissemination within countries ▲ limited access to internet
<p>Opportunities</p> <p><i>Programme approach</i></p> <ul style="list-style-type: none"> ▲ co-ordination of transport sector issues on a national and sub-regional level ▲ linkage of SSATP and country programmes within a poverty reduction strategy setting ▲ growing awareness for importance of transport cost reduction <p><i>Communication & dissemination</i></p> <ul style="list-style-type: none"> ▲ strengthen the concept of sharing of best practices ▲ improve bottom-up communication process <p><i>African ownership of SSATP</i></p> <ul style="list-style-type: none"> ▲ strengthen the African representation in decision-making bodies ▲ eventually move SSATP management to Africa ▲ co-ordination with SROs 	<p>Threats</p> <p><i>Fading donor support</i></p> <ul style="list-style-type: none"> ▲ inability of the programme to renew itself ▲ lack of coherent programme in which activities are related to poverty alleviation <p><i>Supply instead of demand driven programme</i></p> <ul style="list-style-type: none"> ▲ failure to base the programme on local needs ▲ lack of capacity of African institutions to eventually take up the role of programme manager <p><i>Lack of leverage</i></p> <ul style="list-style-type: none"> ▲ inability to mainstream programme results in implementation/country programmes

4.9 Conclusions

SSATP has a large exposure in Sub-Saharan Africa, officially 48 countries are reached by the programme. The programme provides important input for transport policy development by providing documentation and organising workshops, seminars and training. In addition, SSATP serves as a valuable meeting place, a regional platform for exchange of information and sharing of knowledge. The programme is in the current set-up not optimally responding to local needs, something that could be improved through bottom-up communication and stronger African representation in bodies such as the AGM. A positive development in this respect is the invitation of two RMI co-

ordinators to attend the September 2001 Board meeting⁹. Another programme drawback is the inability to implement transport policy. Lack of local capacity, limited leverage between SSATP and country programmes are some limitations in this respect.

For the future SSATP provides opportunities to facilitate integrated transport policy at both the national and international level in the sub-regional context. In order to do so, SSATP needs to improve its country representation and organisation and co-operate with SROs.

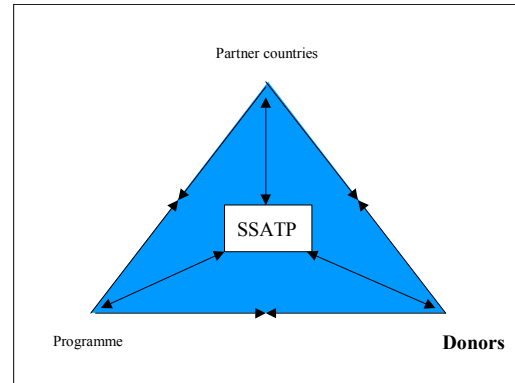
⁹ This has been of the results of the joint RMI/RTTP Meeting in Saly

5 The Donors

5.1 Introduction

In this chapter the donors' perspective regarding SSATP is presented. Two sections can be distinguished: (1) an overview of donors' involvement and funding of SSATP (5.2) and (2) information from interviews with donors regarding the relevance of SSATP to the donors' policy, the donors' view on the contents of SSATP, the appreciation of the programme and finally the future perspective (5.3-5.6). Conclusions are presented throughout the various sections and are summarised in 5.7.

The second section is based on interviews with representatives from Denmark, the European Commission, France, Ireland, the Netherlands, Norway, Sweden, Switzerland, the United Kingdom and the World Bank. The position of the World Bank, as programme manager and donor, differs from the other donors. This section focuses on the donor role of the World Bank. Detailed information regarding the donors' perspective can be found in Annex 8. Where the views of the various donors on specific subjects are presented in a structured manner.



5.2 Donors' involvement in SSATP and funding of SSATP

Donors involved in SSATP

Since the start of SSATP a fairly broad range of countries has contributed to the programme. The donors, the majority of them being Western and Northern European countries, are presented in the box below in alphabetic order.

Belgium, Canada, Denmark, EU, Finland, France, Germany, Iceland, Ireland, Italy, Japan, Netherlands, Norway, Sweden, Switzerland, UK, UNDP, USAID, World Bank.

Involvement of countries has varied through the years, some of the “early” donors (at least prior to 1997), such as Canada and USAID, dropped out whereas new donors joined SSATP. The overall tendency, however, is one of declining donor involvement. In 1999 approximately half of the donors mentioned in the box above were still participating in SSATP. Canada, Finland, Germany, Iceland, Italy, Japan, UNDP and USAID had ended their participation. In the period 2000-2001 Ireland joined SSATP, but Norway, Sweden, Switzerland and the Netherlands stopped their contribution, limiting the number of donors involved and narrowing the funding basis of the programme. Main reasons mentioned for withdrawal from SSATP are a shift of donor priority areas (away from transport to other sectors) and frustration with SSATP management.

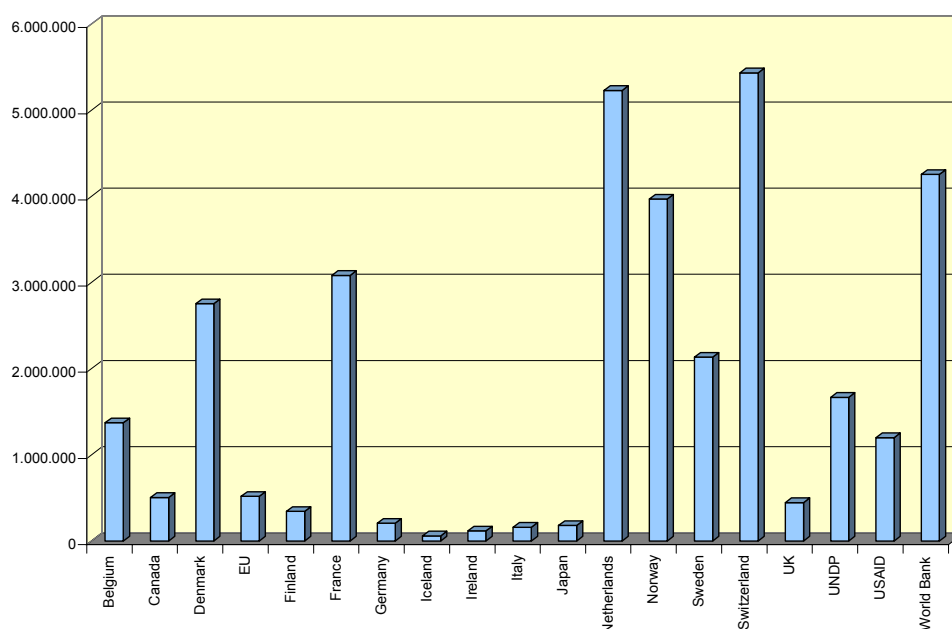
The majority of the donors that have recently left the programme have not fully “closed the door” on SSATP. In Section 5.5 (future view on SSATP) the donors’ positions in this respect are presented.

Overview of donor funding

As mentioned above a large number of donors have been involved in SSATP. The financial contribution to the programme varies per donor, as presented in Figure 5.1.

Figure 5.1 indicates that Switzerland, the Netherlands, the World Bank, Norway, France and Denmark have been big contributors in terms of funds made available. It should be noted that Figure 5.1 does not tell the complete story. The European Commission for example is funding SSATP activities through its bilateral country programmes, as part of the EDF. Total expenditures in the 8th EDF (1995-1999) for SSA transport activities amounted to 15.7 mEURO¹⁰.

Figure 5.1 Total financial contribution per donor to SSATP in the period 1987-2000 (US\$)



Note: Figures for the period 1987-1999 are taken from SSATP progress reports, figures for 2000 were taken from SSATP management data made available to the Review Team. Figures for Ireland solely consists of contributions made in 2000.

Clearly not all SSATP components have received the same amount of funding. Donors often focused on a specific component. Such focus may change throughout time,

¹⁰ Figures provided by Bruce Thompson’ Board member of SSATP. Out of total EDF expenditures, 3 percent is spent on programme support at the Centre, 37 percent on sub-regional level activities and 60 percent on country level activities.

however, generally donors have contributed to two or three components. Table 5.1 shows the distribution of funds over the various components¹¹.

Table 5.1 Contributions of donors to SSATP in the period 1987-2000, specified per component (US\$)

	<i>RR</i>	<i>RMI</i>	<i>RTTP</i>	<i>HRID</i>	<i>UM</i>	<i>T&T</i>	<i>Transp. Data</i>	<i>Surveys</i>	<i>SSATP Mgmt.</i>	<i>Total</i>
Belgium					1,229,174	143,999			120	1,373,293
Canada	398,398					107,455				505,853
Denmark		1,809,061	826,096			11,263			107,569	2,753,989
EU			319			518,570				518,889
Finland		343,114								343,114
France	50,137	2,161,182	17,040		828,043	3,746			22,417	3,082,565
Germany	21,500	183,849								205,349
Ireland			116,109							116,109
Iceland						58,749				58,749
Italy				160,100						160,100
Japan		180,971								180,971
Netherlands	3,428	390,841	18,040		4,808,537				8,650	5,229,496
Norway		2,039,070	1,814,824	100,000					14,646	3,968,540
Sweden	12,969	1,002,723	1,024,807		39,449				55,238	2,135,186
Switzerland		3,443,290	1,888,377		8,568				92,398	5,432,633
UK		9,924	222,110						215,145	447,179
UNDP				475,000			724,000	470,000		1,669,000
USAID	300,000			900,000						1,200,000
World Bank	113,673	1,184,822	565,480	144,076	647,841	185,313	63,799	515,000	835,321	4,255,325
Total	900,105	12,748,847	6,493,203	1,779,176	7,561,611	1,029,095	787,799	985,000	1,351,503	33,636,339

In relation to Figure 5.1 and Table 5.1 some conclusions can be drawn:

- ▲ RMI has received the majority of funds in the period 1987-2000. However, donor support has recently shifted from RMI to RTTP, which is now receiving the bulk of the funds. Underlying reasons may be a shift in donors' preferences, emphasising poverty related issues that are being addressed in RTTP, as well as the perception that RMI has achieved its goals.
- ▲ UM has received considerable amounts of funds, especially from the Netherlands (focusing on non-motorised transport) and to a lesser extent from Belgium (focusing on clean air). The component is rather vulnerable, especially knowing that the Netherlands have withdrawn from the programme.
- ▲ RR has not received many funds over the last couple of years (with Canada and USAID withdrawn from the programme). The component is kept alive after "completing" its specific objectives regarding railway concessioning.

¹¹ Besides the five 'common' components the (previous) components HRID, TD and Surveys are included.

5.3 Relevance of SSATP to donors

In this section the relevance of SSATP to the various donors, i.e. the relation between SSATP and the defined donor policy, is dealt with. Based on the views on relevance as expressed by the selected donors the following remarks can be made.

Although a general tendency can be noted regarding donors distancing themselves from traditional development co-operation sectors, such as transport and infrastructure, in favour of more socially oriented sectors, such as health and education, the majority of the questioned SSATP donors are actively involved in the transport sector in Africa. The World Bank and EC are frontrunners in this respect, whereas countries such as Denmark, Norway, United Kingdom, France and Ireland are solidly involved in the transport sector in Africa as well.

The Netherlands and Switzerland have clearly decreased their involvement in the transport sector as a result of changing policy while in other countries, e.g. Norway, a debate on the future direction of development co-operation is ongoing, potentially endangering Norway's position in transport. For some donors that were involved in the past, SSATP may have lost its relevance, e.g. Canada in railway restructuring.

The strong presence of the above-mentioned group of donors in the African transport sector, "justifies" SSATP membership of these countries, underlining the relevance of SSATP as a programme concentrating on facilitating policy development and related capacity building in the transport sector.

For the countries that have not included transport as a priority sector in their development co-operation policy, e.g. the Netherlands, SSATP's relevance is less obvious. Here a more indirect approach towards linking SSATP and donor policy is followed, focusing on the contribution of improved transportation, as a pre-condition and a catalyst for economic development and on poverty alleviation. The poverty link is relevant to all donors. SSATP's relevance towards donors' policies would benefit from a more "visible" link towards the process of poverty reduction, e.g. through establishing a link with poverty reduction strategies and focusing on lowering transportation costs.

5.4 Contents of SSATP

In this section the donors' view on what the programme should focus on is presented. In addition special focus is on the cross-cutting themes: gender, environment, safety and HIV-Aids and possible new emerging themes.

Focus of SSATP

The donors involved in SSATP may have different views on what the programme should focus on. Based on the views regarding the focus of SSATP as expressed by the selected donors the following remarks can be made.

To a large extent there is a common view amongst the donors of what the contents of SSATP should be. The focus on policy reform, as expressed in the mission statement, is generally accepted. There is also general consensus on the fact that the programme should be based on needs of the recipient countries.

From a historic perspective SSATP started as an awareness-creating programme for policy reform in the transport sector. As time progressed (and awareness was created accordingly), SSATP developed into a platform or forum for disseminating best practices, monitoring new developments and in general exchanging experiences. The majority of the donors express the platform function aimed at knowledge sharing as the key task of SSATP. SSATP should facilitate policy reform by gathering and disseminating best practices from and amongst partner countries, emphasising critical success factors and lessons learned regarding these best practices. Developing toolkits and organising seminars and workshops can support this process.

Donors agree on the fact that SSATP should not be involved in operations.

Cross-cutting themes

Based on the views on cross-cutting themes as expressed by the selected donors the following remarks can be made:

- ▲ The fact that cross-cutting themes, notably gender and environment, but also safety, HIV-Aids and democratisation, are high on the donors' political agenda, does not inevitably lead to donors' desire to heavily concentrate on these cross-cutting themes within SSATP.
- ▲ The overall tendency amongst donors is that the cross-cutting themes should be addressed in those components where there is a natural fit, e.g. gender aspects in rural travel and transport and environmental aspects in urban areas. SSATP should focus on its core task, policy reform in the transport sector. The cross-cutting themes should be taken into account but not so much be an aim by itself within SSATP. In this respect the argument is brought forward that specific programmes are available to deal specifically with these issues, e.g. the Global Road Safety Partnership and global HIV-Aids programmes.

5.5 Donors' Appreciation of SSATP

The donors' appreciation of the programme can be expressed in a list of positive and negative aspects as mentioned in the interviews. The donors' opinions are grouped below. Additional information regarding the donors' appreciation of the programme is presented in a SWOT-analysis.

Positive and negative aspects of SSATP

Positive aspects

The positive aspects mentioned by the donors can be summarised in three functions aimed at policy development, mainstreaming and platform and dissemination.

Policy development function: donors consider SSATP to be a frontrunner in policy development in the transport sector in Africa. SSATP has been a platform for innovations, e.g. developing policy towards setting up Road Funds, and is expected to maintain that role.

Mainstreaming function: SSATP can contribute towards mainstreaming policy findings in operations, i.e. in the country transport programmes of the partner countries and in the operations activities of the donors. Leverage of policy findings (on transport sector level in Africa-horizontal approach) into operations (on a transport sector level in a partner country-vertical approach) is regarded a principal task of SSATP by donors.

Platform and dissemination function: donors appreciate the fact that SSATP provides a place for African policy makers and donors active in the transport sector to exchange experiences, creating the opportunity to meet demands and establish a needs-based programme. The majority of the donors recognise the value of the SSATP documentation and its dissemination function. At the same time donors have a platform to meet, potentially resulting in improved (informal) donor co-ordination in the sector.

Negative aspects

The negative aspects brought forward by the donors were numerous, many of them related to management, administration, communication and participation. Below the main concerns brought forward are summarised.

Management: donors express a rather ambivalent attitude towards SSATP managed by the World Bank. There is the complaint that time of staff and resources between SSATP and operations are not clearly separated, while lack of leverage between SSATP and operations is also one of the complaints. At the same time, donors do not see an alternative for SSATP management outside the Bank and in fact emphasise the prospect for leverage, the World Bank being the largest operational player.

A donors' concern in the past has been the fact that SSATP's management is not basing the programme on needs of partner countries and related to this that partner countries are not strongly involved in shaping the programme. Instead, the programme is a resultant of World Bank priorities and funding driven activities of some of the donors. Donors often feel "unheard" regarding SSATP's strategic development.

Another concern expressed by donors is that SSATP has not been able to keep pace with changing policies in development co-operation, emphasising issues such as ownership, participation and pro-poor development.

Administration: a common complaint of donors is the inability of SSATP management to provide administrative overviews regarding activities, resources spent, provision of documentation, etc. Also, reports are often presented at a late stage (during a meeting), as a result donors often are not able to take decisions or pledge funds on the spot, delaying the entire process. Another complaint made is that often crucial reports are distributed by Email. With address-lists not maintained properly, this can lead to missing information.

Communication: a main concern expressed by donors is that both meetings and reports are mere a listing of activities, instead of a coherent approach in which objectives are linked to a programme of activities which are then monitored and evaluated and discussed amongst stakeholders.

Furthermore, donors indicate the lack of openness of SSATP. This relates to the membership approach in RMI, leaving out countries that are actively involved in sector reform “outside” SSATP. In addition, SSATP is not considered very open to other initiatives or programmes, e.g. ILO.

Inability to renew: the structure of five components may, according to some donors, result in a rather fixed programme, unable to renew itself. There is a natural tendency to keep a component alive, as in the case with railway restructuring, even if the component has met its objectives.

SWOT-analysis

Based on a range of interviews, with selected SSATP donors as well as with SSATP management and other stakeholders involved, a SWOT-analysis is done, specifically focusing on SSATP from the donor’s point of view. The positive and negative aspects, as presented in the previous section, are incorporated in this analysis, which is presented in Box 5.1.

Box 5.1 SWOT-analysis from donors' perspective

<p>Strengths</p> <p><i>Programme for policy development</i></p> <ul style="list-style-type: none"> ▲ tool for innovations in transport sector ▲ vehicle to integrate (donors') policy into transport policy in Africa <p><i>Mainstreaming ability</i></p> <ul style="list-style-type: none"> ▲ linkage between policy development and operations (leverage) ▲ defined policy (horizontal) can be fed in country programmes (vertical) <p><i>Platform & dissemination</i></p> <ul style="list-style-type: none"> ▲ place for exchange of information and experiences ▲ regional forum as meeting place for policy makers and donors ▲ knowledge sharing 	<p>Weaknesses</p> <p><i>Management</i></p> <ul style="list-style-type: none"> ▲ donors' lack of confidence in management ▲ close ties between management and operations <p><i>Lack of coherent programme</i></p> <ul style="list-style-type: none"> ▲ absence of clearly defined objectives as the basis for a programme of activities ▲ too much focus on activities instead of results ▲ no monitoring of results in relation to objectives ▲ focus on components instead of programme <p><i>Reporting & communication</i></p> <ul style="list-style-type: none"> ▲ provision of information and documentation (quality and timing-late) ▲ frequency of contact management-partner country-donor ▲ dissemination through internet (often not accessible for Africans) and Email (not always reliable) <p><i>Supply instead of demand driven programme</i></p> <ul style="list-style-type: none"> ▲ programme too little based on local demands and needs ▲ World Bank domination in setting the agenda
<p>Opportunities</p> <p><i>New SSATP framework</i></p> <ul style="list-style-type: none"> ▲ (re)gain donors' confidence through new framework and new management set-up <p><i>(Further) mainstreaming opportunities</i></p> <ul style="list-style-type: none"> ▲ opportunities to (further) feed policy findings in operations and create leverage ▲ step towards (informal) donor co-ordination <p><i>Create ownership</i></p> <ul style="list-style-type: none"> ▲ base programme on local needs and stimulate increased ownership of partner countries <p><i>SSATP and Poverty Reduction Strategies</i></p> <ul style="list-style-type: none"> ▲ attention for transport and relation to poverty (after period dominated by "social" sectors) ▲ improved integration of programme into PRSPs <p><i>Integrated transport policy</i></p> <ul style="list-style-type: none"> ▲ provide input towards a coherent transport policy for partner countries ▲ approach to coherent programme with integrated transport policy as framework for components ▲ relation with pooling of funds 	<p>Threats</p> <p><i>Transport "phased out"</i></p> <ul style="list-style-type: none"> ▲ donors leaving the transport sector and shift attention to "social" sectors, resulting in funding problems <p><i>Inability to renew</i></p> <ul style="list-style-type: none"> ▲ inflexibility of programme-a rigid approach towards components <p><i>Management at World Bank</i></p> <ul style="list-style-type: none"> ▲ vulnerability of programme in case of potential diminishing World Bank support ▲ potential continued criticism on World Bank domination as manager of the programme (and related conflict of interest between policy development and operations) <p><i>(continued) Lack of ownership</i></p> <ul style="list-style-type: none"> ▲ inability of Africa to "host and manage" the programme ▲ inability of programme to reach partner countries

5.6 Future view on SSATP

This section provides an overview of the donors' positions towards future contribution to SSATP as well as the attitude towards "pooled" SSATP funding in the future.

Future position of donors in SSATP

The first section of this chapter indicated a gradual withdrawal of donors from the programme. A number of key donors stopped their contribution in 2001. At the same time donors expressed their "belief" in the concept of SSATP. Based on the views as expressed by the selected donors the following remarks can be made.

The interviewed donors can be categorised as:

- ▲ *"true believers"*: European Commission and World Bank.
- ▲ *"conditional supporters"*: the majority of the interviewed donors (Denmark, France, Ireland, Norway, Sweden, Switzerland and the United Kingdom).
- ▲ *"likely to leave"*: the Netherlands¹².

The "true believers" will remain a strong position in the transport sector in Africa and see SSATP as a vital future vehicle for policy development, feeding into operations, i.e. country programmes.

The "conditional supporters" form the majority of the interviewed donors. There is a general belief in the relevance of the programme. However, some conditions need to be met in order to (continue to) support SSATP. Meeting these conditions is partly within the control of SSATP management: improve reporting and communication, develop a coherent programme based on needs, shaping the "new organisation" and the ability to renew itself, "SSATP as a living mechanism". Other conditions for SSATP support are outside the scope of SSATP management: donors' development co-operation policy, more specific support to the transport sector.

The countries "likely to leave" are driven by the fact that transport is not (anymore) a priority sector, negatively affecting the relevance of SSATP.

Based on the above it can be concluded that potentially there is ample future support for SSATP, however, specific conditions need to be met that, at least to a large extent, are within the scope of SSATP management.

Pooling of funds

A specific point of interest is the pooling of funds. SSATP management expressed its desire for donors to fund the programme instead of individual components or activities. Based on donors' views on this subject the following remarks can be made. Again, the interviewed donors can be categorised¹³:

¹² In fact the Netherlands has already stopped their contribution to SSATP and are unlikely to re-enter the programme.

¹³ The Netherlands is not included, as this donor is not likely to re-enter the programme.

- ▲ “in favour”: Denmark, having pledged funding to the programme, and the World Bank;
- ▲ “not against it, but under certain conditions”: the majority of the donors (European Commission¹⁴, Ireland, Norway, Sweden, Switzerland, United Kingdom);
- ▲ “against it”: France.

The country “in favour”, Denmark, agrees to the fact that SSATP management would benefit from pooled funding. SSATP is given the benefit of the doubt, if performance drops, Denmark would reconsider. The World Bank has provided funds to the programme in general in the past.

The group “not against it, but under certain conditions” forms the majority. Conditions to be met include setting of clear targets and indicators, monitoring of outputs/outcomes in relation to set objectives, improved reporting (financial and progress), improved monitoring of World Bank contribution to programme. In addition to this, some countries need to go through some administrative adjustments to be able to fund the programme, notably the European Commission. The donor “against it”, France, indicates that France can only fund activities that relate to objectives and priorities set by France’s Ministry of Foreign Affairs. France indicates that it may consider pooling funds at component level.

In conclusion it can be stated that first steps towards pooling of funds have been taken, with Denmark agreeing to the principle. Getting other donors to agree to pooling of funds, depends to a large extent on gaining confidence of the donors and meeting certain conditions, as indicated above. Total pooled funding is not likely to happen, as some donors will remain a strong preference for a certain component or activity. A mixed system in which some pooled funding and some specific funding would co-exist would already be very beneficial for the management of the programme.

5.7 Conclusions

Donors agree on the important role that SSATP can play in terms of providing opportunities for policy development, the programme’s mainstreaming abilities and the platform-function for dissemination. At the same time, the donor community has indicated its concern regarding a number of issues, such as programme management, including reporting and communication, the coherence of the programme and the fact that the programme is supply driven. As a result of above-mentioned negative aspects, and the lack of recent improvements, some donors have lost confidence in the programme. The current situation can be described as “wait-and-see”. The donor community wants to see improvements in programme management and wants a coherent and donor driven programme, linked to poverty alleviation. If these conditions are met, donors are willing to fund the programme and consider pooled funding.

¹⁴ The majority of EC funding is channelled through the country programmes, however, in the future a mixed funding system, partly fungible is considered.

Section 3
Recommended Strategy

6 Mission, Strategy and Policy

6.1 Mission Statement and critical success factors

Mission statement

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

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

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

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

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

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

Critical success factors

From the stakeholders' observations (Chapter 4 and 5), the Review Team was able to identify the following critical success factors for the continuation of the programme:

- ▲ Transport and poverty.
- ▲ Ownership and commitment.
- ▲ Holistic view on transport policy.
- ▲ Programme management.

Transport and poverty. The Strategy to 2006 will need to sharpen the focus on transport and poverty, investigate the causes and effects, and mainstream the key theme "...poverty alleviation through transport cost reduction..." in the policy facilitation process.

Ownership and commitment. Partnership Countries frequently expressed concern that the programme is not particularly demand-responsive and that there is little opportunity for them to assume ownership. While this point is well taken, it should also be stated that commitment to SSATP is a prerequisite to increasing African ownership of the programme in terms of involvement, participation and contribution to the dissemination activities.

A *holistic view* on transport policy is widely and increasingly supported by stakeholders. However, it is essential that there is general consensus on the meaning of this concept, as it is possible to place at least three possible interpretations on it:

- ▲ Conceptually: the notion of integrated transport as the key theme for policy and planning;
- ▲ Management: towards a programme approach for SSATP as suggested in the Framework Paper;
- ▲ Financing: to pool funding of the programme rather than earmarked allocation to individual components of the programme.

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

Finally, the Review Team considers that *momentum* is there for a successful renewal of SSATP. The transport sector is currently receiving renewed attention in donor programmes. The earlier focus on infrastructure without direct and clear link to target groups has been redirected more towards transport in terms of access and mobility issues, particularly for the poor (see also section 6.4). The proposed refocusing of the SSATP is clearly in line with this approach.

Based on the Review Team's discussions with the programme partners, the following observations can be made with regard to the mission statement:

- ▲ The focus on policy alleviation as prime objective should be sharpened and reduction of transport cost should be explicitly stated as part of the overall objective for sound transport policies.
- ▲ It might be more appropriate to use the notion policy development rather than policy reform.
- ▲ It is not clear whether the mission statement part "...helping countries to compete internationally..." is an objective or a condition for the programme.

The Review Team has made a logical framework analysis of the relationships between the SSATP mission and the programme objectives. This analysis has revealed a number of problems currently in achieving the programme objectives, and where appropriate recommendations have been proposed to help overcome these difficulties.

6.2 Logical Framework Analysis

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

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

A logical framework analysis is needed at programme level. This generic analysis should be supported by logical framework analysis on component or initiative level. Furthermore, specific analyses should be made for the transition phases (consolidation and interim phase) presented in Chapter 8. It is important that the logical frameworks are the result of participatory processes involving stakeholders (donors, partner countries, regional organisations) in creating support for SSATP. The Review Team recommends that SSATP management takes the initiative in facilitating this process and incorporates the results in the strategy towards 2006 to be presented by the end of 2002. Consequently, the participatory processes should take place in 2002 and the first steps should be taken during the coming annual general meeting.

The results of the Review Team's analysis are summarised below. Analysis is robust, simple and straightforward, focusing on SSATP as a whole and on longer-term perspectives. The generic analysis could form a basis that would need to be further

refined by SSATP management. When agreed by stakeholders, the analysis can be extended to the component level. Also, phasing and timing will need to be specified, particularly with respect to activities and resources.

Overall objective

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

Purpose

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

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

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

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

Outputs

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

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

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

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

Activities

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

Verifiable indicators and means of verification

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

Assumptions

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

6.3 The programme approach

In developing a long-term strategy to 2006, one of the key issues is whether the current component structure of SSATP is compatible with the envisaged holistic framework of transport policy and the programme approach of SSATP management.

The decision to adopt a holistic framework was taken at the Business Meeting of June 2000. This is in line with the gradually changing perspective on facilitation of transport policy from creating awareness and pursuing reform to a more dynamic, continuous process of policy development, encompassing all areas of transport policy in an integrated context.

Support was also given to a holistic approach at the joint RMI/RTTP meeting in Saly in May 2001 and cautiously, RMI and RTTP overlapped for a day during the meeting. It was concluded that components should co-operate to the extent possible and useful, but merging of components was not considered opportune in view of the different cultures (bulldozers versus bicycles). Who, how and where to co-operate did not become clear, however.

Component approach

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

Indeed, RMI has had considerable impact on putting road management policies on a more commercial footing, hence achieving considerable transport cost reductions and RTTP successfully taking advantage of donors' development policy orientation shifting to rural poverty. UM has followed its own course, addressing a few specific issues in an urban context (safety, environment and non-motorised transport), while T&T and RR have been practically dormant over the last few years.

The Review Team carried out a SWOT analysis of the component approach which is presented in Box 6.1.

Box 6.1 Results of the SWOT analysis of the Component approach

<p>Strengths</p> <ul style="list-style-type: none"> ▲ Cradle for new ideas, concepts, policies ▲ Possibility of interfacing between SSATP and World Bank operations, donor’s country programmes ▲ World Bank Component staff may shift easily between SSATP and operations ▲ Open-ended character of employment provides flexibility ▲ Components have gained reputation 	<p>Weaknesses</p> <ul style="list-style-type: none"> ▲ Components operate independently, without coherence ▲ Little co-ordination as to conceptual design, organisation & management, planning activities ▲ Component earmarked funding makes SSATP planning inflexible ▲ No systematic coverage of relevant (cross-cutting) issues, where to host new emerging issues? Rigid structure. ▲ Open-ended character employment does not provide transparency/accountability to stakeholders ▲ Cost-effectiveness questionable
<p>Opportunities</p> <ul style="list-style-type: none"> ▲ Some donors prefer earmarking funds to certain components ▲ New components for new issues? ▲ Give components proper place in holistic framework and co-ordinate between them 	<p>Threats</p> <ul style="list-style-type: none"> ▲ Further move to completely independent institutions ▲ SSATP increasingly unmanageable; attempts to co-ordinate fail due to different persons, personalities, mind-sets, cultures ▲ More donors pull out

The conclusion to be drawn from the SWOT analysis is that overall and increasingly with time the weaknesses and threats of the component approach will dominate, particularly with respect to dealing with specific cross-cutting issues. There is limited scope for co-ordination and co-operation between components, and this approach is relatively low on cost effectiveness (management at distance).

Nevertheless, it is not recommended that the component set-up of the SSATP be dismantled in the short term. Rather, it is proposed to maintain the stronger assets and compensate for the weak ones. Consideration could be given to retaining the thematic character of the component programme, and to separating this from the organisation and management of the component. The organisation and management of all dissemination activities should be brought under SSATP management.

Mode of operation

Furthermore, it is questionable whether the present mode of operation of some components, is appropriate for the longer term, with memberships at various status levels, and unclear criteria for invitations to workshops and seminars. In addition, selection of Component Country Co-ordinators (CCCs) is far from transparent. It might be better to seek a more generic way of dissemination using similar procedures for all themes.

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

Thematic approach

Themes could be developed in Thematic Groups, which would have the same function as the present components, but without organisation and management tasks and responsibilities. Members of the group could be representatives of partner countries (for example, National Co-ordinators, see Chapter 7), SSATP staff, World Bank Thematic Specialists, and appropriate specialists from universities and research institutions.

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

An appropriate model for Round Table dissemination could be the ECMT/ CEMT (European Conference of Ministers of Transport/Conference Européenne des Ministres des Transports). Founded in 1953, the organisation acts as an advisory body to the Ministers for Transport. Presently some 30 countries are members, including Central & Eastern European and CIS countries. Every country has a co-ordinator, passing information to and from its Minister for Transport. One of the main activities is dissemination of best practices, through Round Table meetings, reports and data base operations. Some 25 non-governmental and professional organisations have a “consultative status” with the ECMT, including sub-sector organisations of roads, railways, inland waterways, aviation, cyclists, pedestrians, road hauliers and freight forwarders, public transport, transport workers, motor vehicle manufacturers, road safety organisations and environmental organisations. It is recommended that SSATP takes due notice of the ECMT mission, organisation and mode of operation of the dissemination process.

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

However, thematic approach as presented here is a long-term goal that cannot be successfully implemented overnight. Once the conceptual framework for the dissemination process has been developed, practical recommendations with respect to O&M of the present components during a shorter consolidation and medium-term period would be needed.

6.3 The policy issues

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

- ▲ Leading theme: poverty alleviation and transport costs.
- ▲ Transport intrinsic themes: traffic safety.
- ▲ Other themes, such as gender, environment and HIV/Aids.

Below, all three levels are described, for more details one is kindly referred to Annex 9.

Poverty alleviation and transport costs

Poverty alleviation and transport cost reduction are featured prominently in the overall objectives of the programme. As such, they are not considered as “cross-cutting themes”, but rather the central themes of the whole programme.

In order to sharpen the focus on poverty alleviation, reference can be made to improved “state-of-the-art” on the subject in a number of recent publications prepared for World Bank and DFID. The relations between transport, economic development, poverty alleviation and transport cost reduction are discussed in Box 6.2. One of the important results of shows that transport cost reduction is a key factor in economic growth and poverty alleviation.

Transport and Development

Transport has always played a key role in economic development. Transport cost determines the spatial scope of production and consumption, international trade and globalisation. Transport also takes a distinct share of household expenditures, setting the action radius of accessing employment, schools and facilities. While the share of transport in GDP is usually between 5 and 10 percent, the transport share in investment could easily be the triple during early stages of development. Indeed, the economic return of (road) infrastructure projects is often well above the average. Therefore, investment in transport infrastructure has traditionally enjoyed ample government attention in development policies.

During the nineties, donors turned away from transport infrastructure as they felt that their development priorities were not properly addressed and intended target groups not reached. Education and health rose in the order of rank.

However, gradually the profile of transport in development policies is changing. Transport is increasingly considered in terms beyond infrastructure. "Roads is not enough" is the motto. Transportation and related services are recognised as vital elements of transport systems. Development policies now focus on "access and mobility", and "affordable transport to the poor".

Transport and poverty

The IMF's new Poverty Reduction and Growth Facility (PRGF) and other country lending operations by the Bank and the Fund, will in future be based on the analysis and goals set out in a Poverty Reduction Strategy Paper (PRSP). The PRSP will be prepared in consultation with the Bank and Fund, but the PRSP concept is premised on the importance of genuine country ownership for successful policy implementation. The goal is therefore for the PRSP to be government-led, poverty-focused and based on an open consultative process that extends beyond government and donor stakeholders to encompass civil society. A major contribution expected of a PRSP is to set out how the country concerned can focus its public expenditure more on poverty reduction and how it can improve the outcomes for poor people. All expenditures will be examined from this new standpoint and possibly be re-prioritised accordingly. Roads, transportation and telecommunications concern *physical needs* of development. As such, they play their role in the wide range of pre-requisites for sustainable growth and poverty alleviation taken into consideration in the Comprehensive Development Framework (CDF). PRSP is the operational strategy of the policies laid down in the CDF.

Recent research highlights the linkages between "transport and poverty". Two state of the art reports and a quotation from both of them:

David Booth, Lucia Hanmer, Elisabeth Lovell *Poverty and Transport*,

A report for the World Bank in Collaboration with DFID, Overseas Development Institute, June 2000

"PRSPs and the focus of poverty reduction: it is widely agreed that development assistance should be based on *partnership* between donor agencies and developing countries, with rights and obligations on both sides. Poverty reduction should be entered into as a common endeavour (DAC,1999).

Partnership implies a change of donor behaviour. Greater *donor co-ordination* is needed with all donors pooling their resources and efforts behind a common framework for poverty reduction that is devised and led by the recipient government. This implies that donors should "move away from planting their flags on specific projects towards supporting a country's overall development programme through a common pool of resources" (WDR,2000)

Sector-wide approaches are generally held to be more consistent with a partnership approach to poverty reduction strategy than the traditional project approach. A sector approach may be expected to have a wider and more durable impact on poverty outcomes than a more narrowly targeted one.

C. Gannon and Z. Liu *Transport: Infrastructure and Services*, August 2000

"A strategic approach is needed to develop appropriate transport inputs for a poverty reduction strategy. Central to the strategic approach is a set of strategic principles to guide transport sector policies to ensure that the policy most effectively pro-growth and pro-poor:

The integration of transport into the country's poverty reduction strategy must reflect transport's dual role in promoting market based economic growth and in supporting poverty targeted interventions. Economic efficiency is, and should remain, the primary objective of most transport policies and investment programs as the basis for supporting economic growth. Transport needs of the very poor should be recognised and, to the extent possible, should be addressed through a combination of least-cost and cost effective transport and non-transport interventions. Adverse effects of transport programs on the poor should be addressed at the programme level under a national transport policy framework. The national transport policy framework should ensure the adverse effects being minimised and/or the poor groups affected fully compensated. Transport interventions should be safeguarded through wide consultation of all stakeholders and full participation of the poor in the decision making process."

Transport cost reduction

Work by the Transport Research Laboratory carried out during the nineties highlighted very large disparities between freight transport cost in Africa and Asian countries, suggesting that in Africa the cost would be 4 – 6 times higher. Among causes are mentioned: Low demand density, poor infrastructure, low competition, high input cost, high maintenance cost, low utilisation and load factors, high fuel costs and consumption, high "regulatory" costs. The results clearly show that transport cost reduction is a key factor in economic growth and poverty alleviation.

Traffic safety

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

There is considerable potential for improving the safety of these modes and reducing the risk to the poor, for example through education campaigns. The WDR 1993 suggests that a multi-pronged approach to road safety can reduce crashes at a reasonable cost: "Public investment in improved road infrastructure and highway operation systems, remedial action at known "black spots" with high accident rates, and expanded public transport systems all make a difference. Legislation, financial incentives, and programmes of road safety education can improve driver behaviour, reduce traffic speeds, promote use of seat belts, improve vehicle safety, and reduce drunk driving. The insurance and legal liability systems may also offer powerful incentives for road safety" (WDR 1993: 99).

A *Global Road Safety Partnership* (GRSP) was recently established under the World Bank's Business Partners for Development (BPD) programme. It is a global partnership between business, civil society and governmental organisation dedicated to the reduction of road accidents in developing countries. The GRSP strategy includes identifying and sharing lessons from projects, and aims to demonstrate that partnerships for development can be scaled up to regional and national levels. It also aims to develop and implement new demonstration projects in selected countries.

The integration of transport safety issues into national transport policies is of utmost importance. With GRSP in place, SSATP should focus on the dissemination task of informing SSATP partners about GRSP activities and to act as a channel for information to national actors (through papers, workshops/seminars and Round Tables). Further, SSATP could foster international exchange of best practice, also through liaisons with foreign institutions (i.e. the “Birmingham connection”). Moreover, Traffic Safety should be taken up as a programme issue and not left to an individual component (like presently in UM).

Other cross-cutting themes

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

Gender

It is generally recognised that men and women in developing countries have different transport and travel needs. Women often have a greater transport burden than men, and almost universally women’s access to transport resources is more limited than for men. For women by far most travel relates to domestic tasks and the trips are relatively short and local. The infrastructure used is mainly local tracks and paths. In urban settings, women are more likely to use public transport or be pedestrians than men, and are less likely to have access to a private car.

SSA country visits by the RT have made clear that donor interventions have encouraged governments to put gender-related issues on the policy agenda (sometimes already integrated in written policy documents). Donors have been active in the rural areas, through RTTP type interventions, including the gender sensitisation of transport needs and solutions. However, broad-based gender sensitivity in the transport sector is yet to emerge.

At the international level, there has been a rise in activities connected to gender and (rural) transport. The World Bank has developed a toolkit for mainstreaming gender in transportation projects. The UN Economic Commission for Africa commissioned five studies on the impact of rural transport on women. Within RTTP, gender issues figure prominently in presentations and publications. DFID has confirmed its commitment by supporting the gender work of the International Forum for Rural Transport and Development.

With the plethora of fora for gender-related issues, and the growing willingness for co-operation between engineers and social scientists, there is no immediate need for SSATP to take up gender as a subject for study or policy development. However, all

components of SSATP need to be alert to the ongoing work in this field and all SSATP initiated workshops, studies and other activities need to be (made) aware of the recent developments in gender.

Much of the gender related work is already available through the World Bank and SSATP has to be more active in distributing this and other work to the appropriate persons and institutions. SSATP will have to promote the translation of gender issues in both rural and urban transport matters. Gender mainstreaming entails ensuring that projects address the needs, priorities and constraints of both men and women during:

- ▲ the policy development process;
- ▲ the project delivery process;
- ▲ staff development;
- ▲ personnel policies (such as recruitment processes) and other organisational policies and practices.

Environment

Environmental sustainability in transport programmes is a major and complex problem involving a wide range of stakeholders. Certain problems may be attributed to the actual construction of transport infrastructure, while other problems are stemming from increased road use and improved access to previously remote areas.

National policies for environmental protection vary from country to country, as the policies reflect a specific institutional context, natural resource base, culture and history. National policies and legislation often exist without their enforcement being particularly strong and consistent. In relation to transport the national environmental policy framework and legislation often does not exist in low-income countries. Even if policy frameworks have been developed, or are in the process of being developed (often under donor pressure), the institutional framework is usually inadequate to implement the policies.

There is therefore a need for comprehensive capacity strengthening efforts. Countries have to align the existing (or upcoming) regulatory framework with the implementing capacity. Perhaps SSATP can play a facilitating role in this process.

HIV-Aids

Transport interventions and construction of new transport infrastructure can exacerbate exposure to risk. Increased mobility may be associated with exposure of communities to new disease through in- or out-migration. In some of the AIDS-afflicted countries, the highest HIV prevalence rates are found on major transport routes. More recently, the pandemic of HIV-AIDS has also been exacerbated by increased travel by individuals and transport employees. Certainly, HIV-AIDS prevalence rates are sometimes higher in urban and rural communities with good transport and communications.

Transport-sector workers, including those, who build and maintain infrastructure, operate transport services, supervise and manage transportation projects, are particularly

at risk. They are a mobile population whose jobs keep them away from their homes for extended periods of time, leading to increased opportunities to engage in HIV-risk related sexual behaviour.

There are a number of local, national, regional and even global initiatives to combat the HIV-Aids endemic. Therefore, to add HIV-Aids to the list of cross-cutting issues to be addressed by SSATP is not necessarily the most effective option.

7 Organisation and Management

Adopting a programme approach will require some adjustments to the present organisation and to programme management. The present organisational structure was agreed by the Business Meeting of June 2000 and approved by the Initial General Assembly in Copenhagen in November 2000. It was decided at the RMI/RTTP co-ordinator meetings in Saly, May 2001, to invite two representatives to meet with the Board during the July 2001 Board meeting. Wider attendance at the annual general meeting all stakeholders, particularly the SSA partner countries, is recommended. In this chapter organisation and management aspects are described from a programme approach perspective. In addition, the key programme activities, dissemination and communication, are presented.

7.1 Organisation

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

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

These subjects are described below, together with SSATP's meeting structure.

National co-ordinators

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

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

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

- ▲ Manage the platform.
- ▲ Maintain a database of stakeholders and interested parties within and beyond government.

- ▲ Maintain the SSATP library.
- ▲ Distribute SSATP information such as reports, Technical Notes, and newsletter.
- ▲ Be the local “editor” of the newsletter.
- ▲ Co-ordinate component activities or thematic initiatives (could be associated to thematic groups).
- ▲ Liase with stakeholders at the minister or at least director level.
- ▲ Maintain daily contacts with the World Bank representation and sub-regional organisations.
- ▲ Act as donor co-ordinator either institutionalised¹⁵ or informally.
- ▲ Participate in the organisation of round tables, as co-ordinator of country contributions or as a host.

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

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

Sub-regional co-ordinators (SRC)

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

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

- ▲ Organisation of dissemination/communication both centre to region and horizontal with partner countries.
- ▲ Being “online” with SSATP national co-ordinators, fostering exchange of best practice between countries.

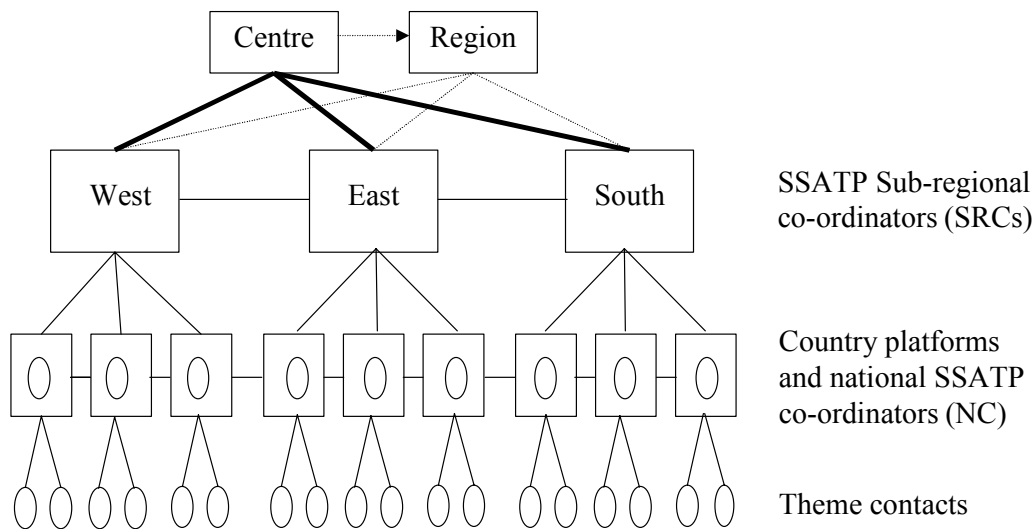
¹⁵ A good example of donor co-ordination in the transport sector is Ghana, where a donor coordinator has been active for the roads sector (main, regional, feeder) for several years.

- ▲ Management of all components, theme sub-regional workshops, seminars, round tables and co-ordinator conferences.

Upgrading the position of sub-regional co-ordinator to SSATP sub-regional co-ordinator does not necessarily imply upgrading of the present occupants. In any case, the donor presently earmarking funds to the RTTP SRCs would need to be consulted. At present, most of the component business is managed from the centre in Washington D.C. and in principle, transfer of management tasks to the region could be more cost-effective.

The present RTTP sub-regional operations and possible future combined efforts would need to be assessed to determine whether further decentralisation would be appropriate. The proposed organisational adjustments are presented in Figure 7.1.

Figure 7.1 Proposed future organisational structure



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

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

Sub-Regional Organisations (SROs)

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

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

Meeting Structure

In the SSATP Framework, which was agreed upon during the Initial General Assembly, a meeting structure is proposed consisting of (1) the AGM, meeting once a year with all stakeholders (programme management, partner countries and donors present), (2) the Board meetings, twice a year, immediately before the AGM and about 6 months thereafter and (3) the co-ordinators meetings, on an annual basis for component representatives. With the transition of SSATP from a component approach towards a programme approach, the RT recommends to organise more integrated co-ordinators meetings on a programme level. In practice this could mean sub-regional meetings on an annual basis (one for each sub-region) and an overall meeting for the region twice a year. Besides the co-ordination activities, thematic subjects will be covered in a continuous series of Round Tables.

7.2 Management

There are three main considerations in improving programme management:

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

Increased African Involvement

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

extend African participation in its programme organisation and management. At the component level, African participation has increased as for example in RTTP.

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

Mainstreaming a programme approach into management

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

Promoting the SSATP programme

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

7.3 Dissemination

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

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

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

7.4 Communication

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

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

8 Phasing and Budget

8.1 Phasing

The SSATP strategy with conceptual framework supported by LFA, and organisation, management and financing structures reflecting the programme approach, have been designed with a longer term perspective for 2006 and beyond.

This strategy will need to be implemented in two phases as follows:

- ▲ Consolidation phase, up until the end of 2003, with main objective “to survive” while restoring stakeholders’ confidence in the programme.
- ▲ Interim phase, 2004 – 2006, with main objective to implement the proposed programme approach.

Consolidation phase

The consolidation phase has already started in mid-2000 at the Business Meeting, when the contours of a new SSATP were outlined, which are still considered the main conditions to proceed. Since then the programme achieved considerable results in getting the new governance in place.

The following activities will be executed during the consolidation phase:

- ▲ Business as usual.
- ▲ Prepare a “convincing story”.
- ▲ Investigate the feasibility of pursuing the programme approach.
- ▲ Organise due marketing of the SSATP.
- ▲ Indicate the way ahead for the components.
- ▲ Develop an adequate reporting structure.
- ▲ Prepare the annual business plan.

Under “business as usual”, SSATP will continue with its main task of dissemination through publications, workshops/seminars and conferences. However, more attention will be given to impact assessment of the dissemination efforts through monitoring participant appreciation of knowledge transfer using dedicated questionnaires (standard tool in monitoring impact technical assistance).

The convincing story will include the conceptual framework, organisation & management and financing, as outlined above. Stakeholders should be invited to adopt the goal of poverty alleviation through transport cost reduction, in a holistic context, as the main driving force of SSATP. SSATP management will continue to employ the Logical Framework Analysis to underpin further strategy development and business planning.

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

A concerted marketing action needs to be carried out to increase awareness and knowledge of SSATP. At the same time, efforts need to be made to enlarge the stakeholder base and to seek new partnerships. A newsletter could be an effective instrument in this respect. Also, donors and potential new partners need to be approached and convinced that “the programme is more than the sum of the components”.

Having advocated in the transition from the present component organisation to a thematic approach, this does not imply immediately abandoning of the components. The Saly meeting concluded that the best approach was not to merge components but to identify linkages, overlaps and to enhance synergy between them. It is now the task of the programme management to integrate the components in the overall SSATP framework. When the Logical Framework Analysis is agreed for the programme, each of the components needs to prepare such an analysis consistent with that for the programme. Doing so, the components, which presently act as stand alones, become inextricable parts of the programme.

Under the heading “components quo vadis” the Review Team made a series of observations and suggestions which are summarised in Box 8.1. One of the recommendations is to merge T&T and RR as co-operation would seem appropriate in the context of multi-modal corridors connecting landlocked countries in a sub-regional setting. This might help revive both components, which are at present dormant. The feasibility of this merger including personnel aspects, however, should be investigated further.

Box 8.1 Components quo vadis

Road Management Initiative

A number of countries feel that the programme requires a too strict interpretation of the RMI concept, in a rather rigid interpretation and implementation of the four building blocks. Countries request a more flexible approach, taking due account of the specific local situation. Some countries would prefer a phased, stepwise approach to implementation with the ultimate goal in mind, but also adhering to the prevailing social and political conditions.

What countries particularly would appreciate is to increase the *dialogue* with the programme. During the reform era, a well structured process is needed, but in post reform conditions the programme should rather provide a “platform” for discussions thereby stimulating the exchange of ideas and developing an own way of thinking.

Indeed, in a “post reform” context the programme might consider to expose itself as a more general advisor in matters of road management and planning, rather than an exponent of a set of strictly defined principles. The programme would then develop towards a function of communicator of good practice, in the broadest sense.

Issues to focus on in national (road) transport policy facilitation, relating to interfaces between RMI and RTTP, are road classification, decentralisation and Road Fund allocation.

- ▲ *Road classification* is interlaced with the institutional structure, determining the role and function of trunk, regional and rural roads and is therefor an essential tool in transport policy and planning.
- ▲ *Decentralisation*, both functional and administrative, also with a strong institutional content, is high on the political agenda in many SSA countries.
- ▲ *Road Fund Allocation*, how to elaborate a practical system that can set appropriate budget shares for trunk, regional and rural roads?

Finally, it is recommended that RMI liases with relevant SROs. co-operation with SADC/SATCC seems indicated. SATCC has a similar mission as SSATP and has fully embraced the RMI principles. The SADC Transport Protocol could be a blue print for the rest of SSA. Eventually sub-sectors might be “outsourced” to dedicated organisations, for instance road management matters to ASANRA (Association of Southern African National Road Agencies).

Rural Travel and Transport Programme

In particular in the RTTP component the issue of facilitation versus implementation is at stake. Also the meaning of “status of membership” is unclear. Moreover, it has been concluded that particularly in RTTP the gap between (national) policy formulation and (grass roots) implementation is considerable.

From the Work Plan 2001 – 2003 the Review Team has learned that RTTP expects all twenty odd countries to be in the implementation stage by the year 2003. Does this entail that the component is finished then? Or does the “Projected Stage of RTTP Country Work” refer to “policy reform” only and enter countries automatically in the “post reform” phase following stage 3, Implementation?

Anyway, the Review Team supports the gradual move from rather unilateral emphasis on specific issues (IMT, Labour Based Maintenance, Gender) to more general “...country assistance to RTTP countries in formulating and implementing policies and strategies...” and “Dissemination of Information and Capacity-Building”.

It is recommended that RTTP (continues to) give ample attention to institutional matters: the governance position of institutions concerned with RTTP and its co-ordination requirements.

RTTP could co-ordinate and co-operate with RMI

- ▲ In general on the interfaces of road infrastructure; and
- ▲ In particular on the issues road classification, decentralisation and Road Fund allocation.

Urban Mobility

The multitude and variety of subjects under the UM component is both its strength and its weakness. The positive side is that UM covers a wide range of interesting specific subjects as Clean Air Initiative, Micro-Enterprises, Non Motorised Transport, Traffic Safety, next to more generic, cross-cutting ones like Urban Transport Financing, Urban Planning and Land Use, Institutional and Policy Framework and Decentralisation.

The weakness relates to the vulnerability of such a broad approach in terms of required managerial capacity and donor support. There is considerable risk of fragmentation and little impact. The question is, moreover, whether adequate dissemination can be assured by the component as a stand alone.

Recently (April 2001 in Ghana), the UM component organised its Eleventh Steering Committee Meeting, where the Urban Transport Strategy Paper was discussed. The programme for future work is quite ambitious indeed and one should wonder to what extent stated objectives can realistically be achieved at the expected level of detail and quality.

Maybe it is time for reconsidering the programme content in the following ways:

- ▲ More emphasis on generic issues like Institutional Development, Financing, Private Sector Participation.
- ▲ Linking to other components under the holistic SSATP approach. After all, the concept of Integrated Transport Policy Development is as relevant on the Agglomeration level as it is on the national level.
- ▲ It should go without saying that UM shall interface with the other components in the areas of Traffic Safety and Environment.

Trade & Transport, Railway Restructuring

It is recommended that these two components are merged or at least co-operate closely. The need for co-operation is obvious in "Corridor Development", particularly those connecting land locked countries with sea outlets. The integrated approach gets profile where it focuses on complete transport chains, rather than on individual links or nodes. Multi/inter modal corridors encompass maritime transport, seaport, roads and railways infrastructure, transportation, logistics and trade facilitation, transport cost and prices, investment decisions and private sector involvement, institutional setting and legislation & regulation.

In corridor development, railways are usually prominently present and Railway Restructuring, in terms of concessioning, is seen as an important pre-condition to establish a level playing field between the modes of transport. Corridor Development has everything to do with the transport cost issue, in particular with reference to land-locked countries, where the costs of accessibility are so vital for their international trade and hence for income generation and poverty reduction.

When considering the potential role of Railways as a component in SSATP it is recommended to investigate areas beyond railway concessioning and its dissemination.

Corridor development is high on the agenda of the Sub-Regional Organisations as it supports regional economic integration. Policy facilitation in this field could be a good opportunity to enhance co-operation with the SROs, possibly in joint activities.

Projects entailing more than one country are usually difficult to initiate as donors stick to bi-lateral financing (with the exception of fungible trust funds contributions and maybe some EC interventions). It is recommended to design a model for Border-Crossing or Multi-Country projects, for which the EC Phare and Tacis programmes (Technical Assistance to Eastern Europe and the CIS) could lead the way.

Budget consequences

Improving reporting on activities and finance is an urgent task. The programme components should report according to the same format, logically linking results and activities as in the Logical Framework Analysis. The Progress Report should be the “flagship” of the programme and is the vehicle identified in regaining the trust of donors and Partnership Countries in the programme. It also provides a good opportunity for the programme management to introduce the concept of Integrated Transport Policy Development. Financial reporting through a shadow accounting system, may well have consequences in terms of staffing (minimum one FTE additionally). Alternatively, a short-cut procedure employing volume indicators and unit costs could be considered (see Review Team’s suggestions below).

In view of the likely available resources in the short term, the first business plan to be prepared by programme management for the year 2002 should be for a minimum level, that is a level below which the programme in the long run cannot appropriately function according to its objectives. The Review Team has made some broad assumptions with regard to activities and associated (unit) cost.

A financial model has been developed in consultation with the SSATP management, which was validated for the year 2000 and applied for future years.

The year 2002 estimated reflect “minimum” conditions for SSATP. Below that, the management does not expect sustainability of the programme. Estimates for 2002 and 2003 given in Table 8.2, at the end of this chapter, are based on the following assumptions.

Non-country support

Staff

- ▲ Full-time programme manager
- ▲ Estimations are based on components, of about equal total staff costs, taking T&T and RR together as one fully fledged component
- ▲ The minimum employment for a component leader is 25 per cent in 2002, to 33 percent in 2003
- ▲ RMI and RTTP 3 FTE secondments, and UM FTE secondment

Travel cost

- ▲ Board + management/Administration from 8 in 2000 to 12 in 2002 (PM additional).

Studies

- ▲ ½ “large” for RMI and RTTP, 1 “medium”, 1 “small” for all four components

Co-ordinating meetings

- ▲ “big” ones for RMI and RTTP, “small” ones for UM and T&T/RR.

Country support and other

- ▲ As per year 2000

Interim phase

Before entering the interim phase, 2004 – 2006, a decision should be made whether the programme should be continued in the way anticipated in the strategy. Has the funding during the consolidation phase been sufficient to meet the stated objectives? If not, and without prospects of enhanced support, should the programme be continued? Perhaps,

individual components could continue but SSATP should cease to exist. In such a case, an exit strategy will be required.

Budget consequences

Provided the proposals for a programme approach developed during the consolidation phase (set out in the business plan to be submitted to the 2003 AGM), have been adopted/approved, the interim phase will implement the necessary steps as outlined above:

- ▲ The key programme focus “Poverty alleviation through transport cost reduction” mainstreamed in the policy facilitation process.
- ▲ The component organisation structure modified into a thematic approach.
- ▲ Thematic Groups governing the contents of the dissemination.
- ▲ Programme management charged with its organisation.
- ▲ Thematic approach dealing with both transport policy issues (including traffic safety) and cross-cutting themes (also new/emerging issues).
- ▲ Round Tables constitute the core of the dissemination process.
- ▲ Sub-regional co-ordinators, in consultation with NCs, responsible for the management of the Round Tables and reporting.
- ▲ Annual Sub-regional NC-Conferences, preferably to be combined with Round Table meeting(s) and bi-annual regional NC-Conferences, preferably to be combined with AGM meeting.

These assumptions have been translated to model quantities for programme activities as follows:

Non-country support

Staff

- ▲ Programme manager needs one full time secondment.
- ▲ From 2004 onwards: three regional footholds.
- ▲ Strengthening Sub-regional staff with local support (2 FTE each).
- ▲ As components: 4 Thematic Groups of equal weight.
- ▲ Thematic leaders (formerly component leader), now 20 percent employment.
- ▲ Two FTE secondments for each Thematic Group.

Travel

- ▲ Less full trips, more regional trips.

Studies

- ▲ As in 2000, plus 50 percent.

Round Tables

- ▲ Five in each sub-region US\$ 25,000 (including reporting and distribution).

Co-ordinators meetings

- ▲ 1 per year sub-regional SSATP co-ordinators.
- ▲ ½ per year regional SSATP co-ordinators.

Country support and other

- ▲ 2000 level plus 50 percent.

Summarised overview of phased approach

In Table 8.1 the elements of the consolidation and interim phase are presented.

Table 8.1 Elements of consolidation and interim phase

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

8.2 Budget for period 2000-2006

In Table 8.2 the programme budget for the period 2000-2006 is presented, taking into consideration the assumptions for the consolidation and interim phase.

Table 8.2 Budget estimate consolidation and interim phase (US\$)

	<i>Consolidation Phase</i>				<i>Interim Phase</i>		
	2000	2001	2002	2003	2004	2005	2006
Non-country							
<i>Staff: salary</i>							
Board	0	0	0	0	0	0	0
Management & Administration	306,500	521,500	521,500	521,500	610,000	610,000	610,000
Components							
RMI	88,500	246,000	450,000	464,400	291,000	291,000	291,000
RTTP	336,000	411,000	465,000	479,400	291,000	291,000	291,000
T&T	29,000	29,000	40,000	40,000	178,000	178,000	178,000
UM	175,000	175,000	150,000	150,000	180,000	180,000	180,000
RR	6,250	6,250	10,000	10,000	50,000	50,000	50,000
Regional SSATP co-ordinators	0	0	0	0	450,000	450,000	450,000
Regional SSATP support staff	0	0	0	0	108,000	108,000	108,000
<i>Staff: travel</i>							
Board	32,000	32,000	32,000	32,000	32,000	32,000	32,000
Management & Administration	32,000	64,000	64,000	64,000	48,000	48,000	48,000
Components							
RMI	32,000	64,000	112,000	112,000	32,000	32,000	32,000
RTTP	109,000	143,000	147,500	147,500	32,000	32,000	32,000
T&T	20,000	20,000	20,000	20,000	24,000	24,000	24,000
UM	56,000	56,000	56,000	56,000	16,000	16,000	16,000
RR	4,000	4,000	4,000	4,000	8,000	8,000	8,000
SSATP programme-regional travel	0	0	0	0	135,000	135,000	135,000
<i>sub-total staff</i>	1,226,250	1,771,750	2,072,000	2,100,800	2,485,000	2,485,000	2,485,000
Studies	650,000	650,000	650,000	650,000	940,000	940,000	940,000
Workshops	260,000	260,000	260,000	260,000	0	0	0
Round Tables	0	0	0	0	375,000	375,000	375,000
Co-ordinating meetings incl, AGM	190,000	190,000	215,000	215,000	15,000	15,000	15,000
SSATP Sub-regional meetings	0	0	0	0	150,000	150,000	150,000
SSATP regional meetings	0	0	0	0	62,500	62,500	62,500
Co-ordinators costs (components and programme level)	0	50,000	120,000	140,000	70,000	70,000	70,000
Others (consultant fee)	625,000	280,000	137,500	137,500	137,500	137,500	137,500
<i>sub-total others</i>	1,725,000	1,430,000	1,382,500	1,402,500	1,750,000	1,750,000	1,750,000
<i>sub-total non-country support</i>	2,951,250	3,201,750	3,454,500	3,503,300	4,235,000	4,235,000	4,235,000
Country support							
Studies	270,000	90,000	270,000	270,000	270,000	270,000	270,000
Workshops	90,000	45,000	90,000	90,000	90,000	90,000	90,000
<i>sub-total country support</i>	360,000	135,000	360,000	360,000	360,000	360,000	360,000
Contingencies	210,000	210,000	210,000	210,000	210,000	210,000	210,000
GRAND TOTAL	3,521,250	3,546,750	4,024,500	4,073,300	4,805,000	4,805,000	4,805,000

Some remarks need to be made with respect to these budget estimations. All calculations have been made using standard unit costs and applying these to “real” quantities in consultation with the SSATP management. Since actual costs could differ from the standard unit costs and the foreseen quantities could differ from the actual ones, these budget calculations could deviate from the actual expenditures. This becomes clear when confronting the un-audited expenses for CY 2000, which have been made available to the Review Team, with the budget calculation. The un-audited expenses amount to 2,965,398 US\$ and budget estimations are 3,521,250 US\$. This deviation (19%) is considered as an acceptable basis for further budget calculations since more detailed information is not available. The difference between actual expenses and budget estimation should however be considered when reading the estimations.

During the consolidation phase (- 2003) the bare minimum for funding the programme is estimated to be some 4 million US\$ per year. That is considered the level below which the programme in the long run cannot function appropriately according to its objectives and sustainability is endangered. During the interim phase, enhanced achievement of programme goals is expected to justify an increase of the minimum level by some 20% to 4.8 million US\$ per year.

9 Conclusions and Recommendations

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

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

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

Strategy

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

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

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

Organisation

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

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

Management

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

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

Finance

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

Phased switch to programme approach

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

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