

Sub-Saharan Africa Transport Policy Program



SSATP POVERTY REDUCTION –TRANSPORT STRATEGY REVIEW PROCESS

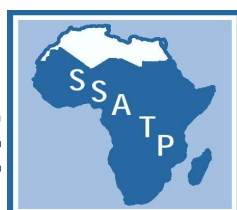
Progress Report

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Africa Region

The World Bank



SSATP POVERTY REDUCTION-TRANSPORT STRATEGY REVIEW PROCESS

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by

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ACRONYMS

PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PRTSR	Poverty Reduction–Transport Strategy Review
RTTP	Rural Travel and Transport Program (SSATP)
SSA	Sub-Saharan Africa
SSATP	Sub-Saharan Africa Transport Policy Program
ToR	Terms of Reference
TP	Transport policy
TS	Transport strategy
WB	World Bank

1. EXECUTIVE SUMMARY

The poverty reduction-transport review process (PRTSR) is part of efforts by SSATP and its national and regional partners in sub-Saharan Africa to optimize the contribution of the transport sector to poverty reduction. The purpose of the review process is the creation of a common understanding by a broad range of influential people from the public sector, private sector and civil society in a country of how national policies and strategies should be improved, and implementation of a plan of action to make this happen.

The fundamental questions addressed by the PRTSR process are:

- Does the national poverty reduction strategy clearly identify transport needs and issues, and provide a sufficiently clear framework to orient transport sector strategies towards poverty reduction? If not, what changes are required?
- Does the strategy for the transport sector take fully into account the goals and priorities of the poverty reduction strategy? If not, what changes are required?

The review process is based on two essential principles:

- Local ownership of the process, and of the resulting conclusions and recommendations;
- Participation of a representative range of leading actors who have excellent knowledge of the issues and who can influence change.

The process involves a series of structured steps of preparation, analysis and follow-up action by a country, for which Guidelines have been produced by SSATP.

The PRTSR process is being progressively adopted in SSATP member countries. In 2003, three countries – Guinea, Rwanda and Tanzania – participated in a pilot phase, during which the process was tested and refined. In 2004, 13 more countries in sub-Saharan Africa are involved.

Financial and technical support is provided by SSATP, but managing and implementing the process is undertaken by people in the countries. Two information and training meetings were organized in May 2004, in Nairobi and Yaoundé, for country representatives. Following this the countries initiated the preparatory steps of the review process. The SSATP Program Manager and regional coordinators provide advice on financial aspects, while an international consultant and two regional advisors provide guidance on the process and methods.

Achievements of the 13 countries so far

At the beginning of September 2004, 11 of the 13 countries had obtained **official support** for the review process to be undertaken, from the Ministry or Ministries responsible for transport

and the poverty reduction strategy. In some countries, such as Côte d'Ivoire and Mali, decrees have been signed by the responsible Ministries. The official approval generally includes the membership of the Steering Group.

Steering Groups, which are responsible for managing the preparatory steps and overseeing the process, have been officially established in 9 countries. Most Groups are composed of 5 or 6 people representing the transport sector and poverty reduction, and involving public sector, private sector and civil society representatives. In some cases, such as Kenya, Lesotho and Mali, the Steering Groups have been meeting regularly for some months. In other cases the Groups are more recently established, and initial meetings have been held.

Most countries have produced lists of possible **stakeholders** to be considered for involvement in the Stakeholder Group. In most cases, the stakeholder analysis has not yet been conducted, because countries are waiting for the engagement of the facilitator to ensure that the analysis is conducted thoroughly. As the credibility of the Stakeholder Group and of its assessments rests on the quality of the representation, care taken with this step is important.

To date, two countries have undertaken a **stakeholder analysis**, Kenya and Mali, both aided by the presence of the regional advisors, who also act as the local facilitators of the review process in their home countries. Kenya has formed its Stakeholder Group, and has organized a launch meeting and the first assessment **workshop**.

All countries have identified the **documentation** to be assessed and consulted during the review process. Documents include transport and poverty reduction strategy documents (which are the main focus of the review process) and background documentation, including program documents, sector strategies, study reports and maps. The documentation varies from country to country. Some countries, such as Uganda and Lesotho, have poverty reduction strategies and national transport policies, the latter in draft form. In both cases, the purpose of the review is to ensure that the final transport strategy is coherent with the poverty reduction strategy. In other countries, a poverty reduction strategy is being implemented but there is as yet no integrated transport sector strategy. This is the case in Cameroon and Ghana, for whom the value of the review process is to assist in the formulation of an integrated transport sector strategy anchored in the PRSP.

At the beginning of September 2004, nine countries were undertaking or finalizing the **procurement of support services**, including a local facilitator, a resource person and the provision of logistical support for the organization of the workshops (booking venues, providing refreshments, making travel arrangements, etc.).

Difficulties encountered in implementing the review process

Getting the review process up and running has taken longer than anticipated, although expectations were ambitious at the outset. By far the greatest difficulty in many of the countries has been the process of procuring support services. It is the first time that SSATP has implemented a process that is steered and managed by country representatives, and there has been learning on both sides. Steering Groups have had to learn about the procurement rules of the World Bank. Limited staff capacity in the SSATP team has added to the difficulties, and it has sometimes been difficult to provide timely responses to countries' applications and questions. As 13 countries have participated in 2004, rather than eight as envisaged in the Work Program, greater demands than anticipated have been placed on the SSATP team.

Capacity in some countries has led to some delays in getting the process underway, while in a couple of countries there is a need to clarify the purpose of the PRTSR process and how it fits with ongoing developments, such as the formulation of a first Poverty Reduction Strategy (as in the case of the Democratic Republic of Congo).

Finding appropriately qualified and experienced facilitators has also not been easy in some countries. Some countries have initially sought people with transport sector experience but without sufficiently strong facilitation skills, and have had to search more widely for appropriate people within the country.

There have been some difficulties in securing civil society and/or poverty reduction representation in a few of the Steering Groups, and gender balance could be improved.

Results and follow-up actions in the pilot countries

The pilot phase undertaken in Guinea, Rwanda and Tanzania in 2003 was considered successful by those involved, and produced many findings and recommendations for the improvement of transport and poverty reduction strategies. The main results of the pilot phase were:

- A much better understanding of national policies and strategies by leading figures involved in their formulation and implementation;
- The building of informal links and networks between leading actors from different sectors;
- The creation of mechanisms for cross-sector dialogue – intra-institutional and inter-institutional – on transport and poverty reduction;
- Proposals for adaptations to national strategies, both poverty reduction and transport, to establish more robust and coherent frameworks for anchoring transport strategies in poverty reduction.

Since then there have been follow-up actions to take forward some of the recommendations. In Tanzania, which has reported recently to SSATP on progress, follow-up actions include: ap-

proval by the Government of the review process during the Poverty Policy Week in October 2003; creation of a working group on economic sectors (including the transport sector) within the Poverty Reduction Strategy (PRS) Technical Committee; and steps to engage a facilitator to link up with other actors in the Poverty Monitoring System, and develop a communications strategy. Future priority actions include addressing capacity issues within the Ministry of Transport and Communication, conducting a stakeholders' analysis to assess the roles and responsibilities of other stakeholders, especially the private sector, and organization of sector clusters' consultative meetings, including one for the economic sectors working group, leading to a national workshop at the end of September 2004 to discuss the final draft of the PRS.

Next steps

An important next step is the 2004 Annual SSATP meeting, being held in Addis Ababa, Ethiopia, on September 25-29. The PRTSR process, and progress in the participating countries (the 13 participating in 2004 and the three pilot countries), will be presented and discussed. The objectives of sessions at the meeting are to provide more information about the process, to review progress in the participating countries and exchange ideas and experiences. Expected outputs include proposals for improvements to the PRTSR process and identification of priority actions for inclusion in the 2005 SSATP Work Program.

The participating countries will continue to implement the PRTSR process during the remaining months of 2004. Findings and recommendations - and the formulation of action plans - should emerge from many of the countries by the end of 2004.

A further progress report will be produced at the end of November 2004, as part of the reporting on the 2004 SSATP Work Program.

2. BRIEF OUTLINE OF THE REVIEW PROCESS

2.1 Objectives and outcomes of the review process

The poverty reduction-transport review process (PRTSR) is part of efforts by SSATP and its national and regional partners in sub-Saharan Africa to optimize the contribution of the transport sector to poverty reduction. The goal of the review process is that transport sector strategies are fully anchored in national strategies of poverty reduction and pro-poor growth. The purpose is the creation of a shared understanding by a broad range of influential people from the public sector, private sector and civil society about how to improve national strategies so that they optimize the contribution of transport to poverty reduction, and implementation of a plan of action to make this happen.

PRTSR is a participatory process, which addresses two fundamental questions:

- Does the national poverty reduction strategy clearly identify transport needs and issues, and provide a sufficiently clear framework to orient transport sector strategies towards poverty reduction? If not, what changes are required?
- Does the strategy for the transport sector take fully into account the goals and priorities of the poverty reduction strategy? If not, what changes are required?

The conclusions of the review may lead to adaptations to the poverty reduction strategy or to the transport strategy, or both. The recommended adaptations concern the content of national strategies, as well as the processes of their formulation and follow-up.

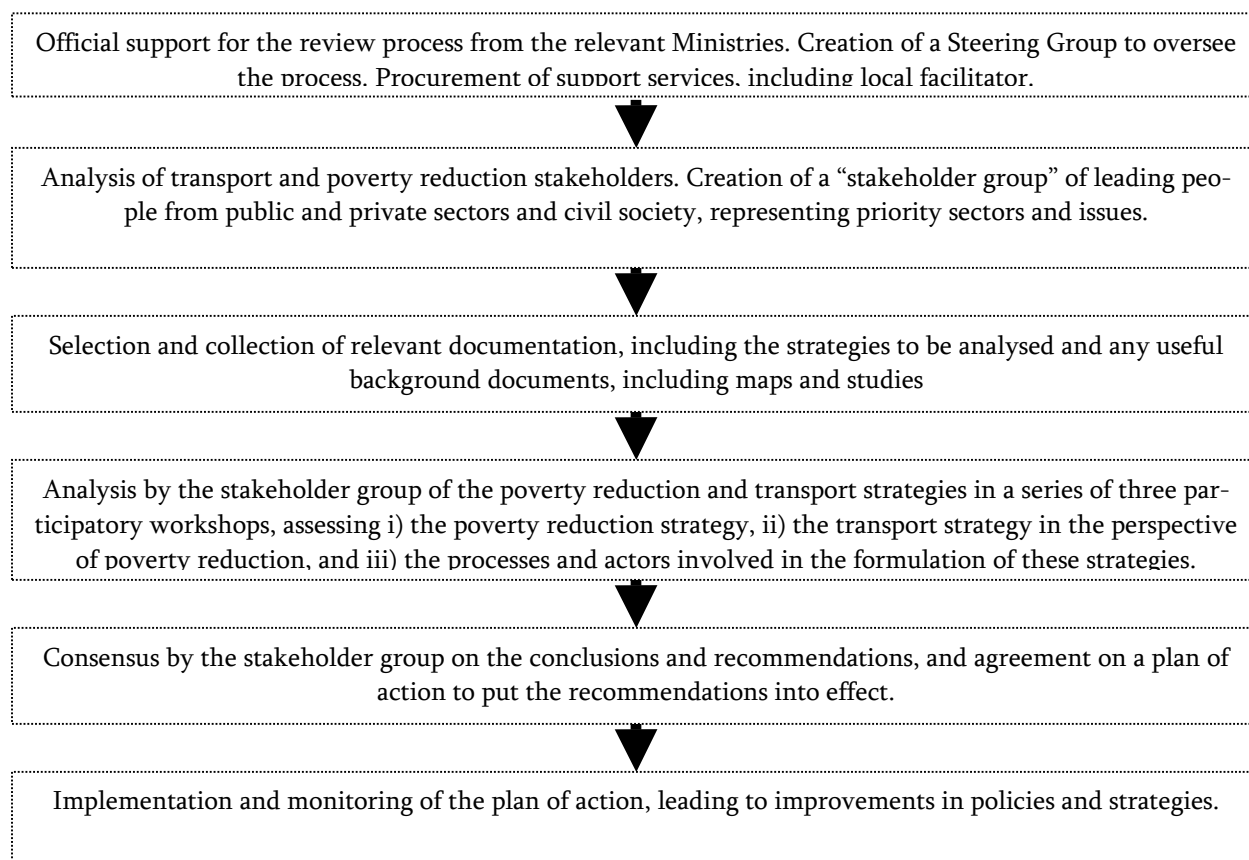
2.2 Principles and steps of the process

The review process is based on two essential principles:

- Local ownership of the process, and of the resulting conclusions and recommendations;
- Participation of a representative range of leading actors who have excellent knowledge of the issues and who can influence change.

The process involves a series of structured steps of preparation, analysis and follow-up action by a country, illustrated in the diagram overleaf.

Table 1: Main Steps in PRTSR Process



2.3 SSATP support to implement the review process

Guidelines on the review process, explaining the steps and the methods to be used, have been produced in French and English (<http://www.worldbank.org/afr/ssatp/program.htm>). Other supporting documents have been produced as required, including a note on how to undertake the stakeholder analysis and select the members of the Stakeholder group, draft Terms of Reference for the facilitation and support services, and notes on the procurement of support services.

Financial and technical support to participating countries is provided by SSATP. A small budget is available to each country for the implementation of the review process. SSATP personnel in Washington and in Africa provide administrative and other support, especially with the process of procuring support services.

Technical support to the participating countries is provided by a small team of experts engaged by SSATP, including a coordinating consultant, who designed the review process method and coordinated the pilot phase, and two regional advisors. They advise the Steering Groups and local facilitators in the participating countries on the steps in the process and the participatory methods and techniques to be used.

Guidance has also been provided through the organization of two training meetings on the review process, which were held in May 2004 in Nairobi and Yaoundé, for representatives from the countries wishing to undertake the review process in 2004.

3. PROGRESS IN THE COUNTRIES UNDERTAKING A REVIEW IN 2004¹

3.1 Achievements to date

Country participation in the review process

The SSATP 2004 Work Program had envisaged that eight countries would participate in the review process in 2004. By early 2004, 13 countries had indicated that they wished to participate:

- Burkina Faso
- Cameroon
- Côte d'Ivoire
- Democratic Republic of Congo
- Ghana
- Kenya
- Lesotho
- Malawi
- Mali
- Senegal
- Uganda
- Zambia
- Zimbabwe

Information and training meetings

In response to this very positive interest in the PRTSR process, SSATP organized two three-day regional meetings – one in Nairobi (Kenya), the other in Yaoundé (Cameroon) – for representatives from the Anglophone and francophone countries respectively. The meetings, which took place in mid-May 2004, aimed to provide representatives from the transport sector and poverty reduction strategies in the participating countries with sufficient information about the PRTSR process (its principles, the steps, the methods and techniques to be used) so that they could, on returning home, initiate the process in their countries. Copies of the Guidelines on the review process, which had been revised following the pilot experience in 2003, were distributed.

¹ Information on the progress of the participating countries in this chapter is drawn from documents and messages sent by many of the participating countries and monthly progress reports produced by the regional advisors.

35 country representatives from the seven Anglophone countries participated in the Nairobi meeting, and 27 representatives from five francophone countries participated in the Yaoundé meeting. Only Mali, prevented by last-minute flight cancellations, could not participate. A similar meeting was held subsequently in Mali, with 16 national representatives. Feedback from participants about the usefulness of the meetings was very positive. The reports of the meetings were disseminated to all participants.

Providing the training and briefings were members of the SSATP team (Nigel Ings, the Program Manager, and Siélé Silué and Tseggai Elias, regional coordinators for West and East/Southern Africa respectively), and the consultants engaged by SSATP to provide technical support to the countries (Mary Braithwaite, the lead consultant, and Adama Moussa and Margaret, responsible respectively for process advice to West African and East/Southern African countries). Josephine Mwankusye, one of the leading lights of the pilot review process in Tanzania, participated in the Nairobi meeting, enabling participants to hear about the experiences and lessons of Tanzania. A similar role was played by Bano Sow from Guinea at the Yaoundé meeting, who presented the experiences and lessons of the pilot process in Guinea and gave practical advice to participants during the meeting.

Obtaining official support

On returning home, the first task of the country representatives was to obtain official support for the review process from the responsible Ministries. As at the beginning of September 2004, 11 countries had confirmed that they had obtained official support to undertake the PRTSR process (see Table 2 below). Ghana has not yet obtained official support, and Burkina Faso may need to restart the process of securing official approval. This step, seemingly straightforward, is often not easy in countries facing political changes.

Establishing the Steering Groups

Steering Groups have been officially established in 9 countries, the exceptions being Burkina Faso, Cameroon, Ghana and the Democratic Republic of Congo. Most Steering Groups are composed of five to six representatives, covering both the transport sector and poverty reduction strategy and involving public sector, private sector and civil society representatives, the majority coming from the public sector (see examples in Table below). The composition of the Steering Group often forms part of the official approval, so the establishment of the Group has, in most cases, had to wait until the approval has been obtained.

Table 2: Official approval by countries to undertake the PRTSR process

Burkina Faso	Official approval given by the two Ministries responsible for the transport and poverty reduction strategies
Côte d'Ivoire	An inter-ministerial decree was ratified on August 10 2004, giving approval to the review process from all three responsible Ministries (Transport, Economic Infrastructures, Planning & Development).
Democratic Republic of Congo	Official support has been given by the Ministry of Public Works & Infrastructures.
Kenya	Official support from three national Ministries (Transport, Planning and Roads)
Lesotho	Approval given by the Ministry of Public Works and Transport
Malawi	Official support obtained from the Ministries of Transport, Local Government and Economic Planning & Development and from the National Roads Authority
Mali	Following a high-level briefing meeting with Government officials, a Ministerial decree was signed by the Ministry of Equipment and Transport after the designation by other Ministries, the private sector and the civil society of their representatives on the Steering Group
Senegal	Official support obtained from Ministry of Infrastructures, Equipment and Maritime Transport
Uganda	Official support obtained from Ministry of Works, Housing and Communication
Zambia	Official approval given by the Ministry of Communications and Transport. Support has also been given by the Ministry of Works & Supply and Ministry of Finance and National Planning, both nominating representatives on the Steering Group.
Zimbabwe	Official approval given by the Secretary, Department of Roads, Ministry of Transport and Communications.

In some cases, e.g. Kenya, Lesotho and Mali, the Steering Groups have been meeting regularly for some months, managing the preparatory steps and undertaking the procurement process for support services. In other countries the Groups are more recently established, but, by the beginning of September 2004, the initial meetings had been held.

Table 3. Composition of the officially established Steering Groups

Country	N° in group	Public sector	Private sector	Civil society
Côte d'Ivoire	5	<ul style="list-style-type: none"> • Ministry of Transport • Ministry of Economic Infrastructure • Ministry of Planning & Development 	<ul style="list-style-type: none"> • National Federation of SMEs 	<ul style="list-style-type: none"> • National Organization for the fight against Poverty and HIV/AIDS in the transport sector
Kenya	6	<ul style="list-style-type: none"> • Ministry of Transport • Ministry of Planning and National Development • Ministry of Road 	<ul style="list-style-type: none"> • Kenya Private Sector Alliance (2) 	<ul style="list-style-type: none"> • Intermediate Technology Development Group
Lesotho	6	<ul style="list-style-type: none"> • Ministry of Public Works & Transport (3) • Ministry of Finance and Planning 	<ul style="list-style-type: none"> • Chamber of Commerce and Industry 	<ul style="list-style-type: none"> • Lesotho Council of NGOs.
Malawi	6	<ul style="list-style-type: none"> • Ministry of Local Government • Ministry of Economic Planning & Development • Ministry of Transport & Public Works • National Road Authority 	<ul style="list-style-type: none"> • Road Transport Operators Association of Malawi 	<ul style="list-style-type: none"> • Malawi Economic Justice Network
Mali	7	<ul style="list-style-type: none"> • Ministry of Economy and Finance (PRS) • Department of Roads • Department of Transport • Department of Development Planning 	<ul style="list-style-type: none"> • National Road Transporters' Federation 	<ul style="list-style-type: none"> • National Coordination of Women's NGOs • National Consumers' Association
Senegal	6	<ul style="list-style-type: none"> • Ministry of Infrastructure, Equipment and Transport • Department of Land Transport • Department of Public Works • National Unit for Poverty Reduction Strategy (GNRSP) 	<ul style="list-style-type: none"> • The National Employers' Council 	<ul style="list-style-type: none"> • Council of Development NGOs

Table 3 cont.: Composition of the officially established Steering Groups

Country	N° in group	Public sector	Private sector	Civil society
Uganda	6	<ul style="list-style-type: none"> • Ministry of Finance, Planning & Economic Development (PEAP) • Ministry of Works, Housing & Communication (2) • National Planning Authority 	<ul style="list-style-type: none"> • Uganda Private Road Users Association 	<ul style="list-style-type: none"> • Economic Policy Research Centre
Zambia	7	<ul style="list-style-type: none"> • Ministry of Communications & Transport • Ministry of Finance & National Planning • Roads Department • ROADSIP 	<ul style="list-style-type: none"> • Chartered Institute of Logistics & Transport 	<ul style="list-style-type: none"> • 2 civil society organisations
Zimbabwe	7	<ul style="list-style-type: none"> • Ministry of Transport & Communications • Ministry of Local Government • Ministry of Public Works & Housing • Ministry Labour & Social Welfare • Ministry of Finance & Economic Development 	<ul style="list-style-type: none"> • Zimbabwe Rural Transport Organization 	<ul style="list-style-type: none"> • National Association of NGOs

Identifying stakeholders

Most countries have produced lists of possible stakeholders to be considered for involvement in the Stakeholder Group. In most cases, the stakeholder analysis has not yet been conducted, because countries have decided to await the engagement of the facilitator to ensure that the stakeholder analysis is conducted thoroughly. As the credibility of the Stakeholder Group and of its assessments rests on the quality of the representation, care taken with this step is important.

To date, two countries have undertaken a stakeholder analysis, Kenya and Mali, both aided by the presence of the regional support persons engaged by SSATP, who also act as the local facilitators of the review process in their home countries. The composition of the Stakeholders Groups in Mali and Kenya are presented, respectively, in Tables 4 and 5 below.

Table 4: Composition of the Stakeholder Group in Mali

Composition of the Mali Stakeholder Group		
<u>Issue</u>	<u>Sector</u>	<u>Organisation</u>
Transport	Public	<ul style="list-style-type: none"> • Department of Roads • Department of Transport
	Private	<ul style="list-style-type: none"> • Road Transporters' Federation of Mali • National Federation of Road Transporters Professional Associations
Poverty reduction strategy	Public	<ul style="list-style-type: none"> • Strategic Framework for the Fight against Poverty (CSLP) • Human Sustainable Development Observatory (ODHD)
	Private	<ul style="list-style-type: none"> • Micro-Finance Professionals' Association (APIM)
	Civil society	<ul style="list-style-type: none"> • Coordination of women's associations and NGOs (CAFO) • Federation of collectives of NGOs (FECONG)
National development	Public	<ul style="list-style-type: none"> • Director of Development Planning • Ministry of Internal Security and Civil Protection
Economic sectors	Public	<ul style="list-style-type: none"> • National Department for Rural Development (DNAER)
	Private	<ul style="list-style-type: none"> • Malian Company of Textiles (CMDT)
	Civil society	<ul style="list-style-type: none"> • Permanent Assembly of Chambers of Agriculture (APCAM) • National Artisans' Federation (FNAM) • Chamber of Commerce and Industry (CCIM)
Social sectors	Public	<ul style="list-style-type: none"> • Department of Health • Department of Education • National Employment Agency (ANPE)
	Civil society	<ul style="list-style-type: none"> • National Federation of Community Health Associations (FENASCOM)
Population groups	Public	<ul style="list-style-type: none"> • Public Works, Housing and Transport Committee of the National Assembly
	Private sector	<ul style="list-style-type: none"> • Local Authorities' Association (AMM)
	Civil society	<ul style="list-style-type: none"> • Consumers' Association of Mali (ASCOMA°)
Transversal issues	Public	<ul style="list-style-type: none"> • Department of Sanitation and Pollution Control
	Civil society	<ul style="list-style-type: none"> • Collective of Economic Interest Groups

Kenya has established its Stakeholder Group, which comprises 25 people. It has held one briefing meeting to launch the process, at which 11 of the 25 stakeholders were present, and has organized its first workshop, in which 18 of the 25 stakeholders participated. The personal contacting of stakeholders before the first workshop helped to improve the participation, and more efforts will be made to strengthen the involvement of stakeholders.

Table 5: Composition of the Stakeholder Group in Kenya

Composition of the Kenya Stakeholder Group		
<u>Issue</u>	<u>Sector</u>	<u>Organisation</u>
Transport	Public	<ul style="list-style-type: none"> • Ministry of Transport (2) • Ministry of Roads and Public Works • University of Nairobi
	Private	<ul style="list-style-type: none"> • Kenya Private Sector Alliance – Infrastructure Sector Board • Matatu Welfare Association
	Civil society	<ul style="list-style-type: none"> • International Forum for Rural Transport & Development (IFRTD) • Intermediate Technology Development Group (ITDG)
Poverty reduction	Public	<ul style="list-style-type: none"> • Ministry of Planning & National Development
	Private	<ul style="list-style-type: none"> • Kenya Private Sector Alliance
	Civil society	<ul style="list-style-type: none"> • Action Aid
Economic sectors	Public	<ul style="list-style-type: none"> • Ministry of Agriculture • Ministry of Planning & National Development
	Private	<ul style="list-style-type: none"> • National Federation of Jua Kali Association • Kenya Tourism Federation
	Civil society	<ul style="list-style-type: none"> • Institute of Economic Affairs
Social sectors	Public	<ul style="list-style-type: none"> • Ministry of Education, Science and Technology
	Private	<ul style="list-style-type: none"> • Kenya Private Sector Alliance - Health Sector Board
	Civil society	<ul style="list-style-type: none"> • Basic Human Rights
Population groups	Public	<ul style="list-style-type: none"> • Ministry of Gender, Sports, Culture & Social Services
	Civil society	<ul style="list-style-type: none"> • National Council of Women of Kenya • Kenya Human Rights Commission
Transversal issues	Public	<ul style="list-style-type: none"> • Office of the President
	Civil society	<ul style="list-style-type: none"> • Law Society of Kenya • Oxfam Kenya

Selection of documentation

All countries have identified the documentation to be assessed and consulted during the review process. In some cases the documentation has already been assembled and copied. Documents include transport and poverty reduction strategy documents (which are the main focus of the review process) and background documentation, including program documents, sector strategies, study reports and maps.

The documentation varies from country to country, reflecting the stage of development of national poverty reduction strategies on the one hand and integrated transport strategies on the other.

Some countries, such as Uganda and Lesotho, have both poverty reduction strategies and national transport policies, albeit – in the case of the transport policy – in draft form. Lesotho's aim is to ensure that the final transport strategy is coherent with the PRSP, and that the PRSP takes into account the links between transport and poverty reduction. The purpose of the review process in Uganda is “to develop cohesiveness between the transport sector policy and strategy and the poverty eradication action plan (PEAP). The transport sector policy is in its final stages of formulation hence the review is very timely.”

In other countries, there is a poverty reduction strategy in place (and being implemented) but as yet no integrated transport sector strategy. This is the case in Cameroon, which is currently implementing its Poverty Reduction Strategy for the period 2003-2008 and which has a series of sub-sector strategy documents and studies (e.g. on rural transport, rehabilitation and maintenance of rural roads, river and lake transport). There is a similar situation in Ghana, which has been implementing its PRSP in 2002. It has a series of policy documents for the different transport modes, a draft rural transport strategy and a strategic plan (2003-2007) for roads and transport sector, and will soon start formulating a national transport policy. The value of the review process in these cases is to assist in the formulation of an integrated transport sector strategy anchored in the PRSP.

Some countries are faced with the elaboration or revision of a national poverty reduction strategy and the formulation of an integrated transport sector strategy. The Democratic Republic of Congo is in the early stages of formulating its PRSP, which is a priority and must be finalized by August 2005, and has as yet no integrated transport sector strategy. It therefore needs support with the elaboration of the transport sector strategy within the framework of the PRSP; in this case a revised method will be required.

In one case, Kenya, the national development strategy being reviewed is not a Poverty Reduction Strategy, but is a strategy for wealth and employment creation (IP-ERS). The former PRSP was replaced by the IP-ERS following the election of the new Government; however, the extent to which this strategy addresses poverty reduction is an issue being examined by the Kenyan Stakeholder Group. Kenya too has a draft Integrated National Transport Policy and the review process is expected to make an important contribution to its finalization.

Procuring support services

At the beginning of September 2004, nine countries were undertaking or finalizing the procurement of support services, including a local facilitator, a resource person and the provision of logistical support for the organization of the workshops (booking venues, providing refresh-

ments, making travel arrangements, etc.). Some of the nine had already submitted applications to SSATP for financial support.

Following the procurement rules of the World Bank, with whom the contracts are signed, the Steering Groups organize a tendering and selection process. When the choice is made, the Steering Group provides information to SSATP on the process and on the recommended individuals or companies to be contracted. Contracts are then signed between the World Bank and the selected individuals and companies. While contracts can be signed with individual facilitators or resource persons, the other support services must be contracted to a company or other registered private body. The first contracts will be signed with the facilitators and companies selected by the Steering Groups during September.

The procurement process has not been easy, and the learning curve – especially concerning World Bank regulations on procurement - has been sharp for country Steering Groups and the SSATP team alike (see Difficulties below).

Reviewing strategies in participating workshops

To date, one workshop has been organized. Kenya ran its first workshop, to assess its strategy for wealth and employment creation (IP-ERS), on August 17-18 2004 in Nairobi. 18 of the 25 stakeholders were present. The workshop identified relevant aspects of the IP-ERS, including the goals and priorities concerning poverty reduction within the IP-ERS as a whole as well as the needs, goals and strategies of key social and economic sectors, population groups and cross-cutting issues. The treatment of transport (mobility and access, services and infrastructure) in the strategy was assessed, and a series of conclusions and recommendations were drawn. Stakeholders were keen to move forward with the review process, but the second workshop must await the finalization of the procurement process. This pause is an opportunity for strengthening stakeholder participation in the process and for preparing the second and third workshops.

3.2 Difficulties encountered

Getting the review process up and running has taken longer than anticipated, although expectations were ambitious at the outset. Obtaining official approval has been rapid in some countries, but slower in others, often requiring considerable investment by Steering Group members in drafting inter-Ministerial letters and decrees and steering them through the official channels. As the establishment of the Steering Group has had to await the official approval, this has led to delays in getting the preparatory steps underway in some countries.

By far the greatest difficulty in many of the countries has been the process of procuring support services. Financial support to the review process is provided by means of contracts between the World Bank and local facilitators and/or companies, selected by the Steering Groups. It is the first time that SSATP has implemented a process that is steered and managed by country repre-

sentatives, and the procurement process to meet World Bank rules has been much more difficult than anyone had anticipated (not made easier by changes to one key rule in the middle of the process). Various guidance notes have been provided by SSATP in response to the need for information and help, but support has been reactive rather than planned. Some of the first countries to reach the procurement phase have faced the greatest difficulties, although much has been learnt from their experiences.

For SSATP staff too this has been a learning experience, Limited staff capacity in the SSATP team has added to the difficulties, and it has sometimes been difficult to provide timely responses to countries' applications and questions. As 13 countries have participated in 2004, rather than eight as envisaged in the Work Program, greater demands than anticipated have been placed on the SSATP team.

Capacity in some countries has led to some delays in getting the process underway, while in a couple of countries there is a need to clarify the purpose of the PRTSR process and how it fits with ongoing developments.

Finding appropriately qualified and experienced facilitators has also not been easy in some countries. One of the main lessons of the pilot phase was the importance of engaging a very good facilitator able to facilitate participatory processes of analysis addressing poverty reduction and transport and with excellent experience of participatory workshops using visualization techniques. Some countries have initially sought people with transport sector experience, but without sufficiently strong facilitation skills, and have had to search more widely for appropriate people within the country.

There have been some difficulties in securing civil society and/or poverty reduction representation in a few of the Steering Groups, and gender balance is not good in some cases. Concerning Stakeholder Groups, only one has been formed so far, in Kenya, which has faced some difficulties in securing the full participation of the selected stakeholders. Key social and economic sector representatives, especially from the public sector, and some civil society organizations are not yet involved. However, this is an ongoing process, and most countries have made improvements in response to advice from the SSATP support team.

The support team has faced some difficulties, for example in obtaining feedback from some Steering Group contacts on the progress in their country. In addition, it is not easy combining the role of regional advisor with that of local facilitator, especially as this is the first time that the regional support persons facilitate a PRTSR process. While they have extensive experience of facilitating participating workshops, the PRTSR process is unique and complex. Their involvement as local facilitators as well as regional support persons is essential to enable them to provide appropriate advice to facilitators in other countries.

3.3 Future steps

An important next step is the 2004 Annual SSATP meeting, this year being held in Addis Ababa, Ethiopia, on September 25-29. The PRTSR process, and progress in the participating countries (the 13 participating in 2004 and the three pilot countries), will be presented and discussed. Preparatory meetings of representatives from the participating countries and the SSATP team will be held during the weekend of September 25-26, with the aim of reviewing progress and finalizing the meeting sessions on the PRTSR process. A plenary presentation on PRTSR will be made on the Monday and working group sessions will take place all day on Tuesday, providing opportunities for people from the participating countries to exchange experiences and gain feedback, and for people from other countries and organizations to learn more about the PRTSR process and the progress being made. Identifying improvements to the process and the support provided, and outlining priorities for 2005, are among the expected outputs of the PRTSR sessions.

Following the Annual meeting, the participating countries will continue to implement the PRTSR process; steps involve finalizing the preparatory steps, planning the workshops and undertaking the reviews of their transport and poverty reduction strategies. Findings and recommendations - and action plans for implementing the recommendations - should emerge from many of the countries by the end of 2004.

A further progress report will be produced at the end of November 2004, as part of the reporting on the 2004 SSATP Work Program.

4. PROGRESS IN THE THREE PILOT COUNTRIES

In 2003, three countries – Guinea and Rwanda, Tanzania – participated in a pilot review process, during which the approach and method was tested and refined. The results were presented to the 2003 SSATP Annual meeting held in Kigali, Rwanda. This chapter outlines the results of their reviews and, where information is available, the follow-up actions taken.

4.1 Tanzania

The results of the strategy review²

The participatory analysis of the country's Poverty Reduction Strategy (PRS) and transport policy conducted by Tanzania in 2003 had been an “eye-opener”, since everyone had assumed that the National Transport Policy (NTP) matched the PRS. The process provided an opportunity to read important policy and strategy documents together, and to exchange views and experiences across sectors.

Participation in the Tanzanian working group was good, with representation from Government departments, the PRS office, local government, Chamber of Commerce, Farmers Union, etc. Other representatives, for example the Ministry of Gender, were included during the process, to draw on additional knowledge. However, there was poor representation of some sectors (health and education) and, in spite of efforts to increase the participation of women, the group was not gender balanced. Face-to-face consultations were needed in addition to the three workshops, to consult with other stakeholders.

The assessment showed that although Tanzania's PRS recognizes the role of transport, it focuses almost entirely on access and infrastructure, primarily of trunk and regional roads. Rural roads are not well addressed. Mobility and transport services are virtually absent, and there is no reference to non-motorized means of transport or rural transport technologies. As the PRS process involved wide stakeholder consultation, key weaknesses in the consultation process are indicated.

The National Transport Policy (NTP), which was approved in 2002, refers to poverty reduction, but its treatment is limited and not well focused. The process of formulating the NTP was

² The results of the Tanzanian review process are as presented by the Tanzanian representatives (Hon. Mizengo Pinda, Dr Servacius Likwelile, Ms Josephine Mwankusye) at the SSATP workshop on the pilot review process, held in Belgium in September 2003.

top-down and did not fully involve stakeholders. Although it is a very useful document, there is insufficient attention to grass-roots interests. Some specific weaknesses are that it does not address subsidies to commercial operators to ensure equity of access to transport services, regional inequalities (the correlation between poverty and poor transport) or access to social services, and there is no guidance on access to agriculture areas.

Follow-up actions³

Shortly after the review process was completed, the Government of Tanzania started to review its PRS, with a view to develop its second generation Strategy (PRS II). Unlike the first PRSP which adopted a priority sector approach, PRS II takes an outcome-oriented approach, focusing on results. It thus encourages inter-sector linkages towards the achievement of results. Three broad outcomes for poverty reduction are identified, namely, (i) growth and reduction of income poverty, (ii) improved quality of life and social well-being, and (iii) governance and accountability. These form the basis for determining strategic interventions.

In line with this new PRS orientation, stakeholders have been identified to carry out specific interventions, with each one's mandate clearly spelt out to ensure achievement of identified clusters of strategies, leading to achievement of operational outcomes and goals. Among the sectors that have assumed a central role in this regard is the transport sector, especially in the achievement of the first broad outcome.

In the context of the SSATP transport-poverty reduction review process, Tanzania has taken the following steps:

- The Government has approved the review process, which was officially launched in October 2003 during the Poverty Policy Week, an annual event that brings together stakeholders to share ideas and experiences and make an assessment of achievements and challenges during the past year with regard to the implementation of the PRS.
- A working group on economic sectors (that includes the transport sector) has been formed and will be represented in the PRS Technical Committee, under the coordination of the Ministry of Works, with secretariat services provided by the Poverty Eradication Division of the Vice President's Office, the national focal point on PRS.
- Initiatives have commenced to have a facilitator in place to link up with other actors in the Poverty Monitoring System, including development of a communications strategy. TOR for this are being developed so that it can be advertised in line with the Government's procurement system.
- The orientation of PRS II makes it imperative to assess and address capacity issues within the Ministry of Transport and Communication and to identify gaps. Also im-

³ Information on the follow-up actions has been provided by Dr Servacius Likwelile, Director PRS, in a note of Sept 2 2004.

portant is to assess the role and responsibilities of other stakeholders, especially the private sector. Thus a stakeholders' analysis is planned to be carried out in the near future. This is an area that will require some external support (SSATP).

- A national workshop is planned towards the end of September 2004 to discuss the final draft of the PRS. Leading up to this will be sector clusters' consultative meeting, including one for the working group on the economic sectors.

4.2 Guinea⁴

Results of the pilot review

In Guinea a similar process of the creation of a stakeholder group and organization of three participatory workshops to review the poverty reduction and transport strategy documents was followed, although the assessment was organized slightly differently from Rwanda and Tanzania. The stakeholder group was divided into three sub-groups, which read and analyzed the policy and strategy documents in advance of the three workshops. Following the assessment, a synthesis of the conclusions and recommendations was prepared by a small working group of resource persons involved in transport policy and the poverty reduction strategy.

Two key outputs of process in Guinea were a much better understanding of the country's transport policy, even by those responsible for its implementation, and the recognition that the PRS is the overarching national strategy, into which all sector strategies should be integrated. In addition, policy documents need to be popularized, so that they are understood and become "alive" for all actors and interested people.

Some of the main recommendations concerning the development of a transport policy anchored in the PRS are:

- establish a dialogue between macro-economic policy-makers and those responsible for sector policies
- realign and diversify investments taking into account options for mobilizing resources
- integrate statistics on poverty and gender into transport policies
- involve users in the formulation of transport policies
- establish a coherent doctrine for the roads sector
- establish a transport observatory and a road network information system

⁴ Information on the results of the pilot review process in Guinea are based on the presentations by Mamadou Bano Sow, Director at the Ministry of Transport, at the SSATP workshop on the pilot review process, held in Belgium in September 2003, and the training meeting organized for the francophone countries participating in the review process in 2004, held in Yaoundé in May 2004. No further information has been provided since this date.

Concerning the updating of the PRS to integrate transport, some of the principal recommendations are:

- establish the PRS as the sole national economic policy document and up-date sector policies within this general policy framework
- establish more precise poverty reduction objectives, relevant to regional poverty reduction and sector strategies
- establish poverty reduction criteria and integrate these into analyses and decision-making on public investments.

Follow-up actions

Following the 2003 SSATP annual meeting a mission report was submitted to the Ministry of Transport and Public Works, and a meeting of the 40 or so principal officers in the Ministry was organized, at which the case study process and findings were presented. Cabinet approval was obtained to continue the exercise in dialogue with the PRS unit. Some weeks after this, a meeting of all the people who participated in the working group was organized; of the 25 original participants, 15 attended the meeting. In addition, the core group – composed of transport policy and PRS officials – met several times to assess and comment on the revised method for the assessment process.

4.3 Rwanda⁵

Results of the pilot review

In Rwanda the pilot review process involved the establishment of a multi-sector working group, composed of around 18 people, which analyzed Rwanda's poverty reduction strategy (PRS) and transport strategy documents. The main analytical work was undertaken in three workshops. Participation was very good, but the social sectors (health and education) were not well represented and a good gender balance was not achieved. One to one consultations were also held, to obtain additional views and information, especially on sectors and issues not well represented in the working group.

Transport is identified in Rwanda's poverty reduction strategy as a key contributor at national and local levels to pro-poor economic growth, which is viewed as the motor of poverty reduction. The PRS resulted from a long stakeholder consultation process, unlike the transport policy, which was formulated on the basis of a document produced by an expatriate expert. Even

⁵ Information on the results of the pilot review process and the follow-up actions are based on presentations by the Rwandan representatives (Patrick Rugumire, Vincent Karega) at the SSATP workshop on the pilot review process, held in Belgium in September 2003. No further information has been provided since this date.

so, the working group identified the need to improve the PRS with respect to transport issues. The transport policy is focused mainly on regional integration, with issues of local transport and mobility far less well addressed. Transport action plans have existed, but to date there has been no comprehensive country-wide strategic plan for the transport sector in Rwanda. The participatory assessment of Rwanda's poverty reduction and transport strategies is seen as a useful first step in developing a more comprehensive and integrated transport strategy, coherent with the PRS and Vision 2020.

Follow-up actions

Following the pilot phase, policy discussions with stakeholders continued, building on the review process. As at September 2003, efforts to strengthen the Ministry of Infrastructure's capacity for policy development were being made. The Government of Rwanda had adopted the PRS and Vision 2020 as its planning framework for development, and Sector-Wide Approaches (SWAPs) and Public Expenditure Reviews (PERs) were being launched in a series of sectors to improve policy formulation and increase coherence and integration. As SWAPs envisage broad stakeholder consultation, the involvement of all sectors and the taking into account of cross-sector issues, they offer considerable potential for more integrated strategies, either for specific sectors or for more "transversal" issues such as transport.

Within the Ministry of Infrastructure, a process of producing a transport sector strategy rooted in the PRS and Vision 2020 was envisaged, to be completed in December 2003. The plan was to identify all parties in the sector and organize consultative meetings with them, followed by a series of sub-sector working groups (more or less matching the SSATP components and involving public sector, private sector and NGO representatives). The resulting proposals would be synthesized in a final draft, and submitted to a stakeholders' workshop.

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