



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



SSATP Working Paper N° 44

# *Progress Report For the year 1999*

**March 2000**

The World Bank  
Africa Region



**PROGRESS REPORT**

**FOR THE YEAR 1999**

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

The opinions and conclusions expressed in SSATP Working Papers are those of the authors and do not necessarily reflect the views of the World Bank, UNECA or any of their affiliated organizations.

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## FOREWORD

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

The basic premises of the Program are that: (i) policy reform is essential to obtain improved provision of transport services; and (ii) countries and their development partners need to collaborate within the framework of a common vision of policies and strategies in the sector. The program has over the last twelve years evolved into a flexible tool for the development of such a vision. A central element of the framework is the involvement of key constituencies in sector management.

During 1999, the Program continued to deal with two broad areas: policy reform at the national level, and the development of analytical tools to identify and disseminate policy reform. Demand from countries for the services of the program continued to be strong. Decentralization of the Program is continuing, and a new operational hub was opened in Abidjan in late 1999.

The movement, within the development community, towards the Comprehensive Development Framework, will place new demands on the Program. The Comprehensive Development Framework features collaboration between developing countries and the donors of a kind which has grown to maturity within the SSATP, and one may expect a convergence between the Program and other types of assistance by multilateral and bilateral donors.

The Africa Region of World Bank considers the SSATP a major vehicle for the exchange of experience and ideas in the transport sector, and has incorporated its contribution to the SSATP in its budget forecasts. At the time of writing, a restructuring of the Program is under debate between the Bank and the concerned donors, and will be brought to a forum of all parties concerned during the second and third quarters of the year 2000.



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Coordinator

Sub-Saharan Africa Transport Policy Program

## ACRONYMS

ADAR	Association des Directeurs Africains des Routes
AFD	Agence française de développement
AfDB	African Development Bank
CDD	Community-Driven Development
CDF	Comprehensive Development Framework
CODATU	Coopération pour le développement et l'amélioration des transports urbains et périurbains
COMESA	Common Market for Eastern and Southern Africa
Danida	Danish International Development Agency
DfID	Department for International Development
DGF	Development Grant Facility
ECOWAS	Economic Community of West African States
ERA	Ethiopian Road Authority
ESAMI	Eastern and Southern African Management Institute
ESMAP	Energy Sector Management Assistance Programme
EU	European Union
FHA	Federal Highway Authority
GEF	Global Environment Facility
GRTI	Gender and Rural Transport Initiative
GTZ	Gesellschaft für Technische Zusammenarbeit
HDM	Highway Design Model
IDA	International Development Association
IDB	Inter-American Development Bank
IFRTD	International Forum for Rural Transport Development
ILO	International Labour Organization
IMT	Intermediate Means of Transport
LET	Laboratoire sur les Études des Transports
MELISSA	Managing the Environment Locally in Sub-Saharan Africa Initiative
MINCONMAR	Ministerial Conference of West and Central African States for Maritime Policy
MLGNH	Ministry of Local Government and National Housing (Zimbabwe)
NMT	Non motorized transport
NORAD	Norwegian Agency for Development Cooperation
NRB	National Road Board
OECD	Organization for Economic Cooperation and Development
RAFU	Road Agency Formation Unit
RED	Road Economic Decision Model
RMI	Road Management Initiative
ROMARP	Road Maintenance and Rehabilitation Program
RR	Railway Restructuring
RSDP	Road Sector Development Program
RTT	Rural Travel and Transport
RTTP	Rural Travel and Transport Program
SADC	Southern Africa Development Community

SATCC	South African Transport and Communications Commission
SDC	Swiss Development Cooperation
SIDA	Swedish International Development Authority
SITRASS	Solidarité internationale sur les transports et la recherche en Afrique subsaharienne
SOURCE	Standard Overall Ultralight Road Care Estimate
SSATP	Sub-Saharan African Transport Policy Program
T&T	Trade and Transport
UDEAC	Union Douanière et Économique de l'Afrique Centrale
UM	Urban Mobility
UNECA	United Nations Economic Commission for Africa
UNPD	United Nations Development Program
USAID	United States Agency for International Development

### ***SSATP Mission Statement***

The SSATP is an international partnership to facilitate policy reforms 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.



## INTRODUCTION

The Sub-Sahara Africa Transport Program (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 reforms and institutional changes.

The SSATP is a broad collaborative effort of national development aid agencies, international agencies (UNDP, ILO and UNCTAD), and African institutions (i.e. UAR, MINCONMAR, PTA), with the World Bank and the ECA acting as the Executing Agencies. The activities of the program were initially coordinated by an International Advisory Committee chaired by UNECA, which held its first meeting in Washington DC, in March 1987. The operating principles and the coverage of the SSATP were laid down at a meeting of the IAC in Oslo in December 1988. By 1992 policy reform had emerged as the prime area that needed attention, and to underline this the name of the program was changed to Sub-Saharan Africa Transport Policy Program.

The SSATP is implemented through a series of components directed at key issues on the transport agenda. Donors' interest, availability of African Partners and relevance for World Bank operational objectives, all have guided the selection and definition of the various components. Each component is targeted at a specific audience and carried out in collaboration with development agencies and African institutions, with the participation of African experts and advisors.

During the year 1999, overall activity of the program remained roughly at the 1998 level, but with increased activity in the areas of rural transport, and urban transport - especially the links between urban transport, safety and environmental health. Work on road management issues remained at the level of the previous year, while work on maritime transport and trade facilitation, and railway reform were minimal. Work on trade facilitation is expected to resume shortly with a recent renewal of staff and other resources, while work on railway reform is entering its final phase and will most likely end during the year 2001.

A new support service system was introduced in the World Bank in July 1999. The transition from the then existing systems to the new one turned out to be much more difficult than foreseen, and placed a tangible brake on the activities of the SSATP. In addition to this, there was during the second half of 1999 uncertainty about the future financing of the program. These two elements caused some program activities to be stretched out in time during the second half of the year. After the end of the reporting period, the service systems are being perfected, and the financing of the program appears assured for the coming two years.

The Program is evolving. Most components have gone through a phase of research and analysis, followed by country-focused policy work, strategy formulation and implementation. As a whole, the SSATP is now emerging into a period in the assistance to developing countries characterized by the approach known as the Comprehensive Development Framework. This will require much enhanced **sector performance monitoring**, and the SSATP is a natural tool to make this happen. The restructuring of the SSATP, expected to be agreed by mid-2000, would have this approach as its centerpiece, and would reflect the demands placed on the program by this approach. This is where the future of the program is expected to lie.

## PROGRAM OVERVIEW

The basic premises of the Program are that: (i) policy reform is essential to obtain improved provision of transport services; and (ii) countries and their development partners need to collaborate within the framework of a common vision of policies and strategies in the sector. The SSATP is concentrating on assisting African countries in their efforts to build capacity for designing and implementing these premises. Capacity building is now firmly the focus of the Program.

During 1999, the SSATP continued to work through its five components:

- Road Management Initiative (RMI)
- Urban Mobility (UM)
- Rural Travel and Transport Program (RTTP)
- Trade and Transport (T&T)
- Railway Restructuring (RR)

Compared to 1998, there was again a shift in work intensity between components. The RTTP is now the largest component, active in 16 countries and added a field staff position in Abidjan in late 1999 (this is now expected to be followed by another field staff in Harare, and probably two junior positions, one in Harare and one in Abidjan). The Urban Mobility component expanded its collaboration with the World Bank Institute in work on clean air in the urban setting, maintained collaboration with SITRASS, INRETS, the Municipal Development Program and CODATU. The RMI maintained its level of activity, continued substantial work in lusophone countries and developed toolkits for evaluating road investments in the border area between low-volume rural roads and secondary roads, and for demonstration of the influence on the physical state of road networks by different maintenance financing practices. The T&T component experienced a hopefully temporary halt as its principal African interlocutor, MINCONMAR, continued to experience transitional difficulties following the change of its president. The Railway Restructuring component, having completed the very successful Abidjan seminar on rail concessioning in 1997, was largely dormant in anticipation of a similar event to be organized in the year 2000 or 2001.

Whereas analysis of transport sector performance and identification of needed sector policy reforms remain at the core of the SSATP, the building of local capacity in Africa to address these issues is now the centerpiece of the Program. The Program is devoting an increasing part of its resources to insure that experiences from individual countries are shared with other countries facing similar problems.

Dissemination of the analyses and exchange of experiences continued through the issuance of "Africa Transport Technical Notes", with altogether 26 now having been issued in English and 20 in French to the end of 1999. In addition to the video presentation of the SSATP of 1998, a program web site ([www.worldbank.org/afr/ssatp](http://www.worldbank.org/afr/ssatp)) is now established and is accessible to the public at large since mid-1999. Publication of Working Papers (urban air pollution in Dakar and Ouagadougou, and Work in Progress together with the Clean Air Initiative of the World Bank Institute;) and conference proceedings (Urban air pollution in Dakar, UM steering committee proceedings) continued.

Collaboration with other international programs were continued and strengthened. The RMI continued its collaboration with the University of Birmingham, U.K. by sponsoring attendance at seminars by officials from RMI member countries. The ILO/ASIST and IFRTD contacts remained valuable, and results from SSATP work will increasingly be disseminated through channels maintained by these agencies. The SSATP again had a major presence in the program of the Université d'Eté in Lyon, France, in mid-1999. The RMI and RTTP held their annual meetings in Pretoria, South Africa attended by just under one hundred people each and exposing a wealth of experience. The Urban Mobility component arranged its annual meeting in Cotonou, Benin back-to-back with the biennial meeting of SITRASS.

During the year, South Africa joined the SSATP program. Chad, Senegal, Niger and Madagascar joined the RTTP.

During the April 1999 Business Meeting, the donors expressed a desire to see an external evaluation of the program by independent consultants before committing further funds to the program. The assessment was done during the later half of 1999 by two independent consultants, financed by DfID. The report confirmed the validity of the goals of the program and its achievements to date, but did not provide any clear pointer to the structure of the program in the future. This future structure is therefore at the time of writing a subject of consideration and debate in the World Bank, and will be brought to the forum of program partners within the next reporting period (Calendar Year 2000).

Total resource use during 1999 was USD 3.0 million, composed of USD 2.7 million in cash flow through the Bank, of which USD 0.4 million from the Bank and USD 2.3 million from Trust Funds, and USD 0.3 million in direct contributions in kind from donors. This is a decrease of about USD 0.1 million from 1998, induced by the halt in T&T activities and the stretching out of certain others (annual meetings of RMI and RTTP) while awaiting further commitments of resources.

Since the end of 1999, commitments and new pledges amount to an additional USD 4.8 million, and the resource base of the program is now solid for the coming 18 months.

## **STATUS OF COMPONENTS**

## ROAD MANAGEMENT INITIATIVE

During this period, the Road Management Initiative (RMI) continued the implementation of its Phase-III work program, following the 1998-2001 Strategy presented in last year's SSATP Business Meeting. The RMI activity focused on the regional components of the Initiative directly managed by the Team, and on the support provided by Team Members to the implementation of the various programs under the National Coordinators. In addition, spot-assistance was provided to a growing number of countries on a demand-basis.

### *1999 in Retrospect*

#### *Overview*

A first main achievement of the year under review was the completion of various regional thematic tasks initiated under RMI-Phase III. The review of the road sector in the UDEAC countries, the last in the series covering the sub-regional economic associations, is now available. The surveys of the road sector and of the implementation of the four building blocks of sector reform in SSA countries were also completed. The development, and initial testing, of the SOURCE methodology for the monitoring of road condition SSA-wide was accomplished. The completion of these tasks would provide the RMI for the first time a base-line data set and the analytical tools to monitor the evolution of road condition in the Africa Region on a systematic and continuous basis. Thus, the key elements for the RMI to perform its strategic role as a regional observatory for the monitoring of road performance in SSA are in place.

A second main achievement of the year under review was the completion of the development of the Roads Economic Decision (RED) model, also initiated under RMI-Phase III. This user-friendly, yet analytically robust model, is now available to support what probably remains as the stronger instrument to attract finance for asset preservation – the very high economic rates of return associated with road maintenance, as compared to other alternative use of resources. By combining the assessment of road infrastructure and user costs, in the HDM tradition, with stochastic risk analysis RED is a powerful instrument to allocate resources for low traffic roads and assess risks at the stage in which decisions can better be shaped, e.g., the pre-feasibility stage.

During this period, a total of seven Technical Notes was prepared, as compared with a target of four. The revealed interest of various stakeholders for the RMI Technical Notes Series, both in their printed and electronic versions, has continued at very high levels. Particularly, emphasis was given in our learning and dissemination efforts to developments in the institutional aspects of road management. Simultaneously, a desk review of the performance of second generation road funds as sustainable financing mechanisms was also initiated.

The year under review continued to witness a strong demand for services from the Bank RMI Team. Consistent with the strategy initiated under RMI Phase-III, and recommended in the SSATP mid-term review, non-anglophone African countries continue to benefit from increased attention. In this regard, assistance provided to reforms being pursued in Cape Verde, Djibouti, Guinea, Madagascar, Mali, Mozambique, and Rwanda are worth noting, whereas various demands for RMI assistance from traditional anglophone member countries continued to be met on a regular basis, with emphasis on Cameroon, Malawi, Tanzania and Zimbabwe.

#### *Assistance to Country Programs*

In cooperation with the **Mozambique** Government, the RMI Team delivered a high-level policy Workshop in Maputo, November 20, 1998. The Workshop was timed with the submission of a road sector reform package to the Council of Ministers. Its main objective was to share experiences on road sec-

tor reform in African countries both from the point of view of the Roads Boards and of the Government. Two country case studies were selected and discussed in depth - Ethiopia and Zambia.

In **Guinea**, the RMI Team played an active role in two policy Workshops delivered back-to-back, May 24-28, 1999. The first Workshop was aimed at discussing with stakeholders the recommendations of consultants on the design and implementation of a second-generation road fund. The main objective of the second Workshop, delivered May 27-28, was the participatory discussion of a Transport Sector Strategy Note, prepared by the Ministry of Public Works and Transport in cooperation with IDA. The main outcome of both events was the formulation of a road sector strategy including the decision to introduce in the Finance Law for the year 2000 provision for an explicit road tariff and for the creation of a second-generation road fund by January 1, 2000.

The RMI Team has been deeply involved in assisting the Government of **Madagascar** to implement its ambitious road sector reform effort. This assistance is leading, inter-alia, to the formulation of recommendations to the Government on: (a) level, and composition, of revenue to be raised through the road fund; (b) status of the road fund as a legal entity; (c) operations manual for the road fund; (d) restructuring of the Ministry of Public Works towards the creation of revenue-earning autonomous road Agencies; (e) spin-off and privatization or liquidation of force account operations; (f) development of the domestic construction industry; and (g) continuous monitoring of road condition through the SOURCE methodology. These efforts have contributed to facilitate the appraisal of a major Adaptable Program Loan (APL) by IDA in November, 1999. The RMI Team is expected to continue assisting the Government in implementing the reforms within the framework now provided by the APL instrument.

In **Rwanda**, the RMI Team assisted in the phasing out of a first generation road fund which was inefficiently managed. A new law was drafted establishing the road fund as an independent legal entity, managed by a Board of nine members including four from user associations. The road directorate was reorganized, with its new functions limited to planning and supervision and away from force account operations. A process to support the development of the domestic construction industry for road maintenance works was also set in motion. The new legislation was passed in Parliament, and enacted on March 15, 1999. Further RMI Team assistance has been requested to help in implementing the new framework.

In **Cape Verde**, assistance was provided by the RMI in clarifying ownership responsibilities at various levels of Government, in the context of recent legislation allocating management functions to different government departments. As a result, the institutional framework for the road sector was reviewed and recommendations prepared on a clear definition of responsibilities, and the required institutional links thereof, among the different agencies associated with road management.

In **Tanzania**, the RMI Team played an active role in various activities organized by the now reinvigorated National RMI Committee in cooperation with the Donor Community. These activities included support to activities in implementing the road reform process, including in the governance structure for the road fund; extensive comments provided on the draft legislation for TANROADS, the proposed Executive Road Agency, and in its launching thereof; and active participation in the Annual Roads Convention, through presentations on road sector reform and on the new SATCC organizational model.

In **Zimbabwe**, comments were also provided by the RMI Team on the design and progressive implementation of a "road tariff" in anticipation of the full implementation of commercialized financing of road asset preservation.

In cooperation with the Zambian Roads Board, an innovative training program was developed and delivered April 28-30, 1999, targeted at new members of the Road Boards of **Cameroon** and **Malawi**. This Workshop on the Role and Operations of National Road Boards had the following objectives: (a) to motivate and encourage Road Fund Board Members and key staff to take their appointments seriously, that theirs is the mission to preserve their country's road assets as no one can or will; (b) to present strategies and tools to facilitate the building of position, respect and support for their mission and capacity for its execution; and (c) to illustrate how these have been successfully employed in Zambia, through behavioral techniques and role-playing exercises. Overall, this training program, as evaluated by partici-

pants was very successful, with 16 out of the 24 respondents stating that the program fulfilled or exceeded expectations.

In **Mali**, and at their request, the RMI Team provided strategic support to the World Bank Country Team in the discussions with the IMF related to the introduction of a dedicated road funding framework. The proposed strategy was based on the following considerations: (a) fuel prices at the pump were considered “high” when compared with neighboring countries, which would make it “a priori” difficult to raise additional revenue through the introduction of an explicit fuel levy; and (b) any contribution to the road fund through a fuel levy would initially, therefore, have to be made at the cost of the corresponding general revenue loss. As a result, the appropriate strategy would be to follow a budgetary-neutral approach by starting “funding the fund” with an amount equivalent to the current budgetary allocation to routine maintenance, even if below the estimated requirements. Simultaneously, a user- (not producer-) dominated road fund board would be instituted to manage the fund right from the start. Within a year, the board would be in a position to judge whether the fuel levy should be increased or not. In taking that decision, the board would reflect users’ willingness to pay and the revealed capacity of the public works establishment to effectively absorb the maintenance funds, once timely released.

The RMI Team continues to be deeply associated with the road sector reform processes in various other member countries, following the agreed country programs or in reaction to demand on an on-the-spot basis. In **Uganda**, the RMI Team has provided support to the Road Agency Formation Unit (RAFU) in preparing detailed Terms of Reference for its subsequent transformation into an autonomous Road Agency, and it has advised **Djibouti** on a strategy for sustained road maintenance.

The RMI has also sponsored capacity-building efforts through participation of country representatives in various Seminars, courses and other initiatives including: (a) attendance by twenty African road managers in the Senior Road Executive Programs on Innovations in Road Management and Road Fund Management and Financing delivered by the University of Birmingham, April 1999; (b) participation of delegates from Lesotho, Kenya, Zambia and Zimbabwe in the XXI World Road Congress, Kuala Lumpur, October 1999; (c) preparation of a position paper for the same congress by the Kenya RMI Coordinator on “Road Reforms in Africa – Obstacles to Implementation”, based on the findings of field visits to selected African countries (Ethiopia, Ghana, Zambia and Zimbabwe); and (d) travelling to the USA, in February 7-19, 1999, of the Tanzanian Director of Trunk Roads and of the Chairman of the Engineering Contractors Association as part of a delegation to learn more about US highway programs, including institutional and organizational functions, roles and responsibilities, road-related practices and technologies, and the technology transfer process in place in the USA.

### ***Dissemination***

In addition to seven Technical Notes and to the formulation of a recommended logical framework for the RMI beyond 2000, various other publications reached an advanced stage of preparation. Consistent with the priorities of the RMI work program for 1998/99, approved during last year’s meeting, the new Technical Notes are very much focussed on strategy formulation, monitoring and institutional reform, as indicated below.

### ***Strategy Formulation***

The basic development and testing of the RED model for Low Traffic Roads (new Technical Note No. 18) was completed. The model basically uses a consumer surplus approach to help evaluate investments in roads with traffic volumes between 50 and 200 vehicles per day, so prevalent in SSA. The model is implemented in a series of Excel workbooks that estimate vehicle-operating costs and speeds, perform an economic comparison of investment and maintenance options, and perform switch-off stochastic risk analysis. Model software has been subjected to preliminary testing outside the Bank, and an empirical testing using data for Chad has been initiated. Formal presentations were delivered to technical audiences at two major international conferences - the Seventh International Conference on Low-Volume Roads held in Louisiana, May 24-27, 1999 and the Inter-American Development Bank (IADB) sponsored Workshop on Low Volume Roads, held in Argentina, November 18-19, 1999. Moreover, RED was

part of the World Bank Training Program in transport economics, delivered with the support of the RMI Team, end-May, 1999.

Overall, the reaction from outside audiences was very favorable to this new tool, in particular with regard to the inclusion of stochastic risk analysis in the model framework. Apart from the expression of interest received from IADB, the UK DFID and TRL, as well as the African Development Bank (ADB) have also expressed interest in testing and using this new tool. The RMI Team was also challenged to further disseminate the model potential through making the software available on the Internet; empirically testing model validity for traffic levels below 50 vehicles per day and for the outcome of investment prioritization reflecting transport costs incurred as a result of the days without direct passability; incorporating the HDM-4 relationships upon availability; and further incorporating expert knowledge into the input probability distributions.

Another important tool, the strategic game *Tariff and Traffic* (new Technical Note No.20) has also been developed and tested in training workshops in Guinea, Madagascar, and Rwanda. The game essentially allows for various representatives of interest groups to identify constraints to improved road maintenance and finance, formulate alternative strategies to address the identified issues, and assess the outcomes based on a long-term perspective. As such, it constitutes a powerful tool for the simulation of what-if scenarios, for the identification of the winners and losers, and for the training of Road Board Members, sector managers, and Government consultants alike.

### ***Monitoring***

Five new Technical Notes address the issue of surveying and monitoring. *Road Sector Performance Indicators for African Countries* (Technical Note No. 17), makes recommendations as to a set of possible performance indicators for African Roads based on a conceptual model and other background research developed by OECD. *Road Management: Monitoring Institutional Progress* (Technical Note No. 21, in draft form), proposes a methodology to assess progress on the implementation of sector reform, based on the four RMI building blocks and on data collected from the Country Coordinators as part of their regular annual reporting. This methodology is applied to 42 SSA countries, and the results presented in *Commercialization of Road Management in Sub-Saharan Countries: Appraisal of the RMI Concepts Implementation* (Technical Note No. 26). *Improving Management and Financing of Roads in Central African States: Review of the Road Sector in member countries of the UDEAC* (Technical Note No. 22) surveys road condition, management, and financing in the target countries and identifies main sector issues which should be addressed as matter of priority. *Improving Management and Financing of Roads in Sub-Saharan African Countries: Summary Review for 47 SSA countries* (Technical Note No. 25) updates and consolidates information gathered as background for the Regional RMI Seminars for SADC, COMESA, ECOWAS, as well as for UDEAC.

### ***Institutional Reform***

Two new Technical Notes address the complex issues related to the legal and implementation aspects of reforms in road management and financing. Taking SADC as case study, the recently approved model legislative provisions for this group of countries is presented and discussed, together with alternatives for managing the institutional transition, in Technical Note No. 23. *A Holistic Approach to Policy and Institutional Reform in SADC's Road Sector* is covered in Technical Note No. 24. Here the emphasis is on the main difficulties hampering the implementation of reforms, and on the use of SADC's Model Legislative Provisions as a benchmark/instrument for change management.

A further three reports were completed and are now being prepared for publication under the SSATP Working Papers Series. These reports based on the extensive RMI field survey work in the SSA provide, for the first time, a credible and consistent data-base in which the systematic monitoring of road condition and reform can start taking place. The three reports cover a *Review of the Road Sector in UDEAC Countries*, a *Review of the Road Sector in SSA Countries*, and an *Appraisal of the RMI Concepts Implementation in SSA Countries*.



### ***Knowledge Management***

During this year, a stepped learning and dissemination effort took place, through the regular survey of relevant case studies and its dissemination through the Africa Infrastructure Home Page. Furthermore, this effort has now led to the availability of the RMI dissemination materials through the new SSATP Web Site, a long-pursued objective, which is now available to all through the following address: <http://www.worldbank.org/af/ssatp/rmi.htm>. A total of 21 Technical Notes prepared by the RMI are currently available on the Web Site, to be joined soon by some 20 presentations delivered by the RMI Team in various international events. The hard copy versions of these Technical Notes, in the English and French languages, are currently being published in a volume under the SSATP series which will soon be made available for easy reference.

In addition, the preparatory work for the inclusion in the Web Site of other relevant materials has also been initiated. These include selected terms of reference of wider interest; key note speeches delivered by the African Leadership and Bank management in RMI events; regional data bases and monitoring indicators; and other RMI documents, including Annual Reports, Work Programs, and Budgets of the Bank RMI Team as well as of the RMI Country Programs.

### ***Coordinating Meeting, Pretoria, December 1999***

The RMI 14<sup>th</sup> Annual Coordinating Committee meeting took place in Pretoria, South Africa during 5 to 10 December 1999. The meeting was in general delivered following the agenda, except where changes were required to meet the Country Coordinator's expressed concerns. From the discussions on road sector reform, it is apparent that the RMI message on the commercialization of road sector management in SSA is now well internalized. Follow-up techniques and analytical tools were presented and discussed at length. A strategic framework in terms of the future role of RMI was proposed and the process to revise the framework towards transforming it into a bottom-up logical framework was initiated. The country coordinators presented their country reports and proposed work-plans. The meeting in particular benefited this year from the presence of the SATCC Director and of the Vice-President of ADAR (*Association des Directeurs Africains des Routes*) with both institutions expressing their interest in increasing their cooperation with the RMI.

The country coordinators reiterated their commitment to the RMI process and emphasized the need for RMI countries to take ownership of the RMI program and for external support from the World Bank team and the RMI Partners in ensuring the success of the initiative. When seeking support, it was suggested that the RMI member countries define cross-cutting (regional) issues as oppose to focussing on individual country problems. A stronger implementation strategy to win political support was seen to be crucial.

Monitoring of the performance of the road network was for the first time acknowledged as a key part of the RMI process. Performance indicators were also suggested to measure progress at an institutional and implementation level. As to the specific monitoring indicators to be used, further consensus still needs to be reached.

The participants expressed the need to initiate co-operation with other regional organizations and for an institution to facilitate learning from each other, to disseminate information, to ensure technology transfer and to monitor the performance of the National Roads Boards in the region. The participants requested that more time be allowed to discuss and share ideas on the successes and failures of road reforms in SSA countries at future RMI meetings.

### ***Other Dissemination Activities***

We have also prepared updated Brochures in English, French, and Portuguese. The Brochures continue to be targeted at reflecting, in a compact form, the basic underpinnings of RMI-Phase III. The emphasis remains on a service providing facility, centered around the implementation of the core message of commercialization of road management and financing and based on its four building blocks. The role

of the RMI in capacity-building efforts and the cooperative nature of the Initiative's management continue to be highlighted in the brochure.

An RMI video to assist country coordinators in their dissemination activities is also being prepared. A work program has been agreed, including the definition of the target group, the main highlights of the messages, and some field footage and interviews to be carried out in the Africa Region. A script has been drafted and is currently in its third version. Progress has also been made in gathering additional footage from archival sources in the Bank. The production is expected to be completed and made available within six months.

### ***RMI Phase-III in Perspective***

RMI has moved a long way throughout Phase-III. Here are the key points of its work during this Phase:

#### **Lessons learned**

- An important sustainability requirement for second generation road funds is the timely setting-up of the corresponding legal framework;
- Revenue-raising through road funds should match absorptive capacity rather than identified maintenance expenditure needs;
- Sustained financing for road maintenance is a necessary pre-requisite although not a sufficient condition for improved road sector performance in SSA;

#### **Evolutions**

- RMI's message has evolved from a narrow focus on road funds to a more comprehensive and robust reform compact centered around commercialization;
- Increased emphasis has been put on the building block institutional reform, which was considerably lagging behind financing;
- In terms of process, the RMI was transformed into a country-focused and beneficiary-responsive initiative centered around a shared vision and anchored on a strong sense of direction – commercialization of road management;

#### **Achievements**

- The dissemination program for the commercialization concept has been completed, in close cooperation with the sub-regional economic associations, and duly internalized into their policy formulation and harmonization processes, with a special note of achievement to be reported in the case of SATCC;
- The commercialization concept has now been well accepted in Eastern African countries, and considerable progress registered in implementing reforms towards this end in Ethiopia, Mozambique, Malawi, Tanzania, Uganda, and Zimbabwe, in addition to Zambia;
- A major effort at the country level was launched in Western African and other francophone countries, and progress has been registered in varying degrees, despite difficult country circumstances, in Angola, Cape Verde, Rwanda, Madagascar, Mali, and Guinea;
- Linkages were re-established with the Francophone Association of Road Directors, and a promising agenda for cooperation agreed, centered around maintenance financing, promotion of domestic SMS enterprises and consulting industry, and monitoring;
- RMI has moved from the formulation of concepts to their implementation, and the monitoring of outcomes thereof, through the development by its team of innovative strategic policy formulation and monitoring tools, the latter both at the level of implementation of the four building blocks and at the level of cost-effective surveying of road condition;

- A renewed emphasis was put in capacity-building efforts through the pioneering launching of its knowledge-management component and the linkages developed with the Executive Programs at the University of Birmingham.

Yet, despite all the efforts undertaken, RMI is short of achieving the goal proclaimed in the Yaounde Declaration of Sustained Road Maintenance by the Year 2000.

## ***The Year Ahead***

### ***Road Sector Reform Reviews***

With the completion during 2000 of the main thematic and other programmatic tasks agreed under RMI-Phase III, the time is now right to start taking stock of the status of the road sector reform in SSA countries. To this extent, three main regional initiatives were launched by the RMI Team to be completed during the year ahead. The first initiative, a desk review of the actual performance of second-generation road funds, is aimed at assessing the contribution of revenues raised through dedicated financing arrangements to meet identified maintenance requirements. This review would also make an assessment of existing allocation and governance mechanisms, and prepare recommendations as to their improvement based on a selective group of representative country case studies to be reviewed. The second initiative is a pilot test to be undertaken at the request of SATCC to monitor developments in the implementation of their recently agreed reform model. It is anticipated that conclusions from this pilot will shed some light on the potential role of the sub-regional economic associations in monitoring policy-reform and fostering its implementation. The third initiative relates to the future role of the RMI in steering road sector reform in SSA countries, and how to increase effectiveness in the implementation of the country programs. To this extent, a proposed logical framework for the RMI beyond 2000 will be submitted to RMI sponsors, as a part of a RMI business plan to be prepared during 2000 in the context of the SSATP fund-raising efforts.

### ***Regional Conferences***

At the request of the EU, echoing stakeholder views, the RMI will organize a regional conference on issues related to the construction industry. This conference, tentatively scheduled for mid-2000, will address, inter-alia, the business environment for the industry, how the market is being structured by Donors' procurement procedures, and specific issues related to the development of SMS domestic contractors. A more precise program, date, and venue for the Conference will be announced by April 2000. Another possible RMI Conference under consideration would cover the issues related to the selection and adoption of monitoring indicators under the road sector. Building upon the research developed by OECD and the RMI Team, this conference should aim at selecting technologies and techniques to measure appropriate performance indicators compatible with specific country grouping considerations.

### ***RMI Team Assignments***

Staff available at headquarters during most of the year included the Team Leader (50% of his time) and two road specialists in full time - Messrs. Thor Wetteland, and Louis Fernique. Mr. Lima Campos, Economist, Ms. Monique Desthuis-Francis, Translator, and Ms. Sandra Giltner, communications specialist, also integrated the team on a part-time basis. Mr. Wetteland will cease his long-lasting full-time affiliation with the RMI in early-January 2000; Mr. Fernique has returned to France upon completion of his two-year assignment with the World Bank. Mr. Wetteland has, nevertheless, agreed to continue supporting the RMI on a part-time basis from his native Norway, where he has been living since last August. Efforts have also been under way for sometime to recruit a new full-time Roads Specialist through Danida, and to fill Mr. Fernique's position through the appointment of another Specialist on secondment from the French Administration. Likewise with the substitution of Mr. Gerard Paget in 1996, the implication is that direct RMI Team assistance to activities in West Africa, for which Mr. Fernique was the immediately responsible, is likely to suffer from a six-month to one-year delay. During the forthcoming

year, interim arrangements would therefore have to be put in place to reflect Mr. Wetteland's change in status and pending a replacement for Mr. Fernique.

The Team Leader will continue to be accountable for program preparation and implementation, and for the management of trust funds. During the upcoming year, he will follow directly on the Madagascar program, on developments in the lusophone African countries, and on the SATCC pilot. The Team Leader will also manage directly the dissemination component, as well as the three regional initiatives leading to an assessment of Phase-III and to the preparation of the Business Plan for 2000 and beyond. From Norway, Mr. Wetteland will, on a part-time basis, follow the country programs in the Anglophone African countries, with Washington back up provided for by Mr. Lima Campos. Mr. Lima Campos will also assist the Team Leader in selected administrative and research tasks. Pending the appointment on secondment of a French Road Specialist, the RMI Team activities in West and Central Africa would have to be limited to selected consultant support, to be provided on a case-by-case basis.

## **RURAL TRAVEL AND TRANSPORT PROGRAM**

The goal of the Rural Travel and Transport Program (RTTP) is to improve the livelihood of rural people in Sub-Saharan Africa. The specific objectives of the program are to assist African countries to develop national rural travel and transport policies and strategies which aim at: (i) improving the planning, financing, building and maintaining of rural transport infrastructure; (ii) improving rural transport services and mobility through adoption of appropriate transport technologies to facilitate people and goods movement; and (iii) promoting the use of least-cost methods, local resources, and local contractors. An important tool in this work is to disseminate experiences in these fields within Sub-Saharan Africa.

### ***Outputs and Achievements, 1999***

The year 1999 was very busy, stretching the Program's human and material resources. It witnessed:

(i) intensification of assistance to countries in the formulation and implementation of rural transport policies. Ten countries were active in RTTP in 1998 and 16 were active by the end of 1999.

(ii) reinforcement of thematic work on gender, rural transport services, and intermediate means of transport. A Gender and Rural Transport Initiative was created to strengthen knowledge on how to better address gender issues in the design and assessment of rural transport projects.

(iii) deepening of involvement in dialogue within and outside the World Bank on the appropriate framework and mechanisms for the delivery of rural infrastructure. The Bank endorsed a more community-driven approach to development.

(iv) steps to increase the involvement of regional institutions, NGOs, and country representatives of donors in the work of the Program, resulting in greater collaboration with these organizations at the regional and country levels.

(v) participation, by invitation of Sasakawa Global 2000 (the organizers), in the workshop "The Food Chain in Africa: Linking the Farmers to the Markets" held in Bamako, Mali. This allowed the RTTP message to be brought to an audience that the Program is not normally able to reach.

(vi) commissioning of a consultant to develop a rural transport knowledge base for use as a training and dissemination tool and the decision to prepare a World Bank Technical Paper on Rural Transport Services. The paper will also address intermediate means of transport (IMT). For both of these activities, RTTP will collaborate with the Rural Transport Thematic Group of the Bank.

(vii) the first discrete RTTP Coordinating Meeting (rather than a joint meeting with the RMI as in previous years)

(viii) efforts to increase the human and material resource base for the Program. This led to opening of the Abidjan regional office. Human and material constraints should thus be less in coming years.

The year ended with a clear consensus between the Program, its member countries and external partners on the need for a more structured approach to the determination of the nature and form of involvement of countries in the Program and of the type of services they obtain from the Program. There is also consensus that 2000 be a year of consolidation in order to reinforce and build upon the success of the Program in the preceding years.

### ***Country Work***

At the end of 1999, RTTP had 13 member countries (Cameroon, Ethiopia, Ghana, Guinea, Madagascar, Malawi, Mali, Mozambique, Nigeria, Tanzania, Senegal, Zambia and Zimbabwe), with three more (Côte d'Ivoire, Kenya and Uganda) under consideration for membership. RTTP team members also as-

sisted in the development of rural transport policies and strategies in Chad and Niger, but under the framework of World Bank projects. The Republic of South Africa became a member of the SSATP during 1999 and has expressed a wish for incremental assistance from the RTTP in the course of their proposed work on rural transport policy and strategy at the national and provincial levels. RTTP activities in each country are outlined below.

**Cameroon** effectively started its RTTP activities in July 1999, after officially appointing a coordinator. A steering committee has been created. Two studies have been carried out, one on inland water transport in Cameroon (which led to a seminar in November), and another on the regulatory framework that governs the rural road maintenance strategy. As an outcome of the latter, draft legislation to empower communities to manage their rural road infrastructure was being prepared for presentation to the national assembly by June 2000. An “internalization” seminar on the new rural road maintenance strategy was held in July. More than 50 people from the various ministries involved in rural development reviewed the strategy at the workshop and agreed on an action plan along with a timetable for its implementation by a multi-sectoral team. The local RTTP team has also attended several international meetings or courses in Ghana and Kenya, and South Africa. An activity to increase beneficiaries’ awareness and participation in rural road management was undertaken by several NGOs. The impact evaluation of this awareness activity has been undertaken by the RTTP. This process is part of a system designed for monitoring rural transport program and project impacts.

**Chad.** In anticipation of having a new francophone country as member, RTTP completed an assessment of country interest in addressing rural transport issues. The Program agreed help define needed rural transport work by January 2000, but entirely within the framework of a World Bank project.

**Côte d’Ivoire.** The scope for RTTP work in this country arose in the course of discussions on the opening of the regional office and led to agreement with the Bank’s country office in Côte d’Ivoire that the scope be explored for initiating RTTP work under the current World Bank Transport Project.

In **Ethiopia**, RTTP activities are hosted by the Ethiopian Road Authority. In 1999, the RTTP coordinating group completed the final draft of the rural roads and transport strategy (Country Program Document) and submitted it for Cabinet approval. An Amharic version of this document is currently being prepared. In parallel to the policy and strategy work, a study on Village Level Travel and Transport in three weredas (Bako, Tehuledere and Boset) was completed with funding from the World Bank under the Road Sector Development Program. A workshop to build awareness of gender issues in rural transport was held in December 1999 under the framework of the GRTI. Attended by about 30 people, it led to a consensus on the need to evolve a framework for the monitoring and evaluation of gender impact of interventions expected under the proposed pilot interventions at the wereda level. The outcome of the policy and strategy work and of the study of the three weredas has been fully endorsed by key stakeholders at the national and regional level. Several donors including DFID, EU, Ireland Aid, and GTZ have indicated interest in assisting with the implementation of their recommendations through pilot interventions at the wereda level. A guide for implementing these recommendations is being prepared. Completing this manual and offering it for adoption by relevant implementing and funding agencies is one of the key activities for RTTP in 2000.

In **Ghana**, the RTTP National Coordinator was appointed in the Department of Feeder Roads (DFR) and the steering committee is being created. A national launch workshop was held in Accra in November 1999. Four background studies are currently under way (on IMTs, technical standards, institutional and financial arrangements, and gender issues) and draft results will be presented at regional workshops. A draft policy and strategy document is expected to be ready for discussion during the last quarter of 2000. The implementation of recommendations emanating from these RTTP effort is expected to be incorporated into the proposed USD 1.2 billion Road Sector Development Project, to be financed by the Government (through its Road Fund), the World Bank, and other donors.

In **Guinea**, policy formulation was concluded in 1999 and a draft strategy was presented at a national stakeholder workshop in December. Government is now considering the revised strategy. It is expected

that RTTP support will be much lighter in the coming months and will be delivered as part of the preparation of the Second National Infrastructure Project.

**Kenya** is not yet a member of RTTP but has expressed strong interest in joining. During the year, RTTP, in collaboration with the Kenya National Forum Group and UN Habitat, held an expert meeting on the Regional IMT initiative in Nairobi. This generated much interest in the objectives of the Program. The time may be ripe for RTTP to undertake some work in the country, especially within the framework of the ROAD 2000 project.

**In Madagascar**, road management is being decentralized. Many donors (such as the World Bank, NORAD, and USAID) have taken innovative approaches to assisting rural infrastructure maintenance. Extracting lessons from these approaches is one of the major foci of RTTP activities in Madagascar. An RTTP Program Coordinator was hired during 1999. Four studies on rural transport issues provided resource materials for a national rural transport workshop. Three more local workshops have refined the recommendations of the national workshop. A draft rural transport strategy program document is now being discussed with all stakeholders.

**Malawi** RTTP's work is located in the Department of District and Local Government Administration which has created a unit dedicated to work on rural transport matters. A Program Coordinator funded by RTTP heads the unit. The most notable achievement this year was finalizing the country's RTTP document. The detailed policy and strategies on rural travel and transport embodied in the program document have been incorporated into the draft National Transport Policy now before cabinet. Several meetings and workshops were held with district and local level representatives to increase their awareness of issues involved and solicit their agreement to proposed responses. The government in October presented the program document to the donor community in order to seek resources for its implementation. The donors indicated their agreement with the document but asked the government to be more specific in its request for assistance. A key task for RTTP during 2000 will be to further help government follow-up on its resource mobilization efforts. A study to explore the scope for using geographic information systems as a tool for decision making on rural transport investment was undertaken and its results will be followed up in 2000. RTTP activities in Malawi are undertaken in close collaboration with the Bank's road sector team for Malawi and some resources are expected to be available from the Bank's Road Maintenance and Rehabilitation Project (ROMARP). The Program Coordinator attended the regional expert meetings on IMTs held in Kenya, the seminar on Gender and Transport held in Pretoria organized by IFRTD, and the National Coordinator participated in the Managing and Financing of Rural Transport course also held in Pretoria.

**In Mali**, the RTTP process stalled. The two regional workshops held early 1999 were of poor quality since the participation of local representatives of the civil society as well as local official was merely formal without any valid input into the strategy. As a result, it was agreed in June 1999 with the Ministry of Transport and Public Works' General Secretary to replace the workshop activity with local studies combined with regional validation seminars. It also was agreed then to replace the RTTP Program Coordinator. Unfortunately the Ministry changed of General Secretary during the year. No productive solution appears to be in sight and there is all likelihood that the RTTP program in Mali will have to be closed as it is.

**In Mozambique**, RTTP's activity was slowed down by the need to resolve some strategic issues with regard to the government's policy to the road sector as a whole. These issues included the institutional framework for the management of the sector, the oversight and management of the road fund, the extent to which local institutions could assume responsibilities for road matters, and the institutional location of RTTP activities. Reaching agreement on the framework for progressing on these issues in late 1999 also led to a consensus that RTTP be located within the newly created Road Management Agency (ANE). This agency, created from restructuring the former Department for National Roads (DNEP), will have a Regional Roads Department with a main function of overseeing the tertiary road network of the country. ANE expect RTTP assistance in establishing this department. Consultants were engaged in late December to undertake a Rural Roads and Transport Policy and Strategy study, which will help to flesh out future directions for the management, financing, implementation and maintenance of rural transport infra-

structure. The study on rural transport services started in 1998 was completed in 1999 and contributed to dialogue within the Bank on the future direction of Bank's assistance to the road sector. A representative of ANE attended RTTP's Annual Coordinating Meeting.

**Niger** is not a member of RTTP. However, at the request of the World Bank's *Programme de Réhabilitation des Infrastructures de Transport (PRI-T)*, RTTP collaborates in the process of designing a strategy for rural road construction and maintenance. A study on rural communities' capacity in infrastructure building was carried out which led to a very useful seminar in June 1999. Besides establishing the principles of what should be a rural road strategy, this seminar led to the design of five micro pilot projects aimed at testing different institutional arrangements for responsibility sharing between the Public Works Department and the local communities. These pilot schemes, totaling 150km, will start in 2000 and will allow the Government of Niger to pick the most appropriate institutional framework. However, further studies will be needed on major institutional changes currently occurring in Niger, especially decentralization. To increase local awareness of rural transport issues and thus lay the seeds for further reform, a senior official from the Department of Public Works participated in the RTTP Annual Coordinating Meeting after having attended the course "Managing and Financing of Rural Transport."

**Nigeria** is a new member of RTTP. The country is coming into the program against the background of the failure of its previous attempts to address rural transport issues. RTTP's work is hosted by the Department for Rural Development in the Ministry of Agriculture and Rural Development. A multi-agency RTTP steering committee was formed in June 1999 and a briefing workshop was held in August for the committee and consultants short listed for undertaking proposed studies on rural roads and transport issues. Four studies (three case studies on rural roads and transport problems at three local government areas and one for the development of policies and strategies) were commissioned in September 1999. It is expected that the results of these studies will be presented at a workshop to be held during the third quarter of 2000. The RTTP work is part of efforts to assist the country evolve a national transport strategy and is being coordinated with parallel work on the development of a rural development strategy.

**Senegal** formally joined the RTTP during the last quarter of 1999 and appointed an RTTP Coordinator in the Department of Public Works. Budgetary constraints have delayed implementing the proposed work program.

In 1999, the government and the donor community in **Tanzania** finally agreed that the RTTP and the Village Travel and Transport Project (VTTP) be co-located in the newly created Ministry of Regional Administration and Local Government (MRLGA); the latter was formerly in the Ministry of Works. This decision paved the way for some progress in RTTP's work in the country. A national workshop on rural travel and transport was held in June. Based on a consultant's report on rural transport in Tanzania, a draft rural transport strategy statement was prepared by the government. The government was also working on policies on the transport sector. As the links between the results from these two exercises began to emerge, the MRLGA decided to seek to integrate the draft rural travel and transport policy within the national transport and rural development policies. Future work by RTTP will probably be aimed at helping the Ministry develop a detailed strategy for implementing rural travel and transport policies. An area that will need the Program's attention in 2000 is further assisting the effective operation of the VTTP coordinating unit. RTTP is also expected to facilitate recommencement of work on the Bank's pilot project. In addition to the policy development work, a workshop on the monitoring and evaluation of gender impacts of rural transport projects was held jointly with the Gender and Transport Thematic Group of the Bank. The workshop led to agreement for a monitoring and evaluation framework to be implemented in the six VTTP donor-funded pilot projects under implementation. Towards that objective, the need was identified for the workshop to be held at project level (and in Kiswahili.) Documents prepared for the workshop as well as workshop conclusions will probably be published as a manual on monitoring and evaluation with regard to gender and rural transport. RTTP hopes the MRLGA will complete recruitment of the RTTP Program Coordinator in the first half of 2000 to allow timely and adequate follow up of RTTP's work in Tanzania.

Since 1998, the government of **Uganda** and other stakeholders have made strong representation for RTTP to assist the country to evolve policies and strategies for addressing some of its rural travel and



transport problems. Representatives from Uganda were at both the 1998 and 1999 Annual Coordinating Committee Meetings. It is expected that the Program will be able to respond to these promptings during 2000, perhaps with a study of the existing situation towards reaching a consensus on the way forward.

Following a sluggish year in 1998 caused by the sudden resignation of its Program Coordinator, RTTP made significant progress in **Zambia** during 1999. An RTTP Unit has been created in the Ministry of Local Government and Housing with the hiring of a new Program Coordinator and his national counterpart. A National Steering Committee has also been formed, and the RTTP country program document has been drafted. A study on the institutional strengthening of feeder road management and one on the socioeconomic impact of feeder road projects are both underway. The RTTP Program Coordinator was made a member of the ROADSIP Steering Committee, thus enabling him to bring the rural transport agenda into mainstream discussions. The coordinator also became part of the team overseeing implementation of the community road component of the ROADSIP Social Recovery Project (SRP). In addition, progress was made in the execution of the pilot IMT Project funded under ROADSIP but supervised by RTTP.

In **Zimbabwe**, after having defined the Ministry of Local Government and National Housing (MLGNH) as the host ministry, an RTTP steering committee has been established and the national coordinator has been appointed. A program coordinator was not recruited, thus the RTTP unit could not be established and no progress was made in implementing the indicative work program for the year. However, dialogue with the government's aid partners on rural transport helped to ensure that their proposed future assistance to the road sector recognized the rural dimension.

### ***Thematic Work***

RTTP was active this year on three thematic work areas: IMTs, gender issues, and rural transport services.

The consultations initiated on the need or otherwise for a regional and programmatic approach to improving the use of IMTs in Sub-Saharan Africa were concluded during the year by holding a highly successful expert meeting on IMTs in Nairobi in June. Held in collaboration with the Kenya National Forum Group and UN Habitat, the meeting aimed at gaining consensus on factors accounting for the inadequate use of IMTs within Sub-Saharan Africa and evolving a strategy for addressing these issues. About 35 participants represented acknowledged experts on the subject from Asia, Africa, and Europe and discussed papers specially commissioned for the meeting. The meeting mandated RTTP to promote a regional initiative for enhancing the use of IMTs in SSA. This mandate was later endorsed at the Annual Coordinating Meeting. The key paper for the meeting was later used as base material for preparing multimedia dissemination materials on IMTs. The proceedings of the meeting will be published during 2000.

**Gender and Rural Transport.** In 1998, RTTP agreed with the Gender and Development Thematic Group of the Bank to work jointly on developing a better understanding of the gender impact of rural transport projects. In 1999, the Development Grant Facility of the Bank awarded a grant to RTTP to undertake work in this area as a Gender and Rural Transport Initiative (GRTI.) The application for the grant was sponsored jointly by the Transport and PREM Sector Boards of the Bank. The GRTI is being overseen by a steering committee chaired by the UNECA with membership including two representatives of national RTTP programs, a regional NGO network (MWENGO), and the RTTP Regional Adviser based in Harare. MWENGO will administer the GRTI and will engage a consultant on gender to provide needed technical input. The grant may be renewed for an additional two years. In addition to the GRTI, the Program undertook four studies on gender aspects of rural transport in Guinea, Ghana, Senegal, and Tanzania with funding from the Gender and Transport Thematic Group of the Bank.

**Rural Transport Services.** The results of work that began in 1998 on this theme were published in April 1999 in the form of an approach paper. The considerable interest generated by this paper and the need to include adequate treatment of intermediate means of transport led to agreement with the Rural Transport Thematic Group to prepare a World Bank Technical Paper on the issue. During 1999 work has

continued on the approach paper on Rural Transport Policies and Strategies. This will be published in 2000.

During the year, RTTP and the Rural Transport Thematic Group of the World Bank commissioned the Transport Research Laboratory to redesign the course "Managing and Financing Rural Transport" into a modular and standardized form to create a Rural Transport Knowledge base. This material will be used by RTTP to mount training courses either at the country or regional level to meet a growing demand for capacity building on rural transport. The materials will also be available on CD-ROM and on the web site thus making it easily accessible to potential users.

### ***Mainstreaming RTTP messages***

Over the last three years, the Program has been conscious of the rapidly changing context for its work and has reacted proactively to these changes. Within the Bank, RTTP team members have been active in continuing debates on the appropriate framework for the delivery of rural infrastructure and on simplifying instruments for implementing such projects so as to make it easier for communities to better participate in project design and implementation. From its original title of Regional Infrastructure Initiative then to Participatory Delivery of Services and Infrastructure to the emerging description of Community-driven Development (CDD), RTTP members have contributed to the dialogue. The CDD approach is one that should help the further mainstreaming of RTTP messages and approaches.

Outside of the Bank, the Program was an active participant at the major international workshop on "The Food Chain in Sub-Saharan Africa: Linking the Farmers to the Market". Organized by Sasakawa Global 2000 and held in Bamako, Mali, this workshop drew participants largely with agricultural background or interests from all over the world. The Program was responsible for organizing one of the workshop task forces and also mounted an exhibition on intermediate means of transport. A member of the RTTP team presented a paper at plenary session. The relationship established with Sasakawa is one that the Program will seek to nurture.

At the regional level, the Program strengthened its relationship with ECA through the work on GRTI and ECA participation in the Annual Coordinating Meeting. Presentations were made to senior staff of the African Development Bank leading to agreement to deepen collaboration. In Harare, a forum for sharing information by donors active in rural travel and transport and related areas was initiated, and the forum was later expanded to include donors active in rural transport in East and Southern Africa rather than just those based in Harare. At the behest of this forum, RTTP will organize a regional seminar on monitoring and evaluation of the impacts of rural travel and transport interventions in the second half of 2000.

At the country level, the Program has continued to develop links with locally based NGOs such as Riders for Health (which it has encouraged and assisted in the promotion of the motorcycle side-car "Ranger" which it developed as a multi-purpose utility vehicle) and Afribike, who are being encouraged to share their experience in South Africa promoting the use of bicycles with other countries. RTTP continues to involve existing National Forum Groups in Program activities.

Collaboration between the Program and its traditional partners ILO and IFRTD continued in 1999. Both partners were represented at the IMT Experts Meeting in Nairobi. RTTP team members participated in the seminar "Balancing the Load" organized by IFRTD, as well as in meetings organized in by IFRTD to prepare its Strategic Plan and in its Advisory Committee Meeting in November.

### ***Dissemination***

Even though RTTP has moved from gathering of knowledge on rural travel and transport toward practical action and implementing key messages, it continues to work on dissemination of messages among the development community. During the year, dissemination materials were prepared on IMTs including a web site. The RTTP web site was launched as part of the site for the SSATP. Most of RTTP's publications are now available on the SSATP web site ([www.worldbank.org/afr/ssatp](http://www.worldbank.org/afr/ssatp)).

### ***Coordinating Meeting***

The Coordinating Meeting for RTTP was held in Pretoria in November 1999, this time separated from the RMI Coordinating Meeting. Some 80 delegates attended the meeting. Papers presented at the meeting focused primarily on rural transport infrastructure, gender, and intermediate means of transport. Clinics on these subjects facilitated understanding of issues and emerging concepts. The major issue emanating from the meeting was the allocation of resources of the Program among interested countries. It was decided that this issue would be examined by program management, and clear guidelines would be issued. The guidelines have been prepared and are annexed to this progress report.

### ***Resource Base for Program Activities.***

The RTTP program was directed during 1999 by Snorri Hallgrímsson, the overall SSATP coordinator. After 1999's expansion, a period of consolidation should ensue. The management of RTTP activities will be devolved to the two regional hubs of the RTTP, Harare and Abidjan. Staffing is expected to increase in Harare by one senior and one junior staff, and in Abidjan by one junior staff over the year 2000.

### ***Program Ahead, 2000 - 2001***

In 2000, RTTP will focus on:

- strengthening the resource base and operational structure of the Program
- consolidating assistance to countries in formulating and implementing policies and strategies
- completing thematic work on rural transport services and rural transport policies and strategies. This includes preparing the program document for the regional work on promoting enhanced use of IMTs within SSA, completing the rural transport knowledge base and beginning to use it in training activities at the regional and country levels, and finalizing and distributing widely the various dissemination materials created during 1999
- continuing to strengthen relationships with external partners. The GRTI will be continued in the expectation that the DGF grant will be replenished. As the CDF and CDD become more widely used within the Bank, the Program will continue to provide input as appropriate.

### ***Resource Base and Operational Structure***

One of the outcomes of the Annual Coordinating Meeting was the decision to formalize the relationship between the Program and its members. The basic framework for doing this was presented and endorsed at the Meeting. This framework has since been developed and is attached to this report as Annex 5. During the year 2000, consultations in individual countries will determine how applying the framework will affect their membership in RTTP. Staffing of the regional offices to the desired level will continue during the year in the expectation that additional resources will be available.

### ***Country Assistance***

Without prejudice to the outcome of the proposed consultations on Annex 5, it is likely that by the end of 2000, there will be six countries implementing rural travel and transport policies, six countries developing policies, and three in a diagnostic stage. It is also likely that RTTP work will cease in Mali.

### ***Thematic Work***

Work on rural transport services and rural transport policies and strategies will lead to the publishing of World Bank Technical Papers in conjunction with the Bank's Rural Transport Thematic Group. The work on IMT will result in a program document that will be subjected to consultation within the region and the donor community toward mobilizing funding for an IMT program or activities. The materials from the rural transport knowledge base will be used to mount two training seminars, one in a French speaking African country and another in an anglophone country. These seminars will be used to validate

the materials for final publication on the web site and in other dissemination mediums such as CD-ROMs. Efforts will be made to involve regional institutions such as ECA, AfDB and ESAMI in these seminars. RTTP's web site will be fully completed with the completion during the year of materials relating to IMTs, policy and rural transport services. A regional workshop to disseminate emerging results from the GRTI will be held and its proceedings published. More importantly, a new set of activities will be initiated and those on going brought to a conclusion.

## URBAN MOBILITY

In 1999, the Urban Transport Component of the SSATP (officially renamed « Urban Mobility Component » after the Steering Committee Meeting held end of October 1999), implemented the first phase of the 1998-2002 Strategic Development Plan approved at the September 1998 Steering Committee Meeting in Cape Town, South Africa. As a reminder, this phase focuses on five key areas of intervention : (i) institutional reform; (ii) urban air pollution; (iii) road safety; (iv) private sector and microenterprises development, and (v) capacity building.

### ***Outputs and Achievements, 1999***

#### ***Urban air pollution and motorized transport***

The activities related to the urban air pollution generated by motorized transport have become an important element of the component's work program. As a reminder, *the Clean Air Initiative in Sub-Saharan African Cities* was launched in 1998 by the SSATP-UMC in partnership with the World Bank Institute. This Initiative is the first regional program to focus attention on the interface between urban transport, energy and the environment. Its aim is the reduction of air pollution generated by motorized transport, a primary cause of urban air pollution in Africa. The first phase of the initiative covers the period 1998-2002. It focuses on eight large cities, which have experienced sustained levels of unprecedented urban growth for the last decades. Increased motorization has occurred in the absence of proper traffic and vehicle regulation, generating high levels of air pollution with debilitating effects on health, environment and productivity. Early 1999, a comprehensive study was carried out in Ouagadougou to (i) estimate the present level of air pollution in the city; (ii) determine the foreseeable development of this pollution and (iii) evaluate the impacts of measures likely to be taken to reduce this pollution. The conclusions of this study were debated during a national seminar organized by the SSATP-UMC in Ouagadougou in June 1999. The same kind of study on the cost of externalities and the impact of air pollution has been carried out in September-December 1999 in Abidjan. The conclusions of the study should be presented at a national seminar expected mid 2000. In 1999, the Clean Air Initiative established institutional and technical contacts with partners such as Global Environment Facility (GEF), the US Environment Protection Agency (EPA), the African Development Bank, MELISSA, ESMAP. An ad-hoc Steering Committee is due to be established in 2000 to gather the main partners (Ministries of Environment, technical experts, donors).

#### ***Institutional reform***

The component has pursued its support to the process of institutional reform in Abidjan, Dakar and Ouagadougou. A draft regulation was prepared in 1999 to set up the *Agence d'Exécution des Transports Urbains* (AGETU) in Abidjan. In Dakar, the satisfactory operation of the *Conseil Exécutif des Transports Urbains de Dakar* (CETUD) has reinforced the implementation of the ongoing Urban Transport Reform and Capacity Building Project financed by the World Bank. Based on the comprehensive reform in place, an Urban Mobility Improvement Project is under preparation with the World Bank. Due to the slow progress made so far in Ouagadougou to establish the *Comité des Transports Urbains de Ouagadougou* (CETUO), the component is not expected to provide any additional support in 2000 to urban transport reform in Burkina Faso.

#### ***Road Safety Action Plan for Pedestrians in Ouagadougou and Harare***

The purposes of the Action Plans are to (i) select, within the two specified cities, sites of high accident risk to pedestrians and to put into practice pilot projects aimed at evaluating a range of low-cost safety measures improving pedestrian safety; (ii) evaluate the road safety knowledge of drivers, pedestrians and children; (iii) ensure that senior policy makers are made more aware of the need for improving

road safety for pedestrians; and (iv) report on the study with a view to introducing findings from the study into other major cities within the SSATP remit. In 1999, the team of consultants selected for this study has carried out the following phases of the project in Harare and Ouagadougou: (a) assessment of safety awareness and knowledge of children, pedestrians and drivers and (b) investigation of problem sites within the two cities known to have pedestrians accident problems. The preliminary findings of both cases have been discussed at national workshops held in October 1999. The UM component also contributed to the conceptual preparation and official launch of the Global Road Safety Partnership (February 1999). A proposal for a GRSP potential financial contribution on Road Safety Action Plans in SSA has been prepared and submitted to the GRSP Steering Committee (May 1999).

### ***Comparative research on microenterprises***

Data collection and surveys on the operation, financing and management of microenterprises in Abidjan, Bamako, Nairobi and Harare have been carried out by the consultant (SITRASS) in 1999. The objectives of this regional research are to (i) identify the main characteristics of the private sector operation; (ii) analyze the financial market under which the small operators can get access to credit schemes; (iii) recommend actions and measures to improve financial, operational and environmental conditions under which the urban transport services are provided.

### ***Non-Motorized Transport Program***

The Non-Motorized Transport Program in Kenya and Tanzania has entered its final stage of implementation in both countries, with operational links with the World Bank's projects in the related countries (Kenya Urban Transport Infrastructure Project for Kenya and Urban Sector Rehabilitation Project in Tanzania). Based on the findings of the NMT Program and lessons learned, the team of NMT consultants has issued, end of 1999, a draft guidelines for the design of NMT infrastructure and facilities. The draft guidelines will be disseminated for discussion and comments early 2000.

### ***Capacity building***

In cooperation with the Municipal Development Program (MDP), a comprehensive training program on urban mobility issues was prepared by the component in September-October 1999. This training program is designed for the technical management of the West-African Municipalities (Director of Technical Services) and is part of the MDP overall training program for the major municipalities. The 2 weeks session to be held in Sub-Saharan Africa includes the main concepts promoted by the component.

### ***Annual Steering Committee Meeting***

The Annual Steering Committee Meeting was held in Cotonou, Benin on October 30-31, 1999, in conjunction with the SITRASS 5 Seminar on the evaluation of Transport Adjustment Programs in SSA (November 1-4) and the annual meeting of the Directors of Land Transport of Western African countries coordinated by ISTED (November 4). The main topic of the Tenth Steering Committee was "Urban Air Quality and Motorized Transport" with key presentations and discussions around the Clean Air Initiative in Sub-Saharan African Cities. The Steering Committee Meeting was also an opportunity to discuss the draft Urban Transport Strategy Paper just issued by the World Bank.

### ***Human resources***

With the financial contribution from the French Cooperation, an Urban Transport expert has been hired in June 1999, as consultant, to assist in the coordination of the component's main activities.

### ***Publications***

Three Working Papers were issued by the component in 1999: (i) in February, the Proceedings of the seminar held in Dakar, Senegal, in December 1998 on urban air pollution and motorized transport; (ii) in September 1999 on the comparison of the studies on urban air pollution in Dakar and Ouagadougou and (iii) in December, the Proceedings of the Cotonou Steering Committee Meeting. End of 1999, a first

“Work in Progress” publication was published by the Clean Air Initiative. Two technical notes were issued in April and May: (i) the public transport microenterprises in South Africa and (ii) the conclusions of the study on the cost of externalities generated by the urban transport sector in Dakar.

### ***Program ahead, 2000 - 2002***

Pending the availability of funding, the main activities scheduled for CY 2000 are:

- *Clean Air Initiative*: seminar in Abidjan, study and seminar in Cotonou (June 2000), set-up of an Steering Committee Meeting, implementation of an action Plan to phase out leaded gasoline in Dakar, Abidjan and Cotonou (with ESMAP), identification of a pilot project in Cotonou (with GEF);
- *Road Safety Action Plan for Pedestrians*: organization of two national workshops, mid-term evaluation and selection of pedestrian black spot sites to improve safe movements of pedestrians;
- *Microenterprises*: publication of the study and potential extension/incorporation of experiences from South Africa;
- *Non Motorized Transport*: technical assessment of the NMT Program in Kenya and Tanzania (May/June 2000);
- Capacity building: organization of the 2 weeks training program with the MDP;
- *Steering Committee Meeting*: scheduled in November 2000 (to be confirmed) in Harare, Zimbabwe. Main topic: microenterprises and private provision of urban transport services.

The component will also prepare the outline for the CY 2001-2002 work program.

## TRADE AND TRANSPORT

The overall objective of the Trade and Transport component (T&T) is to reinforce the international competitiveness of SSA economies through better services to shippers with particular attention to ports and maritime transport. The T&T component is developing a better understanding of the difficulties in the whole transport chain and attempts to outline remedial measures with emphasis on trade facilitation, revision of institutional and regulatory aspects and port operations.

### *Status of implementation*

As a follow-up of the works of the second Round Table held in Cotonou (Benin) in June 1997, Transport Ministers of the Ministerial Conference for the West and central African States (MINCONMAR) met in Abuja (Nigeria) in December 1997, to endorse the recommendations made at the end of the second Round Table. The 10<sup>th</sup> ordinary session of the MINCONMAR met in Brazzaville (Congo) from October 26 to 30, 1998 and approved the action plan draft prepared by the General Secretariat to follow up the recommendations of the second Round Table of Cotonou. A new General Secretary, Mr. M. T. Adico, a Ghanaian national, has been appointed in replacement of Mr. L. Pufong.

During the SSATP donors meeting held in Washington D.C. in April 1999, the status of implementation of the Trade and Transport component was made. A three-year action plan draft prepared by the new General Secretariat of MINCONMAR was also presented and discussed. The European Union and France representatives expressed an interest in financing some of the action proposed by the MINCONMAR, e.g., port competitiveness enhancement, reform of African Shippers' Councils.

### *Next Steps*

Due to the absence of concrete proposal from the MINCONMAR to follow up on the recommendations of Cotonou 2, the SSATP Trade & Transport component has been stalled for almost 3 years. In order to resume the activities of the T&T component, new proposals are being designed to improve trade facilitation in Sub-Saharan Africa. The T&T Facilitation Phase could therefore be articulated as follows:

- **Measurement:** identification of relevant indicators to assess performance of transport services relative to trade requirements, data collection, benchmarking (the Port Competitiveness Initiative already prepared, which the French may agree to finance, would be part of this);
- **Analysis:** identification of shortcomings, gaps in the logistics chain (be it infrastructural or procedural, or else), redundancies in processes and controls, etc.;
- **Action Programs:** in collaboration with local constituencies, elaboration of targeted plans to address the specific problems identified from the analysis of indicators, with precise implementation timetables and costs estimates.

In all three stages of such an approach, mobilizing local constituencies will be key to get to the core of any possible issue of interest. Partnerships with both local and foreign trade partners will have to be established to (i) secure the best possible access to data, and check official public figures against statistics of private operators; and (ii) build a local base for supporting implementation of the Action Program through local political and administrative networks.

The Global Facilitation Partnership for Transportation and Trade (GFP), recently launched by the Bank, can provide a vehicle for establishing such partnerships at the regional and local level. The Facilitation Audit Methodology which is now being published as the first GFP output could be used systematically as a tool to gather the data needed to start the measurement.



## RAILWAY RESTRUCTURING

### *Outputs and Achievements, 1999*

The proceedings of the SSATP-sponsored Railway Concessioning Seminar held in Abidjan, Côte d'Ivoire, in October 1997 have been seen as an important tool to support the dialogue on railway restructuring in Africa between Government officials, railway managers and the donor community. Building upon the concessioning operations developed during the year 1998, further progress has been made in 1999 in the implementation of railway concession arrangements in Sub-Saharan Africa.

While SITARAIL, the concessionaire of the Abidjan (**Côte d'Ivoire**)-Ouagadougou (**Burkina Faso**) railway enjoyed favorable results in terms of traffic and profitability, the private consortium CAMRAIL took over the operation of **Cameroon** railways in April 1999. A consortium of Rail Development Corporation of USA and CFM of Mozambique was awarded the concession of **Malawi** railways and took over the operation in December 1999. The consortium TRANSGABONAIIS took over the operation of **Gabon** railways in this same month of December. The Rail Development Corporation of USA was also awarded the operation of the Nacala railway system in **Mozambique** to take over its operation in March 2000. The negotiations for the concessioning of the Maputo railway system in **Mozambique** are in the final stages of discussion and the consortium 2000 is expected to take over the operations in April 2000. The Governments of **Ghana, Benin, Niger, Zambia, Zimbabwe** and **Tanzania** have decided to concession their railways to the private sector and will soon launch the process of selection of the concessionaire. **Mali** and **Senegal** are actively pursuing the creation of a private operating company for the operation of international services on the Dakar-Bamako route. Discussions are also engaged in **Togo** to transform the existing management contract of the railway into a full-fledged concession arrangement.

### *Program ahead, year 2000*

A consultant has been identified to prepare the Railway Concessioning Tool-Kit intended to complement the exchange of experiences in the October 1997 Seminar, and to take stock of the experience gained in concessioning operations conducted so far. Preparation of the kit should start by April 2000.

The component will also aim at arranging a second regional conference on rail concessioning experiences during the year 2000.

## **ANNEXES**

## ***Annex 1: SSATP Calendar of Events***

### ***Main Recent Events***

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March 1999	RTTP First Regional Workshop, Labé, Guinea
April 1999	RTTP Second Regional Workshop, Kindian, Guinea
April 1999	UT National Seminar on Urban Air Quality Management Initiative, Ouagadougou, Burkina Faso
April 1999	SSATP Business Meeting, Washington D.C, USA
May 1999	3 <sup>th</sup> and 4 <sup>th</sup> Regional Workshops, Kankan and Nzerekore, Guinea
September 1999	UT Road Safety Seminar, Ouagadougou, Burkina Faso
October 1999	Donors Consultative Meeting on Malawi RTTP Country Program Document, Lilongwe, Malawi
October 1999	UM Road Safety Seminar, Harare, Zimbabwe
October 1999	UM Steering Committee Meeting, Cotonou, Benin
November 1999	RTTP and RMI Annual Coordinating meeting, Pretoria, South Africa

### ***Main Future Events***

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January 2000	RTTP provincial workshop, Madagascar
January 19–20, 2000	UM Workshop on urban transport database, Lome, Togo
February 15, 2000	RMI Proceedings of the RMI Meeting, Pretoria, December 1999 to be published
February 15, 2000	RTTP Proceedings of the RTTP Meeting, Pretoria, November 1999 to be published
March 2000	RTTP Provincial Workshop, Madagascar
March 13, 2000	RMI Workshop on Road Planning & Financing for the African Development Bank, Abidjan, Côte d'Ivoire
March 23, 2000	UM Workshop on Road Safety, Harare, Zimbabwe
March 2000	UM Workshop on Road Safety, Ouagadougou, Burkina Faso
March 2000	UM National Seminar on Urban Air Pollution, Abidjan, Côte d'Ivoire ( <i>to be confirmed</i> )
March 27, 2000	RMI Workshop on Road Strategy Reform, Luanda, Angola
April 2000	RTTP National Workshop, Côte d'Ivoire
April 15, 2000	RR Start preparation of concessioning toolkit
May 2000	RTTP Provincial Workshop, Madagascar
May 15, 2000	RMI Three SSATP Reports
May 31, 2000	RMI Business Plan, 2000 - 2003
June 2000	RTTP Provincial Workshop, Madagascar and Côte d'Ivoire
	UM National Seminar on Urban Air Pollution (within the framework of the Clean Air Initiative in sub-Saharan African Cities), Cotonou, Benin
June 1, 2000	SSATP Business Meeting, Washington, DC
June 15, 2000	RMI Two Technical Notes
	RMI Video Publication
June 30, 2000	RMI Activity Brief for the SSA Construction Industry Conference
July 3-14, 2000	UM Training Program for the Municipal Staff of West Africa (with MDP), Abidjan, Côte d'Ivoire
August 2000	RTTP Exposition / Fair on Bull-Carts Madagascar

October 2000	Provincial Workshop, Côte d'Ivoire RTTP Provincial Workshop, Côte d'Ivoire
November 2000	UM Steering Committee Meeting, Harare, Zimbabwe
December 2000	RMI Construction Industry Conference RMI Coordinating Meeting RTTP Coordinating Meeting
December 15, 2000	UM Proceedings of the UM Steering Committee Meeting

## *Annex 2: SSATP publications*

*Grouped by Component, listed chronologically with the most recent publications first.*

<i>Title</i>	<i>Author</i>	<i>Date</i>	<i>Remarks</i>
<b>Road Maintenance Initiative (RMI)</b>			
Commercialization of Road Management in Sub-Saharan African Countries		December 1999	Technical Note No 26 English, French pending
Improving Management and Financing of Roads in Sub-Saharan Africa		December 1999	Technical Note No 25 English, French pending
SADC Road Sector: a Holistic Approach to Policy and Legal Reform	Sandra J.H. Coetzee	November 1999	Technical Note No 24 English, French pending
SADC Model Legislative Provisions on Road Network Management and Financing	Sandra J.H. Coetzee	November 1999	Technical Note No 23 English, French pending
Improving Management and Financing of Roads in Central African States		October 1999	Technical Note No 22 English, French pending
Road Maintenance Commercialization The strategic game “Tariff & Traffic”		October 1999	Technical Note No 20 English, French
Roads Economic Decision Model (RED) for Economic Evaluation of Low Volume Roads	Rodrigo S. Archondo-Callao	April 1999	Technical Note No.18 English, French
Road Sector Performance Indicators for African Countries	Antti Talvitie	March 1999	Technical Note No. 17 English French
Road Management Initiative Brochure	RMI Team	September 1998	Brochure English French Portuguese
Restructuring Highway Agencies: The FinnRa Case: Options for Africa?	Lauri Ojala, Esko Sirvio	August 1998	Technical Note No. 15 English, French
Cutting Costs and Improving Quality Through Performance Specified Road Maintenance Contracts	Gunter Zietlow	July 1998	Technical Note No. 14 English, French

<i>Title</i>	<i>Author</i>	<i>Date</i>	<i>Remarks</i>
Road Safety in Africa: Appraisal of Road Safety Initiatives in Five African Countries	Terje Assum	February 1998	SSATP Working Paper No. 33 English, French
The Economics of Traffic Safety	Jorgen Hansen	December 1997	Technical Note No. 11 English, French
Road Sector Reform: A Tale of Two Countries (Part 3) Impact and Lessons	Sam Mwale	May 1997	Technical Note No. 8 English, French
Road Sector Reform: A Tale of Two Countries (Part 2) Burkina Faso – Deliberate Evolution	Sam Mwale	April 1997	Technical Note No. 7 English, French
Road Sector Reform: A Tale of Two Countries (Part 1) Ghana – Serendipity or Foresight?	Sam Mwale	March 1997	Technical Note No. 6 English, French
Media Dissemination of Road Sector Reforms	RMI Team	January 1997	Technical Note No. 4 English, French
Privately Financed Infrastructure: A Concession Company's Point of View	Michael Hamilton	December 1996	Technical Note No. 3 English, French
Review of the Road Sector in Selected Common Market for Eastern and Southern Africa (COMESA) Countries	Ole Sylte	June 1996	SSATP Working Paper No. 23 English
Privately Financed Infrastructure: A Concession Company's Point of View	Michael Hamilton	May 1996	SSATP Working Paper No. 26 English, French
A New Generation of Road Funds to the Rescue of African Roads	Anne Balcerac de Richecour	May 1996/ May 1997	Technical Note No. 2 English (1997), French (1996)
Promoting Policy Reforms for Effective Transport Services in COMESA Countries	RMI Team	April 1996	Technical Note No. 1 English, French
Road Policy Reform in Sub-Saharan Africa: 1991-1995	Thelma Triche	January 1996	SSATP Working Paper No. 25 English, French
Development of Good Governance in the Road Sector in Finland	Jukka Isotalo	October 1995	SSATP Working Paper No. 21 English
Vers la commercialisation des routes africaines	G. Paget	Spring 1995	Article: Revue générale des routes et des aéroports French

<i>Title</i>	<i>Author</i>	<i>Date</i>	<i>Remarks</i>
Management and Financing of Roads: An Agenda for Reform	Ian Heggie	March 1995	World Bank Technical Paper No. 275 English, French
African Road Funds: What Works and Why?	Anne Balcerac de Richecour Ian Heggie	March 1995	SSATP Working Paper No. 14 English, French
Road Maintenance and the Environment	Jean-Marie Lantran et al	August 1994	Contracting Out Series – Volume 5 English, French
Commercializing Africa's Roads: Transforming the Role of the Public Sector	Ian Heggie	January 1994	SSATP Working Paper No. 10 English, French
Road User Taxation in Selected OECD Countries	Cavelle Creightney	August 1993	SSATP Working Paper No. 3 English
Managing Small Contracts: Practical Guide on How to Streamline and Manage Small Contracts for Public Works Services	Jean-Marie Lantran	April 1993	Contracting Out Series – Volume 4 English, French
Setting Up a Plant Pool	Jean-Marie Lantran, R. Lebussy	December 1991	Contracting Out Series – Volume 3 English, French
The Road Maintenance Initiative: Building Capacity for Policy Reform	S. Carapetis et al	September 1991	Volume 1: Report on Policy Seminar Volume 2: Readings and Case Studies Volume 3: Guidelines for Policy Action Planning English, French
Road Policy Reform in Africa	J. Gaviria et al	April 1991	Presented at PIARC 1991 English, French
Contracts for Road Maintenance Works	Jean-Marie Lantran	March 1991	Contracting Out Series – Volume 2 English, French
Developing Domestic Contractors for Road Maintenance in Africa	Jean-Marie Lantran	December 1990	Contracting Out Series – Volume 1 English, French

<i>Title</i>	<i>Author</i>	<i>Date</i>	<i>Remarks</i>
<b>Rural Travel and Transport Program (RTTP)</b>			
The Provision of Rural Transport Services	John L. Hine Simon D. Ellis	April 1999	SSATP Working Paper No. 37 English – French pending
Options for Managing and Financing Rural Transport Infrastructure	Christina Malmberg Calvo	June 1998	World Bank Technical Paper No. 411 English – French pending
RTTP Brochure	RTTP Team	April 1998	Brochure English, French
Planning Rural Transport in Africa	Larry Schroeder	June 1997	Technical Note No. 9 English, French
Intermediate Means of Transport in Sub-Saharan Africa	RTTP Team	May 1997	Technical Note No. 5 English, French
Water Management in Roadworks Design in the Sahel	Consulting Team	April 1997	SSATP Working Paper No. 29 Volume 1: Report Volume 2: Manual English, French
The Institutional and Financial Framework of Rural Transport Infrastructure	Christina Malmberg Calvo	April 1997	SSATP Working Paper No. 17 English, French
Expanding Labor-based Methods for Road Works in Africa	Elisabeth Stock Jan de Veen	October 1996	World Bank Technical Paper No. 347 SSATP Working Paper No. 22 English – French pending
Transport and the Village: Findings from African Village-Level Travel and Transport Surveys and Related Studies	Ian Barwell	October 1996	World Bank Discussion Paper No. 344 SSATP Working Paper No. 23 English, French
Promoting Intermediate Means of Transport	I.T. Transport Ltd.	October 1996	SSATP Working Paper No. 20 English, French
Rural Transport Planning	Ed Connerly, Larry Schroeder	October 1996	SSATP Working Paper No. 19 English, French
The Problems Facing Labor-based Road Programs and What to Do About Them: Evidence from Ghana	Elisabeth Stock	March 1996	SSATP Working Paper No. 24 English, French



<i>Title</i>	<i>Author</i>	<i>Date</i>	<i>Remarks</i>
Case Study on Intermediate Means of Transport: Bicycles and Rural Women in Uganda	Christina Malmberg Calvo	February 1994	SSATP Working Paper No. 12 English, French
Case Study on the Role of Women in Rural Transport: Access of Women to Domestic Facilities	Christina Malmberg Calvo	February 1994	SSATP Working Paper No. 11 English, French
Rural Roads in Sub-Saharan Africa: Lessons from World Bank Experience	John Riverson et al	June 1992	World Bank Technical Paper No. 141 English
Intermediate Means of Transport in Sub-Saharan Africa: Its Potential for Improving Rural Travel and Transport	John Riverson, S. Carapetis	December 1991	World Bank Technical Paper No. 161 English, French
<b>Urban Mobility (UM)</b>			
Mobilité urbaine-Urban Mobility Dixième réunion du comité d'orientation Tenth Steering Committee Meeting	Various	October 1999	SSATP Working Paper No.42 Language of presentation
Études sur la qualité de l'air en milieu urbain Cas de Dakar et Ouagadougou		September 1999	SSATP Working paper No.41 French
Summary and conclusion of the study on urban transport dysfunction and air pollution in Dakar	Various	May 1999	Technical Note No.19 English, French
Public Transport Microenterprises Formalization Experiences in South Africa	Yasir Ahmed	April 1999	Technical Note No.16 English, French
Initiative sur la qualité de l'air dans les villes d'Afrique subsaharienne	Various	Février 1999	SSATP Working Paper No.38 French
Urban Transport Steering Committee Meeting Cape Town, South Africa	Various	October 1998	SSATP Working Paper No.36 Language of presentation
The Urban Transport 1998 – 2002 Strategic Development Plan	Patrick Bultynck	September 1998	SSATP Working Paper No. 35 English, French
Steering Committee Meeting, Proceedings Abidjan, Côte d'Ivoire; October 15 – 16, 1997	Various	October 1997	Proceedings Language of presentation
The Role of the World Bank in the Development of Urban Transport in Sub-Saharan Africa	Richard Barrett	June 1993	SSATP Working Paper No. 1 English

<i>Title</i>	<i>Author</i>	<i>Date</i>	<i>Remarks</i>
Satisfying Urban Public Transport Demands	Various	June 1991	Proceedings English, French
Étude sur la qualité de l'air en milieu urbain : cas de Dakar et de Ouagadougou		September 1999	SSATP Working Paper No.41
<b>Trade and Transport (TT)</b>			
Multiple Ports of Call versus Hub-and-Spoke	Gylfi Pálsson	January 1998	SSATP Working Paper No. 31 English, French
Hub-and-Spoke System in Containerized Maritime Trade Between West Africa and Europe	Gylfi Pálsson	January 1998	Technical Note No. 12 English, French
Trade and Transport Round Table – Proceedings Cotonou, Benin; June 3 – 6, 1997	Various – Proceedings	June 1997	Proceedings English, French
Trade and Transport Facilitation – Review of Current Issues and Operational Experience	Carlos de Castro	June 1996	SSATP Working Paper No. 27 English, French
Maritime Transport Serving West and Central African Countries: Trends and Issues	Michel Audigé	August 1995	SSATP Working Paper No. 16 English, French
Cotonou Maritime Transport Seminar Proceedings	Various – Proceedings	September 1993	SSATP Working Paper No. 5 (English) SSATP Working Paper No. 9 (French)
Trade and Transport Logistics – Facilitation Guidelines	Carlos de Castro	September 1993	SSATP Working Paper No. 4 English
<b>Transport Data (TD)</b>			
Terminal Report on the Transport Database Improvement Project	Africa Region World Bank	June 1995	English
Draft Statistical Yearbook for Africa	UNECA	August 1994	English, French
Africa Transport Database Improvement	J. Heads K.W. Studnicki-Gizbert	August 1992	English
A Transport Database for Sub-Saharan Africa: Report on Stage One	J. Heads K.W. Studnicki-Gizbert	August 1992	English

<i>Title</i>	<i>Author</i>	<i>Date</i>	<i>Remarks</i>
<b>Railway Restructuring (RR)</b>			
The Adidjan-Ouagadougou Railway Concession	B. Mitchell, Karim Budin	June 1998	Technical Note No. 13 English, French
Railway Concessioning Seminar – Proceedings Abidjan, Côte d’Ivoire	RR Team	October 1997	SSATP Working Paper No. 32 Language of presentation
Concessioning of Rail Transport	Karim Budin	June 1997	Technical Note No. 10 English, French
Locomotive Maintenance Seminar – Proceedings Windhoek, Namibia	S. Nayak et al	May 1995	SSATP Working Paper No. 15 English
Railway Restructuring Seminar – Proceedings Bulawayo, Zimbabwe	S. Nayak	December 1993	SSATP Working Paper No. 7 English
The Locomotive Problem: Magnitude, Major Issues, and Urgency for Solution	S. Nayak	December 1992	English
<b>SSATP General</b>			
SSATP Progress Report	Various	April 1999	SSATP Working paper No. 40 English, French
Summary Proceedings 13 <sup>th</sup> RMI/RTTP Coordinating Committee Meeting	Various	March 1999	SSATP Working paper No. 39 English
SSATP Progress Report	Various	March 1998	SSATP Working Paper No. 34 English, French
Developing Africa’s Transport – The Shifting Paradigm	Peter Watson	February 1998	Technical Note English, French
SSATP Progress Report	Various	April 1997	SSATP Working Paper No. 28 English, French
SSATP Prospective Review	A. Plumbe et al	November 1995	English, French
Africa Transport Newsletter	Various	Various – Up to September 1995	Numbers 1 –11 English, French

<i>Title</i>	<i>Author</i>	<i>Date</i>	<i>Remarks</i>
SSATP Progress Report	Various	November 1993	SSATP Working Paper 13 English, French
SSATP Progress Report	Various	June 1992	English, French
SSATP Progress Report	Various	April 1990	English, French

*Annex 3: SSATP Disbursed and committed financing by donors, managed by the World Bank*

**1987 through December 1999**  
**(in US dollars) \***

Partners	Railway Mgmt.	RMI	RTTP	HRID	Urban Mobility	Trade & Transport	Transport Data	Surveys & Initial Cont.	SSATP Mgmt.	Total
Belgium					1,127,645	143,999			60	1,271,704
Canada	398,398					107,455				505,853
Denmark		1,723,382	681,185			11,263			102,968	2,518,798
EU			319			518,570				518,889
Finland <i>of which secondment</i>		343,114 343,114								343,114
France <i>of which secondment</i>	50,137	2,107,667 1,466,877	9,365		428,188 78,266	3,746			13,945	2,613,048
Germany	21,500	183,849								205,349
Iceland						58,749				58,749
Italy				160,100						160,100
Japan		180,971								180,971
Netherlands	3,428	260,709	18,040		4,704,349				4,325	4,990,852
Norway <i>of which secondment</i>		1,967,807 1,564,806	1,583,464 <i>n/a</i>	100,000					8,560	3,659,831
Sweden	12,969	779,225	853,278		39,449					1,684,921
Switzerland		3,324,813	1,677,881		8,568				214,880	5,226,142
UK		9,924								9,924
UNDP				475,000			724,000	470,000		1,669,000
USAID	300,000			900,000						1,200,000
World Bank **	113,673	1,090,566	457,901	144,076	545,818	165,784	63,799	515,000	757,080	3,853,697
<b>TOTAL</b>	<b>900,105</b>	<b>11,972,027</b>	<b>5,281,433</b>	<b>1,779,176</b>	<b>6,854,017</b>	<b>1,009,566</b>	<b>787,799</b>	<b>985,000</b>	<b>1,101,818</b>	<b>30,670,941</b>

\* Disbursement through March 1997 of non-US\$ denominated trust funds are converted at end of March 1997 exchange rates; later disbursements are converted at daily rates.

\*\* Distribution among components is an approximation

***Annex 4: SSATP Long-term Consultants/Seconded Staff***

NAME	COUNTRY OF ORIGIN	SPECIALITY	SSATP COMPONENT	YEAR	FINANCING
Terje Wolden <u>1</u> /	Norway	Transport Engineer / Planner	SSATP/Mgt./RMI	1987-90	Norway
John Riverson <u>1</u> /	Ghana	Transport Engineer / Rural Transport Specialist	RMI/RTTP	1988-92	Switzerland /Norway/Sweden
Juan Gaviria <u>1</u> /	Colombia	Transport Economist	RTTP	1989-92	Norway /Switzerland
Max Iacono	U.S.A/Italy	Institutional Development Specialist	HRID/RMI/RR	1989-91	Italy/Norway
Stein Lundebye <u>1</u> /	Norway	Transport Engineer	RMI	1990-92	Norway
Philip Moeller	U.S.A.	Institutional Development Specialist	HRID/RMI	1991-93	U.S.A.
Jukka Isotalo	Finland	Road Maintenance Specialist	RMI	1991-93	Finland
Bernard Becq <u>1</u> /	France	Transport Engineer	RMI	1991-93	France
Jean-Claude Vichet	France	Urban Transport Specialist	UTC	1991-94	France
Christina Malmberg-Calvo <u>1</u> /	Sweden	Transport Economist /Social Scientist	RTTP	1992-94	Switzerland
Carlos de Castro	Spain	Transport Facilitation Specialist	T&T	1992-95	EU
Sékou Maiga	Mali	Transport Planner	TDC	1992-94	UNDP
Thor Wetteland	Norway	Transport Engineer	RMI	1993-	Norway
Gérard Paget	France	Highway Engineer	RMI	1994-96	France
Patrick Bultynck	Belgium	Urban Transport Specialist	UTC	1994-	Belgium
Shunsuke Otsuka	Japan	Highway Engineer	RMI	1995-97	Japan
Gylfi Pálsson	Iceland	Maritime Transport Sp.	T&T	1996-	Iceland
Moctar Thiam	Mali	Rural Transport Specialist	RTTP	1996-99	Switzerland /Sweden
George Banjo	Nigeria	Rural Transport Specialist	RTTP	1997-	Sweden
Louis Fernique	France	Road Policy Specialist	RMI	1997-99	France
Anna Ternell	Sweden	Transport Economist	RTTP	1997-99	Sweden
Arnaud Desmarchelier	France	Rural Transport Specialist	RTTP	1998-	Denmark
Hubert Ngabmen	Cameroon	Urban Transport Specialist	UT	1998	France
Monique Desthuis-Francis	France	Translator/Editor	SSATP	1998-	France, Norway, Switzerland

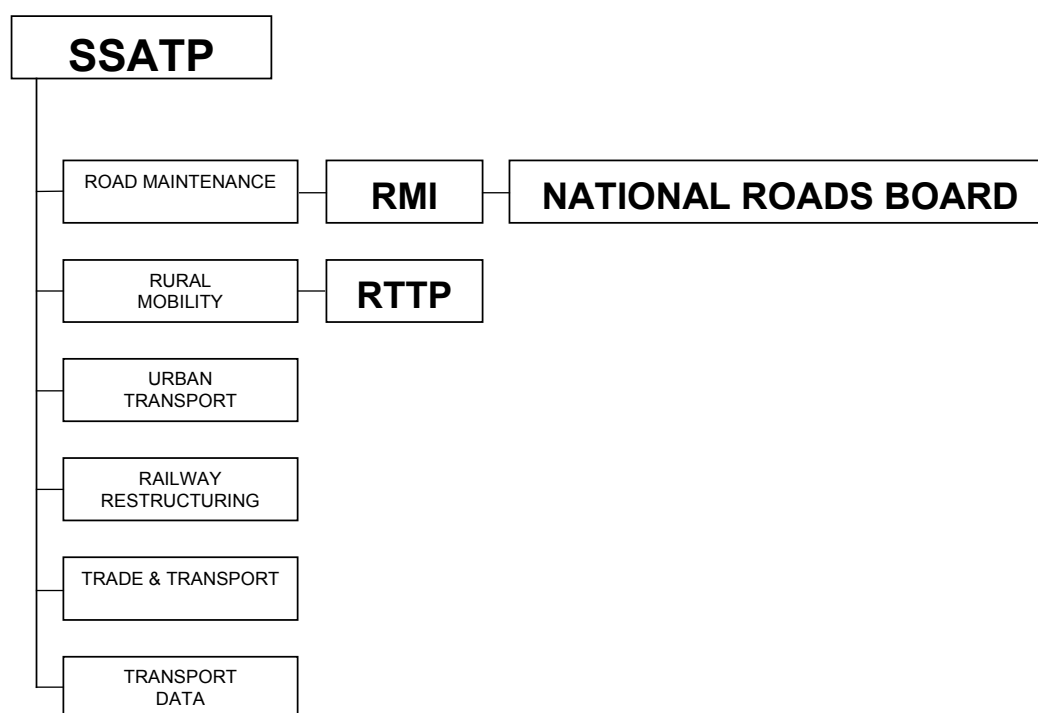
NAME	COUNTRY OF ORIGIN	SPECIALITY	SSATP COMPONENT	YEAR	FINANCING
Gualberto Lima Campos	Angola	Transport specialist	RMI	1998-	Denmark, France, Switzerland
Siele Silue	Côte d'Ivoire	Transport specialist	RTTP	1999-	Denmark, UK
Aoufa Ezzine	Tunisia	Urban Transport Specialist	UM	1999-	France

1/ Recruited by the Bank during the course of or after their SSATP assignment.

## ***Annex 5: RTTP - Proposed Guidelines for Country Participation***

### ***Introduction***

The goal of the RTTP is to assist countries in Sub-Saharan Africa put in place policies and strategies for addressing their rural travel and transport (RTT) problems. The Program is part of the Sub-Saharan Africa Transport Policy Program (SSATP) (see figure below). To achieve this goal, four primary objectives have been identified within the Program as needing to be achieved:



- i) promoting increased awareness of rural travel and transport issues;
- ii) improving the planning, financing, provisioning and maintenance of rural transport infrastructure(RTI);
- iii) improving rural transport services and mobility; and
- iv) disseminating ‘good practice’ examples and ‘lessons of experience’ on RTT from within and outside of Sub-Saharan Africa (SSA).

Over the last three years during which RTTP has embarked upon the provision of country – focused assistance to SSA countries, the number of countries participating in the Program has grown to the present figure of 15. To guide the use of Program resources and to ensure the integrity of the Program, four basic criteria have largely been used to assess the readiness or otherwise of a country for participation in the Program:

- i) presence of on-going road sector reform process which incorporates RTT needs;
- ii) rural development policy and strategy in place and under implementation;
- iii) decentralization policy and strategy under preparation and or implementation; and



iv) relevant local partner agency interested in RTTP.

The presence of on-going (or in preparation) donor or Bank project (s) is also taken into account as they provide avenues by which policies emerging from the RTTP work can be implemented.

Consideration of a country's possible participation in the Program has usually been initiated through either of or a combination of:

- i) discussion between the Bank Road Sector Task Manager for the country concerned and the Program – e.g. Zambia;
- ii) at the invitation of a donor – e.g. Malawi at the instance of UNDP Office in Malawi and Ghana at the instance of DFID; and
- iii) cross-sectoral review of Bank/donor activities and consensus by key players on the need for RTTP – type policy work.

With regard to i) above, Task Managers from other sectors such as agriculture and rural development have recently come to be as important as road sector Task Managers as initial contact points with potential participating countries.

In many cases, consideration of the potential participation of a country in the Program have been initiated after the relevant Bank Task Manager has identified the possible need for RTTP activities in the course of discussions with client countries and that country's indication of interest. It is in the course of subsequent explorative mission(s) by a RTTP Team Member, involving a review of relevant government, donor and Bank activities, that the criteria for participation listed above are used to assess the likely usefulness of a RTTP country work and its possible orientation.

The countries now participating in RTTP are at varying stages in the development and implementation of their rural travel and transport policies and strategies, with some, such as Nigeria, just commencing whilst others such as Malawi and Guinea have approved policies in place. The way RTTP work in a given country varies in time, as does the concomitant resources needs. Moreover, as the Program has matured and its relevance to SSA's transport and rural development agenda has become acknowledged, so it is that some countries within the region have even come to request from the Program purely advisory services; they merely want to tap into the knowledge available within the Program and would be ready to pay for such services. A similar trend in acceptance of the relevance of the Program is also to be found within the Bank, and this can be expected to be reinforced as the Community Action Project (CAP) framework becomes more widely applied.

If the Program is to adequately respond to these trends, it needs more resources. It also needs to formalize some of its existing working procedures in order to better target and monitor the use of Program resources and make the way the Program operates more transparent and accountable. These are important objectives that need to be achieved especially as more and more countries complete the formulation of their RTT policies and need resources for their implementation. Without the RTTP process in a given country having been seen as inclusive and leading to conclusions that have wide-spread acceptance amongst key stakeholders (in the country, the donor community and the Bank), resources for policy implementation may not be easy to mobilize.

In the Bank context, this is a factor that RTTP has to be mindful of especially given the present relative paucity of stand alone RTT projects through which investment resources would be easier to access.

To address these issues, it is required that decisions on admission of countries into participation in the Program and their continued participation, be more deliberately made against set outputs and that assessment of the outputs be more deliberate than hitherto and involve parties outside of the immediate RTTP Team Members.

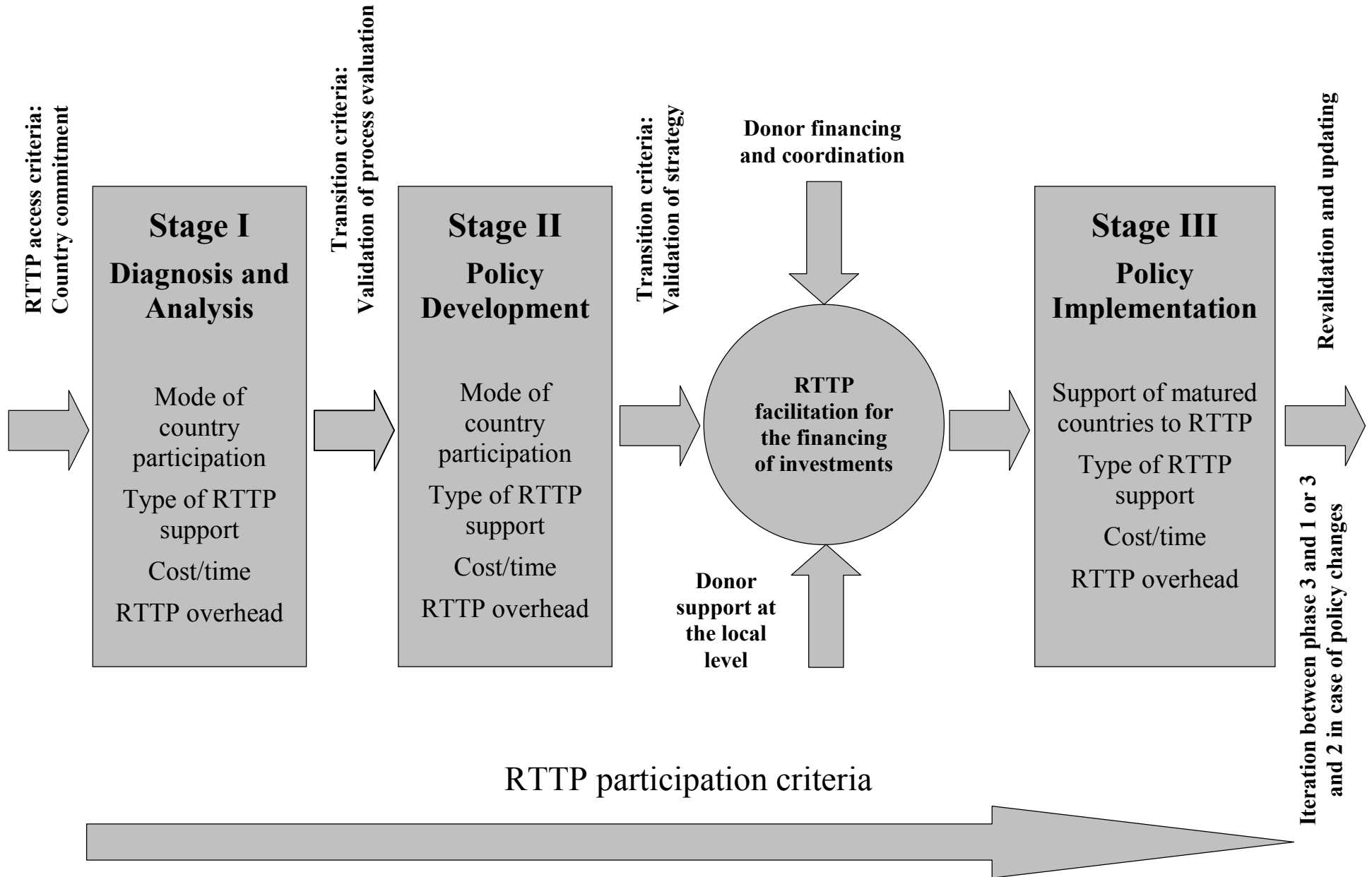
This note provides suggestions on how this might be done. It builds upon the idea presented at the last Annual Coordinating Meeting in Pretoria for RTTP's country work be categorized into three stages as follows (see figure below):

- i) Stage 1: *diagnostic and analytical*, in which activities focus on building consensus amongst different stakeholders at the country level on the need to address RTT issues and undertaking of specific studies to determine the nature and characteristics of these issues;
- ii) Stage 2: *policy formulation and adoption*, in which study results and consensus derived from Stage 1 is used to (i) develop policies and strategies (including implementation plan) on RTT that has acceptance amongst stakeholders at different levels of government, the private sector and the donor community and (ii) has formal government approval; and
- iii) Stage 3: *facilitating policy implementation*, including (i) assisting in the mobilization of resources for physical works; (ii) oversight of implementation of agreed institutional arrangements and adoption of 'good practice' with regard to methods and practices for the delivery of RTT infrastructure and services; and, generally, (iii) monitoring implementation performance to guide against policy reversals.

It is possible for Stages One and Two to take place concurrently where (i) existing information provides the basis for initiating Stage Two activities and or (ii) the country's capacity and resources allow such an approach. RTTP country activities presently cover mainly those related to Stages One and Two with only in one or two countries are activities related to Stage Three commencing.

The proposal is that the above categorization of the RTTP work process in a country be used to determine the nature of RTTP activities in a particular country and the level of Program resources committed to that country and thus the form of membership (participation) of a country in RTTP. In developing this concept, suggestions have also been made on how outputs from the RTTP work process can be subjected to review to promote greater transparency, accountability and acceptance.

As appendices to the note, some background information is provided on how RTTP seeks to work at the country level (instruments it uses in the course of its work) and the key issues emerging from RTTP's country activities and seen as needing to be addressed by the Program.



## ***RTTP Country Activities: Country Process and Resources***

**Stage One:** These activities begin with explorative missions to initiate country dialogue, identify key stakeholders and assess existing RTT situation. These missions are sometimes a follow up to expression of interest in the Program by a country or assessment by the Program team based on consultations with its partners. Out of these missions, which are presently usually not more than two in number should come a decision as to the need or otherwise for further work by RTTP and the form it should take.

Where the above missions lead to an interest by the country in participation in the Program, it has been the practice to request for that interest to be put in writing. It is proposed that this practice be formalized, with any country wishing to participate in the Program having to submit a formal *Letter of Request for Participation in RTTP*. The letter should indicate the level/ type of membership of RTTP envisaged and include information on the key factors underlying the request, the country's expectations from participation and, to the extent possible, the input required from RTTP and the counterpart contribution by the country (financial or otherwise). The amount of information provided should be sufficient to allow the due consideration of the request, especially with regard to needed activities and resources.

A positive reply to the request by the Program should then result in a *Letter of Agreement / Memorandum of Understanding* between the country and the RTTP with the obligations of each party spelt out. It is important that RTTP does not make a resource commitment beyond a timeframe of about twelve months even if, in principle, a commitment of a longer nature is envisaged. In any event, any financial commitment by RTTP should be against the background of assured financing over a specific period, and this financing should be stated in the document. It is the signing of the LOA/MOU, which will trigger the use of RTTP direct financial resources for activities in the country concerned, and, effectively, commencement of Stage One participation in RTTP. Signatories to the LOA/MOU at the country level should preferably be at no lower than Permanent Secretary level and at RTTP, the Team Leader.

**Stage Two:** It is proposed that initiation of Stage Two work activities by RTTP be based on a specific request from the country, with indications of the achievements and constraints faced during Stage One (where they went through that phase). How significant constraints faced during Stage One or identified for Stage Two activities will be mitigated should also be stated. The RTTP Team Member responsible for the country should also provide a formal comment on the request, with a recommendation on acceptance or rejection.

The request and comment should make observations on, in particular: (a) government commitment to the proposed work; (b) institutional capacity of the host agency to manage and coordinate the Stage Two activities; (c) existing and expected support of relevant key stakeholders (including the donor community) within the public and private sectors to the policy –making process and framework in place or proposed for ensuring their effective participation; (d) resources (if any) that can be contributed by the government through the host agency; (e) summary of the findings of diagnostic studies and workshops undertaken, issues identified and emerging consensus on how these can be addressed. Specific activities to be undertaken, indicative timetable and budget should also be provided.

On present experience, Stage Two activities will make the highest demand on direct RTTP resources. It is important that commitment to a country to support such activities should not be lightly taken. It is therefore proposed that a small *Review Panel (RP)* be constituted by SSATP to consider a country's request for this type of participation in RTTP. The RP should be country-specific with membership from Bank Task Managers from relevant sectors such as agriculture and rural development, social development, transport and, of course RTTP/SSATP. Efforts should also be taken to solicit inputs from donors to

the work of the RP.\* The RP should operate almost as a standing committee, providing advice to the RTTP Team Member responsible for the country concerned. Decisions of the RP with budgetary implications would be subject to the sanction of the appropriate budgetary authority in SSATP.

Apart from helping to arrive at a considered decision on the request, use of RP would help to facilitate integration of the RTTP work process and its outputs into the work of other sectors. Achievement of this objective, presently pursued and reliant on ad hoc processes, will be of increasing importance as the CAP framework is implemented.

The output from the Stage Two work will be a government approved policy on rural travel and transport. Prior to its submission by the host agency for formal government approval, it is proposed that the draft policy be circulated to interested donors and internally within the Bank for comments, especially by members of the RP. Comments received will then be consolidated by the relevant RTTP Team Member and sent to the government.

Stage Two activities end with the formal approval by government of the draft rural travel and transport policy. Receipt by RTTP of a copy of such a document and a transmittal letter confirming its adoption by government, provides the basis for initiation of Stage Three activities by RTTP.

**Stage Three:** These activities can be seen as the reaping by the different parties to the policy making process of the fruits of their investment during Stage Two and ensuring their safe-keeping. This is because the policy document and its good implementation provides a basis for the cost effective implementation of RTT interventions. This is to the benefit of all stakeholders, from transport users and organizations within the country to the Bank and donors with and or planning RTT projects in the country.

Activities during Stage Three will be related to (a) implementation of institutional reforms such as creation of needed institutional arrangements including setting up of a sustainable capacity to coordinate and oversight implementation of the policy; (b) detailed studies/ design of specific pilot interventions in support of the policy; (c) improving the condition and level of provision and maintenance of rural transport infrastructure; (d) technical advise and mentoring to facilitate policy implementation; and (e) monitoring of the rural travel and transport situation to assess emerging impact of policy implementation and to guide against policy reversals.

The resources required to undertake the above activities will be beyond those presently directly available from RTTP budgets. Of the five types of activities above, only the last two could presently be funded by RTTP, taking due regard of its existing level of resources and mandate. The first three activities are however the type that the Bank, donors and countries themselves commonly fund from their investment projects. The role of RTTP should therefore be seen more as facilitating the mobilization of such resources i.e. as a supporter of the host agency/ government as they 'champion' the policy and the need for its implementation amongst concerned parties. This facilitation RTTP can do, within the framework of the last two activities above.

Experience so far suggests that donors will more readily finance physical interventions rather than studies or institutional reform activities, preferring that the latter be funded from Bank sources. This is not unreasonable since the Bank has a comparative advantage in these types of activities. It is suggested that in RTTP seeking to assist countries mobilize resources for policy implementation, it looks at related on-going or in-preparation Bank projects and undertakes specific consultations with other development agencies (e.g. AfDB) and donors to identify with them assistance that they can provide. As with the Bank, such assistance will not be from road sector projects alone but also projects of other sectors.

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\* As indicated in Annex 1 (iii) and (viii), donor liaison in a country is an important element of RTTP's. Donors' input to the RP should perhaps be more from donor headquarter staff who have more familiarity with the strategic vision of the program.

In the case of the Bank, consultations to mobilize resources for policy implementation such as indicated above already do take place. They however lack formal backing in most cases. It is proposed that the *Review Panel* mentioned earlier be also tasked with identifying projects from where Bank resources can be made available for the country concerned.

### ***Categories of RTTP Membership***

Apart from the formal country assistance described above, RTTP can and has provided purely advisory services to countries. Incremental in nature, these can vary from a broad review of the RTT situation in the country and advise on how to address them, to joint sponsoring of an activity (e.g. training or dissemination workshop or a subject specific study) with no further obligation on the part of RTTP. Also, in the last two Coordinating Meetings where countries have attended as observers, positive impacts have been made by the emerging sharing of experiences. This is a trend that should be allowed to continue especially as those attending from the observer countries become change agents on return to their countries. Attendance and participation in these types of RTTP activities constitute another way in which a country can be associated with RTTP. It is in the Program's interest that this type of participation be recognized with stated attached rights and obligations.

In the light of the above, it is suggested that there be three types of country members of RTTP:

1. **Associate Members:** These will be countries who benefit only from advisory services provided by RTTP and also those who are implementing Stage One type activities.

They will be entitled to attend relevant Meetings and events of RTTP and to receive a given number of RTTP publications. Membership will be free i.e. no fee. However, these countries would be required to cover the travel and subsistence costs related to their attendance of the Annual Coordinating Meeting and Program Meetings of a similar nature. In the case of countries with Stage One activities, the Program can where appropriate, cover the above costs.

2. **Full Members:** These will be countries where Stage Two type country activities are on-going.

They will benefit and be monitored as earlier outlined above under 'Stage Two Activities'. These countries will be entitled to attend Meetings and events of RTTP free of charge unless otherwise stated and receive copies of RTTP publications as needed. It these countries that will be benefiting most from RTTP's resources.

3. **Graduate Members:** These will be countries with RTT policies and strategies in place and under implementation.

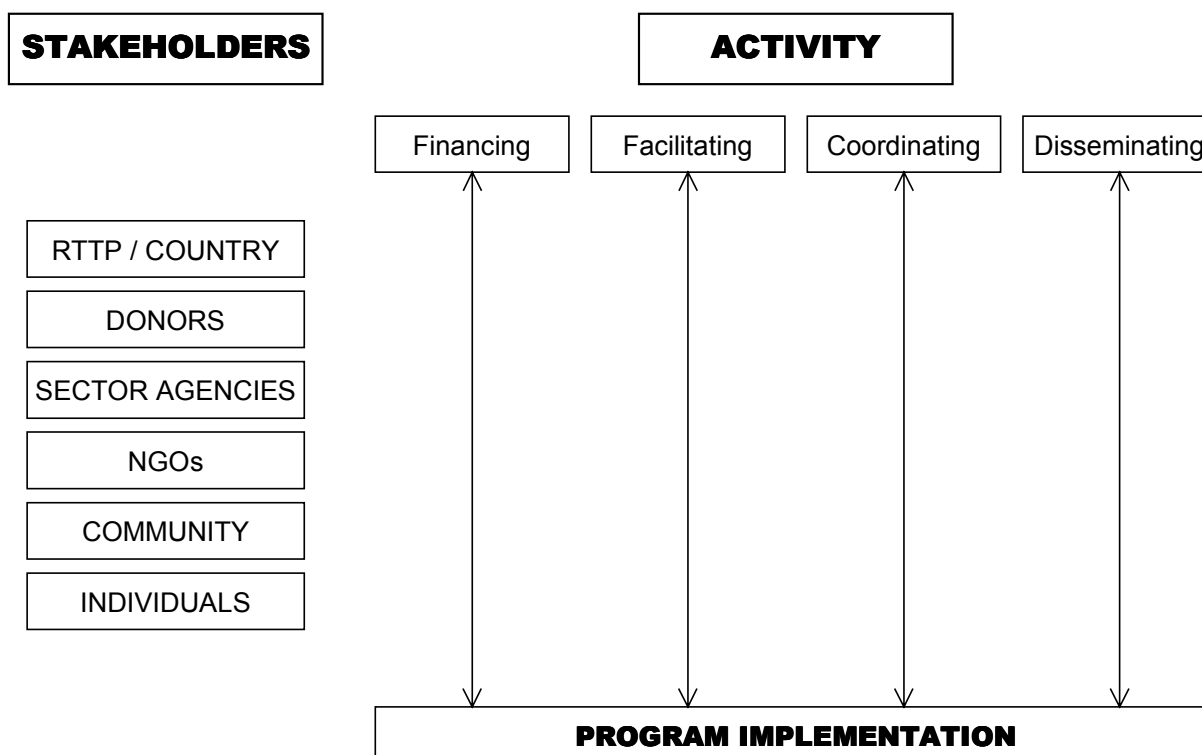
These are the countries that RTTP can hold up to others for emulation and from whom 'lesson of experience' can be obtained. They are also countries whose performance needs to be monitored to guide against policy reversals. Thus, whilst RTTP direct resources committed to them individually will reduce, they will continue to benefit by RTTP's 'championing' of their case and 'solidarity' with them against unexpected events. They should have the same benefits as 'Full Members'. However, through projects under implementation, they should be able to have access to resources they can use to fund attendance of some RTTP events. It is therefore suggested that on a case by case basis, the number of country participants funded from RTTP direct resources to attend the Annual Meeting be less than those for 'Full Member' countries. In this respect, donors and Bank project managers should be encouraged to see the Annual Coordinating Meeting as a training invent to which they could sponsor attendance upon the recommendation of RTTP.

A group of countries not included in the above categorization are those having no existing or on-going contact with RTTP. It is suggested that these be recognized simply as '**Observers**', where they are invited to an event with no formal membership status.

The above categorization of membership should be applied such as to provide incentives for a country to aspire to a higher level or maintain its status. The standing of a country should be reviewed annually with them prior to the Annual Meeting and made public in the Proceedings of the Meeting as appropriate.

### ***Appendix 1. Key Operational Instruments***

i) *Explorative discussions / missions*: to solicit views on the need or otherwise for RTTP work in a given country, such consultations involving relevant agencies and individuals in-country, donors and relevant Bank personnel.



ii) *Host government agency identification*: to ensure government commitment to RTT policy reform and linkage of this to policies and processes in other relevant sectors. Most commonly, this agency is the government organ responsible for local government matters.

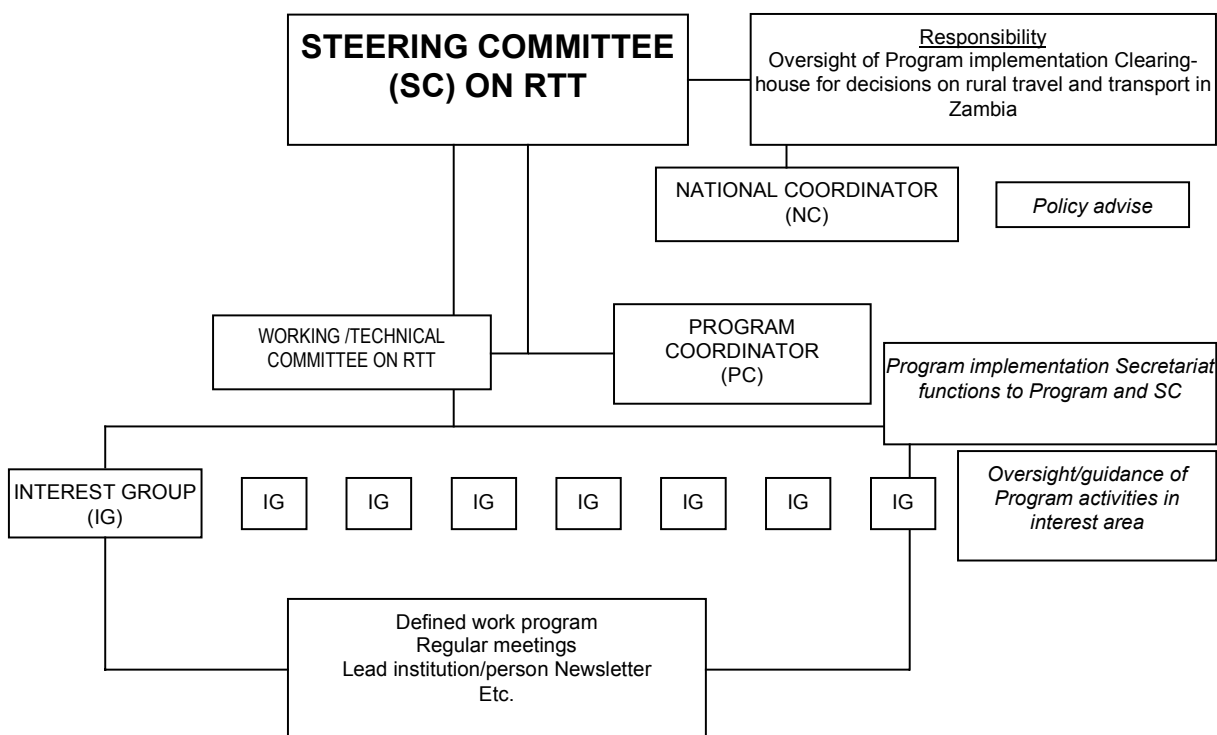
iii) *Donor liaison in -country*: to introduce RTTP to relevant local donor personnel, obtain views on RTT situation and achieve consensus on the need for RTTP work and use of its outcome as framework for future RTT interventions.

iv) *Multi-agency oversight body*: presently variously called Technical/Working Committee/Task Force, this is a body comprising of senior technical representatives of the key in-country public and private sector stakeholders in RTT to oversee the policy development process. Upon completion of this process and initiation of **policy implementation**, a Steering Committee comprising of higher level representatives of agencies represented on the earlier committee is inaugurated and mandated to oversee implementation of the policy. The committee will have decision-making powers hence the need for representation of members at levels higher than on previous committee.

v) *National workshop*: to review existing situation, identify key policy issues and achieve consensus on policy options and strategies for dealing with them, documented in a logical framework.



vi) *Development of Program Document (PRODOC)*: contains review of existing situation including past, on-going and planned RTT interventions, identified issues, policies and strategies for dealing with them and implementation plan, including institutional responsibilities, budget estimate and possible funding source, etc. (See figure below.)



vii) *Local level consultations*: on the PRODOC, to ensure that local level governments and communities are involved in the process, especially with regard to implementation mechanisms.

viii) *Donor consultation*: by the government, on the PRODOC, to ensure consensus on the policy framework and its implementation mechanisms, toward facilitating resource mobilization for its implementation.

ix) *Policy Statement by Government on RTT*: this synthesizes the main recommendations of the PRODOC as government policy and adopts the strategies and implementation plan embodied in the PRODOC.

x) *Mobilizing resources for policy implementation from World Bank projects*: discussions with relevant Task Managers, to facilitate ‘mainstreaming’ of RTTP approaches and mobilize resources for implementation of the recommendations of the PRODOC.

xi) *Subject specific studies*: to generate detailed information to guide policy direction and /or its implementation mechanisms e.g. rural transport services, institutional arrangements, gender and transport, etc.

xii) *Dissemination activities*: to promote increased awareness of RTT issues, options for addressing them and emerging lessons of experience.

## ***Appendix 2. Emerging Issues from on-going RTTP Work***

From the Program's work so far, these are as follows and are what are beginning to (or should) influence the Program's work in the near future:

- i) *Policy development and coordination*: RTT issues are multi-sectoral and therefore need a strong agency as 'champion'. Unfortunately, the government agency usually responsible for RTT matters (any of Ministries of Local Government, Public Works or Agriculture) tend to be weak institutionally relative to other government agencies and/or lacking in appropriate internal capacity.
- ii) *Level of understanding of RTT*: This is variable across and within country but generally low. RTT often taken as synonymous with rural roads and this constrains policy dialogue. Also, there is quite divergent understanding of what a 'rural road' is and, as a result, size of the rural road network. In reality, we perhaps do not know the scale of the problem of access and mobility in the rural areas.
- iii) *Priority given to RTT*: In most countries, RTT has historically been given low priority relative to main roads and this has meant that resources available (human, material and financial) have been inadequate relative to need. Despite recent trend to correct the situation, meaningful changes in allocation of resources to reflect this is yet to take place, especially given the constraint on the overall resource available to the road sector.
- iv) *Road Fund*: These are being set up in many countries in the region. Unfortunately, perceptions, road network analysis methods (e.g. definition of 'core road network invariably excludes RTT), available resource envelopes, etc often lead to inadequate allocation to the rural road network. Perhaps more importantly, where allocation is significant, there is often inadequate capacity for their efficient and effective utilization.
- v) *Fragmentation of stakeholders and interventions*: Within multilateral and bilateral agencies, several resource windows (rural / agricultural development, transport, social funds, engineering, sustainable livelihoods, etc.) exist but, unfortunately, there is insufficient coordination of their inputs (definition and implementation). The same situation exist within countries participating in RTTP. Also, international and local NGOs are presently not as involved as they could be. How do we address these issues?
- vi) *Implementation framework for RTT interventions*: Related to (v) above, what is the best framework for implementing RTT interventions - as stand alone RTT project, as part of rural infrastructure project or as part of social fund activity? If it does not matter, what factors determine the approach in a given country and how to ensure needed coordination takes place?
- vii) *Promoting enhanced use of labor intensive road works method*: Despite considerable achievement in developing technical and management approaches which demonstrate its competitiveness with equipment intensive work methods, its present level of use within the region is still relatively low. Yet, labor intensive work methods can and should be an important instrument for the road sector to contribute to poverty reduction efforts. Why is the method not more widely used and how can the situation be changed?
- viii) *Evaluation of RTT interventions and monitoring of impacts*: Existing methods for socioeconomic analysis of transport projects do not capture as well the benefits (economic and social) of RTT projects as they do main road projects. This calls for development of improved methodology for such assessment. Such a task will however require obtaining of better and more data on the real impact of RTT projects. Significant baseline data from different projects will be needed. This is best done in a collaborative framework. How can we go about that?
- ix) *Rural transport services*: Rural accessibility and mobility will not be meaningfully improved without increased coverage of the rural areas by transport services that are affordable to the user and profitable to the provider. This will likely require improved physical connectivity in the rural areas and more

differentiated types of transport services. Achieving these objectives probably implies much greater use of 'spot improvement' approaches to rural transport infrastructure provision, coupled with enhanced maintenance management systems, and greater and enhanced use of IMTs. What can we do to promote achievement of these objectives in the sub-region?

x) *Gender equity*: Whilst accepted that rural transport is very much a gender issue, available capacity to design gender responsive transport interventions and monitor and assess their impact is still limited. The Gender and Rural Transport Initiative (GRTI) recently launched by the RTTP with initial funding from the Development Grant Facility of the Bank is aimed at helping gain better understanding of the issues involved and hope best to address them.