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The Role of the World Bank in the Development of Urban Transport in Sub-Saharan Africa

Richard Barrett

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Environmentally Sustainable Development Division
Africa Region
The World Bank



Foreword

The important role of urban transport in the economies of African nations is evidenced by the fact that the economic activities in the principal cities of the region can generate up to fifty/seventy percent of GNP. Within these cities are located the majority of industry and manufacturing centers. Many of them are also the main ports and commercial centers. The businesses operating in these centers are dependent upon manpower that must be transported to and from work as quickly and as cheaply as possible. Urban transport facilitates this movement, provides the means by which products are distributed to industry and consumers, and creates opportunities for education and social contact. In addition urban transport provides employment for large numbers of urban residents. Up to 8,000 persons are employed in the urban transport sector in cities of 1 million population. Many cities in Africa are also the traditional market places of the informal sector, upon which a large proportion of the urban community is dependent for employment and income. Urban transport also plays an important role in facilitating the provision of essential services to urban communities particularly the urban poor. Keeping transport costs low improves urban efficiency, strengthens the economy and increases competitiveness. Excessive traffic congestion and poor road surface conditions increase transport costs through greater fuel consumption, time losses, and wear and tear on vehicles.

Urban transport conditions in large African cities are characterized by inadequate supply of public transportation, lack of facilities for non-motorized travel, heavy traffic congestion in the very large cities and high accident rates. Some cities have managed to keep pace with road network needs, while others suffer from chronic inefficiency and lack of capacity; some cities manage to keep their road systems reasonably well maintained, whilst others have massive road rehabilitation and maintenance needs; some cities rely on the private sector to provide public transport services, while others have developed large and highly subsidized Government-owned bus fleets; almost all cities suffer from poor enforcement of traffic laws and regulations and high accident rates.

This paper traces the history of the World Bank's involvement in urban transport in Sub-Saharan Africa. It shows, over a period of time, how the lessons learned, through project experience, sector work, and regional studies have led to the development of the Bank's present lending policy for urban transport in the Region.

Jean H. Doyen
Chief
Environmentally Sustainable Development Division
Technical Department
Africa Region

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Background

The development and maintenance of an efficient urban transport system is a complex undertaking requiring appropriate policies in the areas of regulation, finance, pricing, cost recovery, infrastructure management, law enforcement and urban planning. It involves a large number of inter-related disciplines and agencies. Many African countries have yet to develop an institutional and policy framework for urban transport. What exists is an amalgam of high level decisions and policies concerned with related sectors such as roads, public transport, road safety and urban development. These policies are decided independently by different ministries with little or no coordination. Investments are very often made as a response to crisis situations dealing with sub-sectoral problems, or for political gain. These weaknesses stem from a lack of a national level agency empowered to coordinate and implement comprehensive urban transport policy measures. The problem is often compounded by professionally weak implementing agencies at the municipal level and lack of finance to maintain and develop the urban street system.

The proportion of resources consumed by urban transportation is large, particularly in terms of vehicles and fuel, and the contribution that urban transport makes to the economy is important. Governments should therefore be concerned that transport resources are used as effectively and efficiently as possible to benefit the economy. Nowhere is this truer than in the case of petroleum product consumption. Oil prices have increased four folds since the 1970s and now represent a major item in the foreign exchange budgets of nearly every country. Many African nations have attempted to cushion their fragile economies from these increases by absorbing costs in the form of subsidies and reductions in fuel taxation rates. Consequently, prices have not risen as sharply. There is a general need for stricter fuel conservation and more realistic fuel pricing policies. Higher fuel prices would not only lead to fuel conservation, but could also improve cost recovery in the sector through higher taxation. Recommended actions in these areas should take the form of higher duties on fuel, restrictions on inefficient large cars, elimination of long mid-day work breaks and reduced traffic congestion through traffic management, demand management and staggered work hours. The use of possible cheaper fuel sources, such as compressed natural gas, needs to be investigated particularly in those countries where this is a natural resource.

Although there are many issues and problems that need to be tackled to improve urban transport in African cities, five main issues stand out above all the rest. These are:

- increasing the supply, productivity, efficiency of urban public transport services to keep pace with the fast growth in demand;
- facilitation of the development of cheaper and more appropriate modes of transport;
- improving the efficiency of urban road networks through road rehabilitation and maintenance and comprehensive traffic management measures;
- reducing the number and severity of road accidents, particularly in urban areas; and
- the over-arching issues of developing sound and accountable institutions and human resource development.

Introduction

World Bank involvement in urban transport in Sub-Saharan Africa began in the late 1970s. The approaches adopted to the preparation of urban transport projects and components of urban projects can be separated into three distinct periods:

- Up to 1988: Ad-hoc approach involving learning by doing.
- 1989 to 1991: Sector policy approach led by the World Bank.
- 1992 - Present: Sector policy approach led by Government.

During the first period the Bank's main concern was to find ways of relieving urban traffic congestion. This mainly involved the prescription of traffic management, road rehabilitation and road construction. It also involved helping the formal public transport sector become more efficient and building local capabilities to plan, implement and monitor traffic management schemes. This focus is reflected in the projects undertaken in the Cote d'Ivoire, Mali, Senegal, Cameroon and Zimbabwe.

During the second period the Bank's main concern shifted to the development of comprehensive urban transport policies. The principal focus was on public transport supply, finance and efficiency, road rehabilitation and maintenance, traffic management, road safety and institution building in all these sub-sectors. It was during this period that we see more attention being given to non-motorized transport. A Bank led team of experts would prepare a comprehensive overview of urban transport policy in the country concerned. A key element of the report would be the recommendations concerning policy action programs. These programs were developed by the Bank team with inputs from local officials. Essentially, it was a Bank owned report. The degree to which ownership was transferred to the country was dependent on the political willingness of the country to accept the Bank's findings. The proposed projects in Kenya and Nigeria reflect this approach.

The third period differs from the second in three important respects. Firstly, the locus of responsibility for the preparation of the urban transport policy action programs shifted from the Bank to the country; secondly, the financing of the preparation of the policy action program studies involved the country, the Bank and bi-lateral donors; and thirdly, the formulation of the policy action program involves the full participation of all local stakeholders. It is fully owned by the country and reflects local needs, aspirations and constraints. This approach is reflected in the proposed projects for Ghana, Senegal, Burkina Faso and Cameroon.

Looking back over the past decade the evolution of the Bank's thinking is clearly seen. At first the focus was on infrastructure and efficiency; then, on the development of policy frameworks giving emphasis to the needs of the poor; and latterly on the policy action programs, locally defined, and involving the full participation of all stakeholders.

Looking to the future, it is clear that financial and environmental sustainability will become increasingly important in the design of future projects. The requirements of the urban poor must also be addressed. This will mean giving greater attention to the needs of the private transport sector, renewing efforts to commercialize the public sector, encouraging non-motorized transport and pedestrians, and dealing with urban road safety issues. Human resource development should also form an integral part of all Bank interventions.

Learning by Doing

The Bank's involvement in urban transport in Sub-Saharan Africa began in 1975 with an urban development loan to the Cote d'Ivoire. The cost of the urban transport component of this loan was US\$51.8 million. Subsequent loans for urban transport in Cote d'Ivoire, totaling US\$120 million were made in 1980 and 1985. These projects focussed almost exclusively on the city of Abidjan. Before the first project began, key sections of the city's road network were seriously overloaded and downtown congestion lasted for several hours per day. In other parts of the city, significant delays were experienced as buses cars and taxis competed with parked vehicles, pedestrians and street traders for road space. As the population and level of motorization in Abidjan grew, traffic congestion became worse and began to have an adverse effect on the national economy.

The Bank projects resulted in considerable all-round improvement. Junction capacities increased by as much as 25-30 percent, running times for buses across the center of Abidjan were halved, delays to other traffic were significantly reduced and accidents decreased. These results were obtained even though rush hour traffic increased by 20-30 percent. The key factors in the success of these projects were: the construction of segregated rights of way for buses and public transport terminals; major traffic management improvements (one-way streets, channelization, signing and marking), construction of arterial roads and distribution roads in low income areas, and the introduction of an area-wide traffic signal control scheme. By making better use of existing facilities, the Ivoirian authorities found it possible to eliminate or defer several expensive road schemes.

The greatest impact of the project was in the development of urban transport policy and institutional capacity. The concept of traffic management as a tool for reducing congestion was proven and accepted; the concept of priority treatment for public transport vehicles was recognized as providing major benefits; and the road maintenance and road safety were given higher priority. On the institutional side, a new agency, staffed by Ivoirian technicians was created to supervise and maintain all signs, markings and traffic signals in Abidjan.

The main lesson for the Bank from the Abidjan experience was the importance of establishing a long-term perspective for institutional development. Developing local agencies to plan and manage the urban transport system requires a consistent commitment to training and support from seasoned professionals. Where there are few skills and little experience in urban transport within a country, developing a strong central government unit is an essential first step. These skills should only be devolved to the municipal level when the number of professionals available in the country has reached a critical mass. The development of in-country or sub-regional training schemes is essential.

The recognition of the need for outside assistance in urban transport led to the inclusion of two small technical assistance components for traffic management in Bank projects in Cameroon (1983) and Senegal (1984). Other, small scale urban transport projects undertaken or commenced during the 1980's, included traffic management and traffic signalling in Mauritius; a traffic management and road rehabilitation program in the center of Bamako; traffic management improvements in the center of Dakar and the construction of a bus terminal in the center of Harare.

Sub-Regional Review

Recognizing the growing importance of urban transport, the Bank commissioned a review of urban transport experience in West Africa in 1986.^{1/} The review, which covered eight countries^{2/}, looked at national issues, such as regulation, motorization and resource mobilization, as well as the operational situation in the principal cities. The report concluded that two issues were of paramount importance:

- the building up of institutional capacity to develop urban transport policy, and plan, design, manage and maintain urban traffic facilities; and
- the provision of transport services which adequately serve the needs of the large scale low-income communities, whilst preserving the commercial viability of the transport operators.

Other priorities included the improvement of urban road maintenance, greater use of traffic management measures and reduction of accident rates. Crucial to the success of any policy would be the need to assure adequate levels of funding.

The review underscored the high rate of return that is achievable from urban transport projects and the economic improvement that can be obtained from the city-wide reduction of transport operating costs and reduced travel times. These benefits, together with reduced accident rates, can also have a significant impact on foreign exchange savings.

Country Sector Work

The lack of policy frameworks and institutional capacity for urban transport, led the Bank to develop a more circumspect approach to the preparation of urban transport projects. Instead of simply focussing on the individual projects, the Bank began a process of awareness raising on urban transport issues in countries which were considering carrying out urban transport projects. This involved the preparation of sector reports covering all aspects of urban transport in a given country. The sector reports then became the basis of the dialogue with Government on policy issues. Full urban transport sector reports were carried out in Kenya^{3/} (1990) and Nigeria^{4/} (1991). In both cases the key recommendations of the sector reports were accepted by the Governments and work began on the preparation of projects. Appraisal of urban transport projects are planned in both countries during 1993.

The key urban transport issues are very different in the two countries. Although the private sector

^{1/} Urban Transport in West Africa, World Bank Technical Paper Number 81, prepared by Richard Barrett, April 1988.

^{2/} Cameroon, Ghana, Cote d'Ivoire, Liberia, Mali, Nigeria, Senegal, Sierra Leone.

^{3/} Kenya: Urban Transport Development Issues, Report No. 7881-KE, May 1990, Eastern Africa Department, World Bank.

^{4/} Nigeria: Urban Transport in Crisis, Report No. 8974-UNI, February 1991, Western Africa Department, World Bank.

provides the majority of urban transport services in both countries, in Kenya the sector is relatively vibrant, whereas in Nigeria there has been a major decrease in the provision of privately operated bus services. This is due to the rapid deterioration of the Nigerian economy from 1986 onwards. The realignment of the Naira currency caused the price of imported buses to rise six-fold between 1986 and 1991. Economic fares became unaffordable as the GNP per capita plunged from US\$953 in 1984 to US\$243 in 1989. Operators who had previously owned 10 or 15 buses were unable to replace their old vehicles. By 1990, they were operating only one or two vehicles. This crisis led the federal government to set up state controlled transport companies in all states. These have had mixed success. About one-third are operating profitably. Most of these companies cross-subsidize the loss-making urban services by the higher income earned from inter-city services. Some argue that the buses provided to the States, on cheap loans, would have been better utilized by the private sector. In Lagos State for example, buses provided to the Lagos State Transport Corporation were out of service one year later. The situation in Lagos is aggravated by severe traffic congestion due to a lack of traffic management measures and the absence of a secondary road network. The proposed Bank project addresses these issues through comprehensive corridor improvements and segregated rights-of-way for buses. The feasibility of creating a high-capacity suburban rail system using the Nigerian Railway Corporation's right-of-way is also being considered.

In Kenya, the critical issues were the lack of central Government institutional capacity, the high level of traffic congestion in Nairobi, and the need to develop the secondary urban centers in rural areas. These issues are being tackled through, the creation of a Transport Management Unit in the Urban Development Department of the Ministry of Local Government, the creation of segregated busways in Nairobi, and the construction of paved roads and traffic management measures in the 26 secondary towns. The project is also addressing the needs of pedestrians and cyclists in Nairobi, Mombasa and the other larger urban centers. Critical to the success of the project will be the strengthening of road maintenance capacity and municipal finance in the cities.

More recently, the World Bank has been invited to by the Government of the Republic of South Africa and the African National Congress to assist in the development of policies and projects for the new South Africa. This work is in its initial stages. The present urban transport situation in South Africa is intimately molded by the policy of apartheid. Transportation was the means by which segregation was made possible and maintained. Urban transport policy became a tool to implement racial segregation through spatial separation. The systems put in place were strongly controlled by central Government and remained totally within the purview of the white hierarchy. The only exception was the development of the black-taxi fleet (minibuses) which sprang up in the mid-1980s and survived despite Government attempts to block its development.

The physical development pattern has yielded a high-cost transport system which transports black workers to white areas. The average distance travelled by black commuters increased from 23 kilometers in 1979, to 37 kilometers in 1990. It was recognized that the cost of the policy of segregation could not be borne by the black workers so Government subsidies were introduced to pay for commuter transport. The cost of this subsidy is currently running in excess US\$640 million per annum of which two-thirds is used to subsidize suburban rail operations in six cities. The remaining third is used to subsidize white, privately-owned bus fleets.

The situation in 1992 is one of growing Government subsidies and declining investment by the private sector. Many of the large private operators, faced with increasing competition from black-taxis and pressure to reduce subsidies from central Government, are disinvesting in the industry. Black-taxis are also experiencing hard times. The costs of purchasing and owning a vehicle have risen considerably and

the existing markets are becoming saturated. The situation is compounded by a stagnating economy and a growth in unemployment.

Solutions to the present difficulties are being sought through, the devolution of responsibility for urban transport to municipal levels of Government, the regionalization of the commuter rail services, the introduction of user-side subsidies and the formation of local Passenger Transport Authorities. It is too early to define what the Bank's role will be in the financing urban transport in the new South Africa. However, for the present, the non-partisan stance of the Bank is helping both the present Government and the ANC define a new policy framework which will be geared to correcting the imbalances in the existing system, and increasing the mobility and accessibility of black communities to services and job opportunities.

Conclusions: The approach, of developing urban transport projects through the establishment of a dialogue with Government based on sector work, has proved to be very successful. This approach has now been developed further. Instead of the Bank carrying out the sector work, a facility has been created whereby the countries themselves can elect to develop a policy action program for urban transport financed through the Sub-Saharan Africa Transport Policy Program (SSATP) described below. This has moved the preparation of projects from a "retail" approach to a "wholesale" approach. The Bank now plays the role of facilitator and advisor in the process; stepping in at various stages to assist in the development of policy and providing financing once the program has been established. The locus of the management of the sector work has moved from the Bank to the country. Ownership and participation of the stake holders in the countries has been considerably enhanced and the crucial role of the private sector is being more readily recognized by Governments as they increase their dialogue with the associations and unions which represent the operators. A policy action program has been developed in Ghana where the Bank recently appraised an urban transport project involving Accra and several of the more important secondary urban centers. Policy action programs are also being prepared in Senegal, Burkina Faso and Tanzania.

Sub-Saharan Africa Transport Policy Program (SSATP)

The SSATP is managed by the World Bank, in partnership with the United Nations Economic Commission for Africa (ECA) and in association with bi-lateral donors. The main objectives of the SSATP are to improve transport efficiency in Sub-Saharan Africa through major policy reforms and to strengthen indigenous capacities for policy analysis and formulation. The SSATP is implemented through a series of discrete components. Each component, including the Urban Transport Component is coordinated by a committee comprising representatives of donors involved in its financing, research institutes, international and African agencies involved in transport, the UNECA and World Bank.^{5/} The Steering Committee of the Urban Transport Component has met four times, in May and October 1990, July 1991 and September 1992. The last two meetings were held jointly with the Urban Transport Working Group of the United Nations Transport and Communications Decade for Africa (UNTACDA

^{5/} Members of the committee are drawn from UNECA, World Bank, African Development Bank, the Ministries of Foreign Aid of France, Belgium and The Netherlands, International Labor Organization (ILO), Union of African Railways (UAR), African Union of Public Transport (AUPT), International Union of Public Transport (UITP), Transport Research Laboratory (TRL) of Great Britain, Institute of Transport Economics (TOI) of Norway, Institut National pour la Recherche en Transports et Sécurité (INRETS) of France.

II). The World Bank played a key role in preparing and managing the Phase I program, developing the Phase II program and finalizing the urban transport strategy for UNTACDA II.^{6/}

The Urban Transport Component (UTC) of the SSATP is a multi-faceted project dealing with targeted issues extending over several years. Its overall development objective is to improve the availability, efficiency, safety, sustainability and affordability of urban transport modes in the principal urban centers of Africa.

UTC Phase I: Phase I of the UTC focussed on the evolution of public transportation in African cities. The results of this region-wide survey were presented to over one hundred delegates from more than 30 African countries from March 5-8 in Yaounde, Cameroon. The theme of the four day seminar was "Satisfying Urban Public Transport Demands". The first day focussed on the results of studies undertaken in twelve African cities.^{7/} The studies showed that over the past ten years demand for public transportation in urban areas has grown considerably, whereas supply has either decreased or stagnated. There are almost no examples of cities where urban public transport supply has kept pace with demand. As a result many countries of Africa are experiencing a public transport crisis. Although the contributory causes are manifold, at the heart of the crisis lie two fundamental problems - an absence of a policy framework and a rapid decrease in economic conditions, combined with an increase in debt. Transport costs have risen and at the same time GNP per capita has decreased. Consequently, the urban poor, who are the least able to afford the increased costs of transport have been faced with rapidly rising fares. Where fares have increased a greater proportion of trips are now being made on foot. In many countries Governments have refused to allow the public operators to increase fares. As a result, the companies have been unable to generate the higher revenues necessary to repair, replace and expand their fleets. Fleet availability has decreased in many public sector operations. This has led to a worsening of the financial performance of the bus companies and increases in subsidies. The degenerating debt situation in many cases has forced Governments to recognize that they are unable to afford subsidies to urban transport - subsidies which in many cases are supporting inefficient operations.

With this downturn in the performance of the public operators the way has been opened in many cities to an increase in private sector operations. During the past decade the market share of the private sector operators in urban areas has increased significantly. In 1990 the private sector had captured more than 50 percent of passengers in Bamako, Brazzaville, Lagos, Dar-es-Salaam, Conakry and Nairobi. However, the increase has not been sufficient to match the demand. Private sector buses are more frequent and faster than public buses in most cities; however, they are also less safe, and more costly. The main impediments to greater private sector participation in public transport operations are affordable financing, restrictive monopoly practices in favor of the public operators and fare restrictions due to affordability and Government controls. Both private and public operators suffer from inadequate road infrastructure. Poor road maintenance and lack of traffic management, creates delays and increases operating costs.

The second day of the seminar focussed on the role of Government. With serious doubts about the ability of African Governments to generate growth in their economies it is unlikely that they will be in a

^{6/} Urban Transport Working Group, Strategy Paper for UNTACDA II, E.C.A., December 1990.

^{7/} The twelve African cities where case studies were carried out are: Abidjan, Bamako, Brazzaville, Conakry, Dakar, Dar-es-Salaam, Douala, Kinshasa, Lagos, Nairobi, Pointe Noire, Yaounde.

position to continue to subsidize inefficient and unproductive public operators. Most African countries have yet to develop policy making machinery and institutional frameworks to deal with urban transport issues. Policy action programs are urgently needed to deal with the urban transport crisis. The first step should be to ensure that the Government's own operations are as efficient and as effective as possible. This means ensuring that public companies are run on exclusively commercial principles. Governments must simultaneously consider how they can encourage private sector investment in the urban public transport sector. The private sector is already playing an important role. The question is, How can that role be enhanced? The answer to this question lies in financial, regulatory and institutional reform combined with more effective management of urban road networks and services.

Other topics covered at the seminar included the use of busways to improve public transport productivity and appropriate specifications for buses to be used in African conditions. This second topic is of particular importance to bi-lateral donors who often promote the export of buses which cannot withstand the overloading and rough roads encountered in Africa. Buses designed for use in Europe conditions are simply not adequate for African conditions. A second problem that donors inadvertently contribute towards is the creation of mixed fleets of vehicles which severely complicate the stocking of spare parts and the training of mechanics.^{8/}

UTC Phase II: Phase II focuses on policy frameworks to satisfy these needs, concentrating in particular on the urban poor. The specific objectives of UTC II are:

- to develop urban transport policy action programs in five self-selected countries (Burkina Faso, Senegal, Cameroon, Ghana and Tanzania). More policy action programs in other self-selecting countries will be developed in Phase III.
- to develop a strategy for the promotion of non-motorized transport modes (principally bicycles) and develop action programs in four countries based on research in six countries (Burkina Faso, Kenya, Mali, Mozambique, Senegal and Tanzania). Research and action programs are likely to be carried out in other countries as part of World Bank's operational work (Ghana and South Africa). Implementation of the action programs will be financed under bi-lateral or multi-lateral projects;
- to research and develop road safety in urban areas, particularly with regard to pedestrians and cyclists travelling along the main transport arteries. The research will evaluate the impact of counter measures in the African context;
- to develop a set of urban transport indicators and implement a program of urban transport monitoring in key cities throughout the region to measure changes in transport supply and demand, and the impact of projects forming part of the decade activities; and
- to disseminate the results of the Phase II activities at international, regional and sub-regional symposia and conferences.

Policy Action Programs: The preparation of policy action programs for urban transport was one of the main recommendations of the Yaounde seminar at the end of Phase I. This concept, builds on the work carried out by the Bank in Kenya and Nigeria. Immediately following the Yaounde seminar several

^{8/} Copies of the papers and the proceedings of the Yaounde Seminar can be obtained from the World Bank.

countries self-selected, and requested assistance to carry out such programs. Subsequently, other countries also manifested a desire to formulate comprehensive policies in urban transport. In all cases, it is intended to follow-up the policy action programs with urban transport projects that could be funded by the World Bank or other donors. The policy action programs provide a comprehensive framework for future investment based on local consensus and agreed objectives. The main features of the UTC Policy Action Programs are:

- programs are demand driven, relying heavily on local inputs; overseas experts play a facilitatory or advisory role;
- program preparation involves all local players reaching consensus on key issues and action programs;
- programs focus on policy, institutional, financial, regulatory and administrative reforms as well as outlining operational action programs; and
- programs are undertaken with the understanding that implementation will be financed through the World Bank, the African Development Bank, bi-lateral donors or through the Resource Mobilization Committee of UNTACDA II.

Non-motorized Transport: Phase I of UTC drew attention to the high cost and poor availability of public transport in Africa's urban areas. The urban poor are particularly affected because affordable housing, or squatter settlements, are often located on the periphery of the urban areas, far from the main employment centers. Consequently, many workers, and those in search of employment, have to travel long distances on a daily basis. The monthly cost of bus fares can easily exceed 10-15 percent of income. The proposed study will focus on actions to improve non-motorized transport (mainly bicycles) in urban areas. It will examine current policies, attitudes and constraints affecting this mode of transport focussing particularly on gender, social and finance issues.

The study will analyze urban travel conditions in eight cities of Africa and in selected cities in Asia where two-wheeled transport modes are well developed. It will identify appropriate actions and investments which would remove the present constraints on the use of two-wheeled transport modes in Africa. The principal outputs of the study will include: (i) specific action programs in six countries involving both software and hardware improvements to develop non-motorized transport use and safety; and (ii) a policy options and strategy paper which would address the key issues and constraints for the development and use of non-motorized transport throughout Africa. The results of the country-based action plans will be disseminated at the level of the country concerned and at a regional level. The results of the policy options and strategy paper will be disseminated to African Governments, development agencies and sub-regional organizations. The study began in November 1992 and will be completed in 1994.

Road Safety and Urban Transport Monitoring: Work programs in these areas are still in the conceptual stage. Terms of reference, that can be used to develop a national road safety program and traffic safety improvements along specific corridors have been prepared for use by African governments. Similarly, a set of urban transport performance indicators has been established. These will form the focal point of the proposed monitoring programs.

UNTACDA II: Urban Transport Working Group

The Urban Transport Component of the SSATP supports the urban transport initiatives of the Second African Transport and Communications Decade by carrying out policy research and studies. To facilitate this process, the World Bank, which chairs the Steering Committee of the SSATP Urban Transport Component and the Urban Transport Working Group of UNTACDA II, has merged the two committees within the UNTACDA II framework. The unification of these two committees will provide a policy forum for urban transport in Africa over the next decade. The Urban Transport Strategy for the Decade consists of actions at three levels: regional, sub-regional and national. The main focus of the regional actions will be on policy development and monitoring of urban transport conditions. The main focus of the sub-regional actions will be on human resource development and standardization. The main focus of the national actions will be the development of comprehensive urban transport policies and the implementation of urban transport projects. The SSATP will support these actions through regional studies, such as the study to identify the constraints on the use of non-motorized vehicles; through sub-regional studies, to assess urban transport training needs and opportunities and assess the possibilities for increased standardization of highway codes, traffic signal and signing specifications etc; and national studies such as the preparation of policy action programs.

The first meeting of the Urban Transport Working Group took place in Addis Ababa, Ethiopia in April, 1990. It was agreed that the World Bank would chair and lead the group and that the ECA would act as rapporteur. The group agreed on the objectives and areas of concentration set out in the document, Objectives Strategies and Guidelines for the Preparation of UNTACDA II. The group also identified additional areas of concentration. The objectives and areas of concentration are set out below.

Objectives

- Provide appropriate urban transport infrastructure and services so as to avoid the high economic, social and personal costs that may stem from the expected growth in transport and travel movements in large African cities; and
- Increase the productivity, service availability and quality as well as the financial viability of urban transport services, including meeting the needs of low-income groups for greater accessibility to employment activities and opportunities.

Areas of Concentration

- Efficiency improvement measures such as implementation of traffic management systems, parking control systems, bus priority schemes and including driver training, testing and licensing, road user education and emission control measures;
- Institutional improvement measures involving strengthening the policy formulation and planning capacity of institutions, traffic regulation enforcement, traffic safety organization; and
- Policy improvement measures such as vehicle parking policies, periodic review of taxi industry policies, assessment of the role of the public and private sectors in the provision of passenger bus services, and road user taxation policies.

Additional Areas of Concentration

- Increasing the supply of urban transport services;
- Physical urban planning to support transport planning; and
- Infrastructure improvement measures such as maintenance and upgrading of streets, provision of new streets and mass transit facilities where needed.

A second meeting of the Working Group was held in May 1990. The group held a wide range discussion on the sub-sectoral problems. The results of this discussion are fully reflected in the Working Groups Strategy Paper.^{9/} All subsequent meetings of the Urban Transport Working Group involved the SSATP Urban Transport Steering Committee.

Because of the advanced status of the SSATP Program, the work of the UNTACDA II has so far focussed on Sub-Saharan Africa. The expansion of the UNTACDA II initiatives to include countries of Northern Africa is now envisaged by UNECA.

Conclusions

The role of the World Bank in the improvement of urban transport conditions in Sub-Saharan Africa has evolved considerably over the years. Initially, the scope of its involvement was directed by lending opportunities. Gradually, the Bank has established itself as a regional player in the development of urban transport policy. This role is fully recognized by the bi-lateral donors and the UNECA through the support being given to the UNTACDA II and SSATP initiatives.

The focus of the Bank's attention has developed over the years. In the beginning, the focus was on making better and safer use of existing infrastructure through traffic management, road safety and institutional development. Gradually, this focus changed to broader issues, concerning the supply of public transportation, the commercialization of government owned parastatals, and the development of the private sector. At the same time there was an awakening recognition of the mobility needs of the urban poor. This led to increased attention being paid to bicycle and pedestrian modes. Finally, the Bank's attention is turning increasingly to both financial and environmental sustainability, the development and enhancement of affordable surface rail solutions, and the integration of the existing transport modes in a administrative and regulatory framework which encourages modal integration, controlled competition, and cost recovery whilst providing a transportation safety net for the poor.

^{9/} Urban Transport Working Group Strategy Paper, December 1990, UNTACDA II.