



Progress Report for the Year 2001

May 2002

Africa Region
The World Bank



SSATP Working Paper No. 65

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ACRONYMS

AFTTR	Africa Technical Transport Department (World Bank)
AGETU	Agence d'Exécution des Transports Urbains
AGM	Annual General Meeting
ANE	National Roads Administration (Mozambique)
ASIST	Advisory Support, Information Services and Training
BB	Budget Bank
BP	Business Plan
CA	Constituent Assembly
CETUD	Conseil exécutif des transports urbains de Dakar
CY	Calendar year
DANIDA	Danish Agency for Developmental Assistance
DDLGA	Department for District and Local Government Administration
DFID	Department for International Development
DGF	Development Grant Facility
ERA	Ethiopian Roads Authority
ERTTP	Ethiopian RTTP
GEF	Global Environment Facility
GRTI	Gender and Rural Transport Initiative
GRTI	Gender and Rural Transport Initiative
GTI	Gender Transport Initiative
HIPC	Heavily Indebted Poor Countries
IDA	International Development Association
ILO	International Labor Organization
IMT	Intermediate means of transport
LOA/MOU	Letter of Agreement / Memorandum of Understanding
MAP	Multi-sector Aids Program
MDP	Municipal Development Program
MRLGA	Ministry of Regional Administration and Local Government
MRTTP	Malawi RTTP
NAPEP	National Poverty Eradication Program
NEI	Netherlands Economic Institute
NGO	Non-Governmental Organization
NMT	Non motorized transport
PM	Program management
PMAESA	Port and Management Association of Eastern and Southern Africa
PRSP	Poverty Reduction Strategy Paper

RAMP	Rural Access and Mobility Program
RMF	Road maintenance fund
RMI	Road Management Initiative
ROMARP	Road Maintenance and Rehabilitation Program
RP	Review Panel
RR	Railway Restructuring
RTI	Rural Transport Infrastructure
RTT	Rural Travel and Transport
RTTP	Rural Travel and Transport Program
RTU	Rural Transport Unit
SADCC	Southern African Development Coordination Conference
SOF	Source of funds
SSATP	Sub-Saharan Africa Transport Policy Program
T&T	Trade and Transport
TCCA	Transit Transport Coordination Authority of the Northern Corridor
TF	Trust Fund
TOR	Terms of Reference
TRL	Transport Research Laboratory
UEMOA	Union économique et monétaire ouest africaine
UM	Urban Mobility
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
VTTP	Village Travel and Transport Program
WAEMU	West African Economic and Monetary Union
WBCG	Walvis Bay Corridor Group

THE SUB-SAHARAN AFRICA TRANSPORT POLICY PROGRAM (SSATP)

The Sub-Saharan 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 program has evolved over the years into a flexible means for developing and promoting such a framework.

An international advisory committee which first met in 1987 (chaired by UNECA) initially coordinated the Program's activities. The principles and the coverage of the Program were laid down at a meeting of this committee in Oslo in 1988. By 1992, policy reform had emerged as the prime focus of attention. To emphasize this, the name of the Program was changed to the Sub-Saharan Africa Transport Policy Program and by that time was being implemented through five components.

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

From the outset, it had been agreed that management of the program should be undertaken by the World Bank (whose leadership in transport support programs was undisputed) so as to take advantage of the Bank's management capacity, and to ensure maximum read-across between policy development and operational programs.

Progress to date has been made possible with the support and guidance of up to 15 bilateral donor agencies and the World Bank, both through direct support to program management and through the provisions of investment programs. Fourteen countries in Africa now have Road Boards or Road Funds (some of which finance rural road maintenance), ten countries have adopted appropriate rural transport strategies and clean air initiatives have been launched in Ouagadougou, Dakar, Cotonou and Abidjan. At least 15 countries have railways, airports or seaports run with private sector participation.

In 2000, following indications from beneficiaries that elements of the program were in danger of becoming supply rather than demand driven, donors and stakeholders held a series of meetings in Washington and Copenhagen at which were agreed a number of objectives for the program (the development of a program as opposed to a component driven approach alongside untied funding), and the establishment of a governance framework to improve accountability and transparency. At the same time it was agreed that a comprehensive study of the program be undertaken in 2001 to review its status, and recommend long-term strategic goals.

EXECUTIVE SUMMARY

Organization of the Report

The report is based on the Interim Work Plan for 2001 issued in February 2001 following discussions with donors at the Initial General Assembly Meeting held in Copenhagen. At that time a three-year program had been presented and discussed, and it was agreed that this interim program should be prepared.

This executive summary includes a presentation, in tabular form, of all the planned activities under the Interim Work Plan, and what was actually achieved. Additionally financial statements set out actual expenditure in terms of components, activity categories, trust fund and World Bank allocations, and WB SAP accounting system codes and cost categories. Expected expenditure against actual, by component, is also included.

The second part of the report goes into detail, component by component, with regard to the tabulated activities set out in this summary.

Overview

The year 2001 saw stabilization of program management as the recently appointed RTTP and RMI component managers fully assumed their responsibilities, and a new full-time program manager took up the post in May. In June, a full time RMI specialist joined the team further increasing management capacity. Set against these gains was the fact that the 2001 Interim Work Plan developed from discussions with donors at the November 2000 Copenhagen meeting, elicited little response, and trust fund resources for the year fell by about 20% compared with 2000.

Adding to these concerns was the fact that during the year the number of bilateral donors actively engaged with the program fell from 10 to 5. However, generous additional assistance from the World Bank (more than doubling its 2000 contribution) and Denmark (whose support ran at 2.5 times 2000 levels) brought overall funding up to 2000 amounts of round about \$3 Million.

Successful RMI and RTTP coordination committee meetings held in Saly, Senegal, in May, did much to build confidence between the SSATP team members and coordinators, and saw the institution of arrangements to ensure full coordinator participation in meeting planning for the future. Likewise, the decision of the SSATP Board to invite coordinators' representatives to visit Washington at the time of the Board meeting which had been

scheduled for early July enabled a number of issues to be discussed directly between the Board and coordinators.

Although funding was about \$500,000 lower than required by the interim work plan, much was accomplished. Components whose funding suffered most included Trade and Transport and Railway Restructuring, whose programs were hardly visible. RTTP also experienced serious shortfalls as TF replenishment did not match expectations and activities in the second half of 2001 were obliged to be drastically curtailed.

Program Management (PM)

As noted earlier a full-time program manager joined the team in May 2001 helping to consolidate the stabilization process which had commenced with the introduction of the SSATP "Governance Framework" (formally defined in February but agreed in late 2000), and the appointment of the two new RMI and RTTP component managers at the end of 2002.

PM continued to provide core dissemination services to components through publication of technical notes and working papers, through continuous updating and management of the SSATP website, and the introduction and distribution of CD-ROMs.

The contract for the SSATP strategic study was awarded to the Netherlands Economic Institute (NEI) in April 2001, consultations with stakeholders continued through June, a first draft report was submitted in July, and the review process culminated in a meeting in Brussels in September. Outputs were reformatted into an expanded "stand-alone" executive summary and a main report and annexes.

As part of the strategy to 2006 principal recommendations included:

- The program should promote integrated transport sector policy development as the overall framework for current component approaches
- After a consolidation phase, convergence of components into a program approach should be accomplished
- Decentralization should be part of the transition strategy
- Funding should be fungible, untied, and the program should have its own shadow accounting system

A major PM task involving the full SSATP team (all components) was the formulation between August and October of a Business Plan (BP) for the years 2002/2003 set within the longer term strategic framework emerging at the time from the NEI study.

The 2001 AGM was held in Stockholm, Sweden, but was poorly attended. Principal outputs included:

- Referral back to SSATP management of the BP for improvement and restructuring of the 2002 program to fit secured funding of \$2.3M (compared with \$4.7M needed for full BP implementation)
- Suspension of UM and RR components as a condition of some donor support (Sweden)
- Referral back to SSATP management of the 2001 annual report for improvement
- Agreement that beneficiary governments would be invited to attend the 2002 AGM

Summary of Main Achievements in 2001 - Program Management		
Planned Activities	Achievements	Notes
Reorienting program towards a program approach	Business Plan for 2002/2003 produced based on long term program approach objectives	
Management and administration	Team building and communications strategies implemented Coherent analytical approach to activities introduced Documentation and meeting arrangements (2001 AGM) New governance arrangements implemented (Board meetings etc).	
Managing SSATP strategic study	Structured review process implemented with a wide range of participants. Satisfactory product with clear strategic goals produced	

Trade and Transport

Trade and transport made some little progress towards undertaking the implementation of an observatory of practices on the Ouagadougou – Abidjan, Lome, and Tema transit corridors. But this progress was slow due to difficulties in establishing the essential private/public sector partnerships between UEMOA and transporters' organizations. However, with the SSATP Board membership now including Marcel Nikiema, a key private sector business man with strong links to REAO, the transporters' network, it is to be hoped that these obstacles will be overcome.

Summary of Main Achievements in 2001 - Trade and Transport (T&T)		
Planned Activities	Achievements	Notes
<ul style="list-style-type: none"> • Transport and Trade Facilitation Audits to assess logistics chains for specific commodities • Case studies to assess the impact of freight transport infrastructure on industrial production, jobs and poverty 	<ul style="list-style-type: none"> • Consultants selected for audit in Madagascar • Partnership formed with UEMOA/WAEMU to undertake studies along three West African transport corridors. Work to begin in 2002 	<p>Work to begin in early 2002</p> <p>Interest also expressed by three southern and eastern African corridors</p>

Urban Mobility

The component was relatively active during 2001, and a successful steering committee meeting was held in Accra in April. The success of the clean air initiative (which received much component support), and the agreement to phase out leaded petrol from African markets over a three-year period was one of the high points of the year. But recognizing the importance of the issues and its highly technical and specialized nature, it was decided that a separate initiative would now be appropriate.

Summary of Main Achievements in 2001 - Urban Mobility (UM)		
Planned Activities	Achievements	Notes
<ul style="list-style-type: none"> • Micro enterprises and Small and Medium Enterprises: Based on existing studies, assess impact of regulatory framework on transport enterprises • Road safety and non-motorized transport (NMT): Guidelines to be prepared on NMT based on Kenya and Tanzania experience Assessment of awareness and problem sites in two cities • Clean Air Initiative: Action plans to be prepared to reduce air pollution in four cities Regional seminar planned • Institutional Reform Continuing support to AGETU (urban transport agency in Côte d'Ivoire) 	<ul style="list-style-type: none"> • Studies on four cities finalized as SSATP Working Paper #54 • Information gathered but not yet analyzed due to resource constraints • Conference held in June 2001; two seminars in November 2001 • Continued assistance to AGETU during 2001 	<p>Separate paper exists on financial aspects</p> <p>Given importance and specialized nature, this has become a separate initiative</p> <p>Agency is addressing institutional fragmentation in urban transport</p>

Railway Restructuring

This was a disappointing year. Preparation of the concessioning toolkit, for which it is believed there remains some demand, was stalled. Efforts were in hand at year's end to re-engage with the consultancy concerned so as to finalize the matter.

Summary of Main Achievements in 2001 - Railway Restructuring (RR)		
Planned Activities	Achievements	Notes
<ul style="list-style-type: none"> • Preparation of a toolkit for railway concessioning • Support for railway concessioning agreements 	<ul style="list-style-type: none"> • Work on toolkit has not progressed • Fourteen concessioning agreements are in various stages of development: (i) railways in Côte d'Ivoire/Burkina Faso, Cameroon, Malawi, & Gabon already under concession; (ii) concessioning agreements under evaluation and negotiation in Mali/Senegal, Mozambique (2 railways), Zambia & Tanzania; (iii) consultant selection underway in Benin/Niger; (iv) process soon to be launched in Kenya, Zimbabwe and Uganda 	<p>This is less pressing now given the present pace of railway concessioning. Discussions also have been held in Togo, Nigeria and Ghana but little progress.</p>

Rural Travel and Transport

RTTP was the best endowed of all the components in 2002 with dedicated UK and Irish trust funds providing nearly \$600,000 and other TFs with World Bank allocations bringing the total amount up to nearly \$1.2 Million. Although this was less than the expected budget set out in the Interim Work Plan, much was accomplished (see Table).

Summary of Main Achievements in 2001 – Rural Travel and Transport Program		
Planned Activities	Achievements	Notes
<p>Country Assistance</p> <ul style="list-style-type: none"> • Cameroon: Rural Transport Strategy to be developed and seminar held • Chad: RTTP activity to begin with a launch workshop in 2001 • Côte d'Ivoire: Studies to be launched for Stage 1 work • Ethiopia: Planned program start-up and pilot activities. Preparing manuals and other documents • Ghana: RTTP work to begin with a rural transport component of an IDA-assisted project • Guinea: Rural transport strategy to be adopted by government • Kenya: A scoping study and workshop were scheduled to begin program activity • Madagascar: Studies already done. Workshop and IDA-assisted project to be prepared in 2002 • Malawi: Consolidate previous years' gains and hold workshops at local level • Mozambique: Follow up on diagnostic study with workshop to discuss options. 	<ul style="list-style-type: none"> • Strategy still being developed; workshop postponed until 2002 • Workshop held but there has been delay in consultant recruitment for initial studies • Studies delayed due to political situation, but Steering Committee named • Pilot operations in four <i>Weredas</i>; manuals drafted • Only one workshop held; transport project still under preparation • Rural transport strategy not adopted, but program held workshops on gender and rural transport • Scoping study delayed • Workshop held in February 2002. Developed rural transport strategy which government has accepted. Rural Transport Unit Created • Local RTTP unit helped formulate a rural roads project and formulated rural access and mobility program • Department of Regional Roads created which demonstrated government commitment • Rural transport strategy workshop in 	<p>Study to be implemented before June 2000</p> <p>Studies to be implemented in second quarter of 2002</p> <p>Nomination of Steering Committee to be done in 2002</p> <p>Planning for study to be initiated in 2002</p> <p>Multi-donor rural transport project scheduled for approval in mid-2002</p> <p>National workshop planned for 2002</p> <p>RTTP work to be</p>

<ul style="list-style-type: none"> • Nigeria: Help with regional workshops to prepare a strategy and design pilot project • Senegal: Project document to be prepared • S. Africa: Stage 1 activity to begin • Tanzania: Work to resume on rural transport policy and gender • Uganda: Stage 1 activity to begin • Zambia: Draft program document was expected to be approved by Government • Zimbabwe: Stage 1 diagnostic study planned <p>Thematic Work:</p> <ul style="list-style-type: none"> • Knowledge Generation: Rural transport knowledge base to be completed and training materials prepared • Promoting IMT: Production and distribution of materials on IMT • Mainstreaming gender: Establish Gender and Rural Transport (GTRI) as a separate initiative <p>Dissemination</p> <ul style="list-style-type: none"> • RTTP dissemination strategy to be finalized 	<p>February 2001, but draft strategy inadequate</p> <ul style="list-style-type: none"> • Program document prepared and workshop held • No progress; interest slow to develop • RTT featured in new rural development policy. Workshop held • RTTP lacked capacity to pursue program <ul style="list-style-type: none"> • Program affected by political situation. Draft not finalized • No progress due to political situation <ul style="list-style-type: none"> • Completed in 2001 and translated into Spanish and French. Soon on website and CD ROM • Website commissioned; production of training materials delayed • Regional workshop recommended making this a separate entity after 2003 • Discussed in RTTP Coordinators Meeting in November 2001. Web page to be improved and help provided for country-specific materials • Five working papers and technical notes published and made available on website 	<p>finalized in con-junction with a Bank project</p> <p>Pilot village transport project finishing and to be replicated</p> <p>Draft to be used in preparation of a new roads project</p> <p>Training materials to be available in 2002</p> <p>Network for RTTP Coordinators and other interested parties to be prepared in 2002</p>
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FINANCIAL TABLES

Table 1 – Total Resources for 2001 by component and by source of funds

SSATP Resources CY2000 by SOF (US\$)

Partners		SSATP	RMI	RTTP	UM	T&T	RR	TOTAL
Denmark	TF023674	304,525	60,275	137,100	126,388			628,288
Norway	TF020682		10,320					10,320
UK	TF020924	4,903		313,746				318,649
Netherlands	TF023186		2,476					2,476
Netherlands	TF023185				74,183			74,183
Ireland	TF024321	3,379		282,281				285,660
Switzerland	TF024810	114,516	85,846	81,012				281,374
Sweden	TF026000	108,796	230,815	6,791				346,402
Belgium	TF026340				47,418			47,418
France	TF028197	3,757	6,682	7,075	67,135		1,290	85,939
Denmark	TF028421		33,786					33,786
BB		154,988	201,765	366,733	136,825	45,850		906,161
Grand Total		694,864	631,965	1,194,738	451,949	45,850	1,290	3,020,656

Partners		SSATP	RMI	RTTP	UM	T&T	RR	TOTAL
Denmark	TF023674	44	10	11	28	0	0	21
Norway	TF020682	0	2	0	0	0	0	0
UK	TF020924	1	0	26	0	0	0	11
Netherlands	TF023186	0	0	0	0	0	0	0
Netherlands	TF023185	0	0	0	16	0	0	2
Ireland	TF024321	0	0	24	0	0	0	9
Switzerland	TF024810	16	14	7	0	0	0	9
Sweden	TF026000	16	37	1	0	0	0	11
Belgium	TF026340	0	0	0	0	0	0	2
France	TF028197	1	1	1	15	0	100	2
Denmark	TF028421	0	5	0	0	0	0	30
BB		22	32	31	30	100	0	30
Grand Total		100%	100%	100%	100%	100%	100%	100%

Note: BB = World Bank budget allocation

TF = Trust Fund allocation

Table 2 – Actual Expenditure against Planned (Interim Work Plan)

Component	2001 Interim Work Plan	Actual Expenditures
	All figures in US \$	
SSATP Program Management	619,000	728,382
RTTP	1,589,000	1,115,050
T&T	360,000	48,850
RMI	405,000	666,021
UM	540,000	464,063
RR	45,000	1,290

Table 3 – Resources by activity and component

	SSATP	RMI	RTTP	UM	T&T	RR	TOTAL
TRUST FUNDED							
Country Support							
workshops/studies	-	25,234.00	34,609.00	23,051.00	-	-	82,894.00
coordinators/other costs	278,668.00	121,191.00	432,740.00	169,296.00	-	-	1,001,895.00
Regional Support							
consultants & travel costs	136,394.00	279,036.00	176,780.00	48,606.00	-	1,290.00	642,106.00
workshops & studies	158,332.00	38,795.00	84,188.00	86,285.00	-	-	367,600.00
coordinating meetings	-		20,000.00		-	-	20,000.00
Sub total	573,394.00	464,256.00	748,317.00	327,238.00	0.00	1,290.00	2,114,495.00
BANK FUNDED	154,988.00	201,765.00	366,733.00	136,825.00	45,850.00	-	906,161.00
TOTAL	728,382.00	666,021.00	1,115,050.00	464,063.00	45,850.00	1,290.00	3,020,656.00

Table 4 – Expenditure breakdown categories (against WB SAP account system codes)

Cost Element	SOF	SSATP	RMI	T&T	RR	UM	RTTP	TOTAL
BB		All costs in US \$						
SALARY		141,967	62,740	41,124	0.00	89,441	236,510	571,782.00
BENEFIT		0.00	-	0.00	0.00	0.00	-	0.00
INDIRECT		0.00	-	0.00	0.00	0.00	-	0.00
AIRFARE		8,638	40,739	3,109	0.00	20,233	44,394	117,113.00
SUBSISTANCE		3,998	24,638	1,426	0.00	3,237	19,358	52,657.00
PRESS CONF/MTG		0.00	65,524	142	0.00	0.00	28,384	94,050.00
TELEPHONE		152	197	49	0.00	837	349	1,584.00
OTHER		16	3,132	0.00	0.00	1,504	9,773	14,425.01
REPRESENTATION		217	96	0.00	0.00	0.00	-	313.00
LUMP-SUM CONSULT.		0.00	-	0.00	0.00	20,311	27,965	48,276.00
TRANSL/PROOFREAD		0.00	4,699	0.00	0.00	1,262	-	5,961.00
	Sub Total BB	154,988	201,765	45,850	0.00	136,825	366,733	906,161
TF								
SALARY		139,078	54,864	0.00	-	97,186	180,896	472,024
BENEFIT		69,536	27,424	0.00	-	41,592	86,556	225,108
INDIRECT		64,039	18,279	0.00	-	25,015	139,597	246,930
AIRFARE		50,664	95,885	0.00	-	24,726	91,037	262,312
SUBSISTANCE		15,348	10,542	0.00	-	7,561	39,400	72,851
PRESS CONF/MTG		-	18,174	0.00	-	23,051	22,405	63,630
TELEPHONE		418	1,206	0.00	-	25	4,251	5,900
OTHER		11,789	3,635	0.00	-	1,159	6,785	23,368
LUMP-SUM CONSULT.		-	25,234	0.00	0.00	5,505	0.00	30,739
TRANS/PROOFREAD		-	2,163	0.00	-	6,592	0.00	8,755
Misc. & Contingency		6,015	7,032	0.00	-	0.00	42,204	55,251
Short Term Consultant		58,175	149,594	0.00	0.00	15,135	35,307	259,501
Contractual Consultant		158,332	38,795	0.00	0.00	74,188	74,188	345,503
Software Purchase		-	0.00	0.00	-	0.00	0.00	0.00
Honorarium &Royalty		-	0.00	0.00	-	0.00	0.00	0.00
Participant Costs		-	0.00	0.00	-	0.00	0.00	0.00
Training External		-	11,135	0.00	-	5,503	25,153	41,791
Housing Allow- Utility		-	0.00	0.00	-	0.00	538	538
Supplies/Rent/Lea se		-	294	0.00	-	0.00	0.00	294
	Sub Total TFs	573,394	464,256	0.00	1,290	327,238	748,317	2,114,495
Grand Total BB & TFs								3,020,656

PROGRAM MANAGEMENT

Development Objectives

The overarching development objective for 2001 reflected in the Interim Work Plan was to develop and execute the strategic direction of the program in accordance with the stated mission of the SSATP. Associated with this was the need to reflect reorientation of the program to a “program approach”.

Outputs Planned for 2001

The Interim Work Plan discusses activities (hence outputs) in general terms:

- Reorienting program to adapt to a program approach
- Supervising, advising, and supporting components
- Management and administration at program level
- Administering the SSATP study and review

Outputs Achieved in 2001

Program Approach – Components – Management and Administration

The program approach which emerged as an objective during the May/June 2000 Washington Business meeting (along with the desirability of non-tied funding) was addressed principally through the medium of the Business Plan (BP) for 2002/2003, and the establishment of a long term strategic framework for that plan.

This entailed ensuring, to the extent possible, coherence with the outputs of the strategic study (see below) which was in its final stages as the BP was being formulated. The approach adopted was to take the mission statement and to distill specific poverty related goals so that a logical analysis could be undertaken of both the short-term elements of the BP and the overall long-term strategy. It was decided after a period of consultation and discussion within the team that the primary foci should be the costs of transport services and affordable access and mobility for the poor.

A logical framework approach was adopted both for the program as a whole, and for each of the contributing components. By adopting the same goals it was then possible to ensure a modicum of coherence and to demonstrate that a program approach was desirable on grounds of efficiency, and so that priority transport related policy objectives and issues such as HIV/AIDs mitigation, road safety, gender and environmental planning, could be

accommodated as may be appropriate within the program's policy development promotion and facilitation activities.

These approaches were consolidated into the formulation of the BP, and working very strongly as a team, SSATP core staff, both in DC and in country offices, formulated the document which was circulated to donors and partners in October.

This exercise did much to bring components together as well as providing a coherent framework within which supervision and advisory functions were located.

Communications received much attention with the commencement of a series of Program Management Notes being circulated to coordinators, members of the SSATP team, donors and partners so as to keep audiences informed of both trends and significant news. A Newsletter also issued during the year, performing much the same function but on a more formal, and larger stage.

Dissemination, always a key strength of the program, was maintained to high standards, and the translation and publication services offered to component managers never faltered. "Hits" on the SSATP website remained in the top 5 of the World Bank's Africa Region Web. However, recognizing that many in Sub-Saharan Africa may not have quality Internet access, the program commenced the production and distribution of CD-ROMs. The first, which included all the 160 SSATP publications available in electronic format (both French and English versions) issued in October.

Governance, the SSATP Board, the AGM

Governance arrangements (see below) require structured relationships between the SSATP Board, management, the Constituent Assembly (CA), and the Annual general meeting. The year saw these arrangements put into practice, generally successfully. Telephonic Board meetings were held from time to time, and 2 "face to face" sessions, in Washington DC in July, and in Stockholm in November.

The first meeting of the CA was held in Stockholm in November, immediately preceding the AGM. The CA, which has responsibility for selecting and approving the composition of the SSATP Board, decided to maintain the Board as established at the Copenhagen meeting in 2000, and as augmented by the appointment of Marcel Nikiema, representing the private sector.

The record of the AGM is maintained in the minutes distributed soon after the event, and discussed in program management notes and other communications. The agreement of participants to widen membership to beneficiary countries is expected to improve attendance and the approach to issues. The outcome of the meeting, which discussed the 2000 Annual Report and the 2002/2003 BP was that taken together, donor and WB funding for 2002, would appear to be limited to about \$2.3M compared with the \$4.7M required by BP activities. Additional, generous, donor funding pledges from Ireland (RTTP) and Sweden

(untied) were made in recognition of the very constrained funding outcomes of the meeting, and were contingent upon RR and UM components being suspended.

Following the AGM, the BP was revised to take account of donor concerns and an annex formulated in which was set out an Interim Work Program for 2002, set within the budgetary constraints which were clarified in Stockholm.

The Strategic Review

In discussing the strategic review it will be helpful to place the exercise in its historical context. The issue of program framework and governance within an evolving environment was discussed in the SSATP Business Meeting which took place May 30 to June 1, 2000 in Washington. There was concern that the Program objectives needed to be defined more clearly and reporting improved. Issues of Program focus, governance and structure were discussed and defined. It was agreed that a restructuring of governance arrangements would: (i) ensure African participation in setting and implementing Program priorities; (ii) formulate the role of African institutions, countries, donors and other partners; and (iii) ensure accountability to stakeholders. Furthermore, it was agreed that the SSATP (i) would take a Program (sector-wide) approach; (ii) increase collaboration across components; and (iii) ensure the participation of stakeholders. The Business Meeting discussed a new governance structure for SSATP, including a Board of Directors and an Annual General Meeting. The roles of the Board, the Advisory Group, the Program Manager and other actors were also discussed. It was decided that the Program should be subjected to a formal evaluation during 2001 to establish objectives and suggest means of measuring success.

The Initial General Assembly met in Copenhagen in November 2000. Issues related to program governance were further discussed. Provisions were made for a Constituent Assembly (CA) composed of one representative each from donors and ECA. The Annual General Meeting (AGM) would be the link between the Program management, the Board of Directors and the Program partners. The Board of Directors is elected by the AGM and has one representative each from a multilateral institution, the beneficiary governments, the private sector and the donor community. It meets twice a year.

The Strategic Review of SSATP was undertaken by the NEI during 2001 and issued in October 2001. It supported the view of many stakeholders that the program needs to adapt as its strategy to 2006 a more holistic or programmatic approach in all respects – strategy, management and financing. The first step towards a program approach had already been taken with the decision to adopt a more integrated approach at the Business Meeting and the Initial General Assembly in 2000. This is in line with a gradually changing perspective on the facilitation of transport policy development from creating awareness and creating reform to a more dynamic, continuous process of policy development encompassing all areas of transport in an integrated context. Management of the components should continue separately in the short term. However, in the long term a program approach will be implemented. Organization and management should change with the appointment of

national coordinators in partner countries, who would coordinate SSATP activities as a whole. SSATP management would be strengthened gradually transferring more management tasks to Africa and establishing closer collaboration with sub-regional organizations with similar missions. African involvement would increase by adapting the content of the program more to local needs.

In order to ensure the widest possible "ownership" of the study's outputs, a rigorous review process accompanied the work of the consultants. Following the issuing of the first draft report in July 2001, it was circulated to a wide audience both within the World Bank, and amongst all stakeholders, donors partners. All were invited to comment, and many did. Comments from within the WB were assembled into a dossier and forwarded to the consultants, while external reviewers communicated directly with NEI.

A review meeting was held in Brussels (courtesy of the EC's DG-VIII) in early September during which the consultants responded to comments received, and participants, in turn, gave their views on those responses. It was agreed that the consultant would address the key issues which emerged and reformat the report into two parts. The first, a stand-alone synthesis would have the character of an extended executive summary. The second part would contain the main texts and numerous annexes. This format, it was believed (and turned out to be) much more reader friendly than the traditional style of report. The final version was submitted in October.

ROAD MANAGEMENT INITIATIVE

Development Objectives

Economical road transport is essential for addressing poverty and economic growth in Africa. RMI works closely with client countries to identify the underlying causes of poor road maintenance policies and develop policy reforms to bring about sustainable maintenance for all types of roads. The key recommendation that has emerged from earlier phases of RMI is commercialization: charging for road use on a fee-for-service basis and managing roads as a business enterprise. Since governments own most roads, implementing this concept requires reforms in ownership, financing, responsibility and management. During the current phase of RMI the objectives are (i) to sustain and deepen the dialogue on policy reform; (ii) to improve the quality and flow of information related to improvements in road maintenance; and (iii) to promote systematic assessments of results to date. A fourth objective is subject to resource availability: assessing road management reform in the region.

Outputs Planned for 2001

Coordination and Development of Country Programs

This was to include holding seminars and workshops with papers presented by the RMI team, country coordinators and consultants. Proceedings of these seminars would be produced and distributed.

Research

This was to involve developing and disseminating methodologies and instruments for improved road sector management, as well as initiating work to assess experiences to date on road sector reforms.

Dissemination and Reporting

This would involve:

- (a) Producing four Working Papers and five Technical Notes to disseminate knowledge generated by RMI.
- (b) Disseminating monitoring tools using the Internet and the RMI portion of the SSATP website, possibility including an RMI road sector database;
- (c) Producing and disseminating a video on Road Management in Africa: From Principles to Practice: The Cases of Ethiopia and Ghana.

- (d) Launching the SOURCE methodology for performance assessment of road networks.
- (e) Developing draft outlines of two future working papers to extend the theme of assessment of road fund performance, i.e. effective road user participation in road management, experience in the generation of additional road sector financing.
- (f) Participating in the First Africa Technology Conference in Tanzania in May to present a paper and develop a network of interested parties.
- (g) Sponsoring a road maintenance seminar in conjunction with the 2001 meeting of the African Road Directors Association (ADAR) and exploring links to the newly formed Association of Southern African Road Agencies (ASANRA).
- (h) Enhancing the internal website to include the RMI sector database and to include a quarterly electronic newsletter called "Update".
- (i) Producing a World Bank Research Observer Paper targeting macroeconomists to assess the policy framework for setting up road financing mechanisms.
- (j) Developing a version 2.0 of RED for the analysis of how to pursue the maintenance of low traffic roads.

Program Management

- (a) The core team of the RMI would be reestablished.
- (b) A review of the RMI vision goals and strategic programs would be undertaken in seven member countries.
- (c) The 15th RMI Coordinating Committee Meeting would be held tentatively in June 2001.

Outputs in 2001

Coordination and Development of Country Programs

Availability of resources curtailed the effort that could go into country program support in 2001. However, progress was made in a selected number of countries towards improving the integration of RMI advice on policy formulation and implementation through the preparation and implementation of sector investment programs, financed by the World Bank and other donors. This type of assistance was determined to be more appropriate, particularly in the countries where RMI was already established, than holding formal seminars and workshops (although in some cases these were also organized). The specific examples of country program support in 2001 are given below.

A second-generation road maintenance fund (RMF) was created in **Madagascar** in 1999. A review of the RMF in June 2001 by Louis Fernique of the RMI revealed the following issues:

- (i) the legal basis of the RMF needs adjustment to reflect the road sector restructuring that is ongoing in Madagascar (decentralization), and to ensure true autonomy of the fund

(particularly from interference by the Ministry of Works); (ii) a truly independent external technical and financial audit is required; and (iii) the share of the road user charges that contribute to the fund needs to be aligned with the policy of the government. It was 10% in 2001 but should have been 30%; in 2002 it should be 50%. As a result of the review, a new statute of the RMF has been developed and adopted to address the above issues. An external technical and financial audit and an increase of the road user charge contribution to the RMF are conditions of negotiations for a U\$27 million rural transport project that has been prepared jointly with other donors.

Ajay Kumar undertook work on the review and analysis of Road Fund performance in three countries as follows:

Uganda: A review of the performance of road management and financing arrangements in Uganda. This review documented Uganda's experience and provides a comparison with road reforms initiated in other RMI countries over the past few years. This will be reflected in a forthcoming SSATP Discussion Paper.

Tanzania: A review of performance of the Road Fund Administration in providing adequate and sustainable funding for road maintenance over the past two years. This review assessed the performance of Tanroads as the executing agency for national roads and local governments for district and urban roads. It also documented the experience for discussions with key stakeholders and provided guidance on performance agreements between Road Fund Administration and the executing agencies. This experience is leading to further work on Tanzania in 2002 as the country has been identified as an "intensive program" for that year.

Ghana: A review of performance of the Road Fund in Ghana. This documents a discussion of the annual work program with the RMI coordinator. With a new coordinator to be put in place shortly and with national sector objectives being revisited under a new government, a country review is proposed for 2002 to reconfirm and extend the scope of RMI in Ghana.

Torben Larsen undertook a mission to **Tanzania** to assist the country coordinator with a review of RMI objectives and program components. Specific attention was paid to the integration of the poverty reduction objective into road sector programs, the country coordinator being heavily involved in the national Poverty Reduction Strategy Paper (PRSP) process. He has also joined Stephen Brushett on operational missions to **Zambia** and **Malawi** to cover a review of country RMI objectives and program components. Also discussed was Malawi's participation in a project-funded workshop to review the progress of institutional reform in the road sector and to set out actions to raise road management capacity in the future.

Research and Dissemination

Working Papers: One SSATP working Paper on the Assessment of Selected Road Funds in Africa was issued. A second on Africa's Road Sector: Making it Happen was removed from the program. Two Working Papers on the Appraisal of RMI Concept Implementation in Sub-Saharan African Countries and a Review of the Road Sector in Sub-Saharan Countries were prepared in draft and will be updated and revised for publication in 2002 when additional field research and data collection has been carried out.

Five SSATP Technical Notes were completed during 2001. These included notes on the Road User Charges Model, Introducing the RMI Road Sector Database, Forecasting Vehicle Fleets in Sub-Saharan African Countries, Implementing Second Generation Road Funds: Lessons from Experience, and Reforming Road Management in Sub-Saharan Africa.

A video was produced and disseminated on Road Management in Africa from Principles to Practice: The Cases of Ethiopia and Ghana. This demonstrates to stakeholders and opinion leaders in member countries the advantages of implementing the RMI management system.

The English version of the SOURCE methodology for performance assessment of road networks in Sub-Saharan Africa was produced in during 2001. The French version had already been available prior to 2001. An RMI workshop was held in December 2001 in Guinea under the authority of the Minister of Works and Transport to review the SOURCE methodology.

There was no progress in developing drafts of two future working papers which would enlarge upon the theme of assessing road fund performance, i.e. effective road user participation in road management and experience in generating additional road sector funding.

RMI sponsored a road maintenance seminar in conjunction with the November 2001 meeting of the African Road Directors Association (ADAR) and explored future links with ANANRA at the Annual Meeting in Saly, Senegal in May 2001 (see below).

The external website has been improved to include the RMI sector database and a quarterly electronic called "RMI Update," of which two editions were actually completed and posted on the website during 2001.

The "World Bank Research Observer" article was drafted and substantially completed by Ken Gwilliam and Ajay Kumar) and will be considered for publication in 2002.

Version 2.0 of the RED for the analysis of low traffic roads has been completed and posted on the website. It includes: (i) computation of the implied elasticity of demand of generated traffic if one enters the generated traffic as a percentage of normal traffic; (ii) consideration of the non-motorized traffic methodology of HDM-4 along with the implementation of all the HDM-4 road user cost equations; (iii) graphical presentation of the results in the

network analysis module; and (iv) indication of which inputs are required. Further dissemination of the model within the Bank was pursued and a workshop was held for team leaders.

Component Management

The Core RMI team has been reestablished. Mr. Stephen Brushett is now the RMI Component Manager. Mr. Torben Larsen joined in June 2001. Mr. Louis Fernique joined the RMI team in November 2001 and is based in Brussels. Both joined as trust fund financed consultants with terms of two years and will work with the Component Manager on both country support and thematic elements of the program. The program has also benefited from specialist services of Ms. Sandra Giltner (video, communications), and Mr. Rodrigo Archondo-Callo (models, database). Mr. Ajay Kumar (Consultant Transport Economist) also provided substantial inputs into a number of the program's activities in 2001. RMI also benefited from the assistance of Mr. Nicolas Gohel, an intern from the École Nationale des Ponts et Chaussées in France with the World Bank Africa Region on a one-year secondment from mid-2001.

The 15th Annual Coordinating Committee Meeting was held in Saly, Senegal in May 2001. Proceedings of the meeting were published as SSATP Working Paper No. 60. This was a largely positive event which enabled participants to: take stock of the program achievements to date; renew commitment of program members to RMI goals while emphasizing the ongoing need for stronger advocacy support; and set in train a process of increasing formal membership of the RMI in order to strengthen the partnership possibilities. In fact four countries – Senegal, Chad, Burundi, and Guinea - joined during the second half of 2001. Zambia and Guinea were selected as country representatives to participate in the Task Force to follow up on recommendations and to plan the next meeting.

The review of RMI vision, goals, and strategic programs in seven countries was published as SSATP Working Paper No. 62 and discussed at the Annual Meeting. The paper, authored by consultants M.I. Pinard and S.M.A. Kaombwe, reflects the outcome and recommendations emanating from a detailed survey of RMI stakeholders in seven countries – Ghana, Kenya, Malawi, Tanzania, Uganda, Zambia and Zimbabwe.

An and interim meeting of RMI coordinators in September 2001 in Lusaka made progress in the preparation of terms of reference, reporting arrangements and indicators of performance and criteria for RMI membership which in turn contributed to the preparation of the SSATP 2002-2003 Business Plan.

In view of the insufficiency of funds to implement the full Business Plan, the SSATP management has opted to work to an Interim Work Plan for 2002 calibrated to the level and certainty of resources available. Under the 2002 Plan, the budget for RMI amounts to nearly

US\$ 601,000 of which US\$ 363,000 is secured from tied bilateral donors and the balance is to be funded by untied resources. This would represent a 50% increase over the 2001 expenditure but would be less than 60% of the Business Plan amount. Even with this reduced amount, the program will be able to deliver a range of knowledge accumulation and dissemination activities, foster partnerships and hold conferences and works to support RMI implementation. By contrast, country support activities have been mostly suspended, with the provision that alternative funding sources will be actively sought.

Resources

See Financial Tables above

Progress in Achieving Development Objectives

RMI has fallen short of achieving the goal proclaimed in the Yaoundé Declaration of attaining sustained road maintenance by the year 2000. Nonetheless, there have been a number of important achievements towards this end:

- The commercialization concept has now been well-accepted and considerable progress registered in many member countries. A survey of members' views in seven countries indicates the almost unanimous acceptance of the RMI principals and reform agenda. What is now needed is develop approaches to support continued advocacy of reforms in member countries in order to sustain this positive direction.
- RMI has moved from developing concepts to facilitating their implementation. It is now monitoring outcomes through the development of innovative strategic policy formulation and monitoring tools, the latter both at the level of implementation of the four building blocks and at the level of cost-effective surveying of road conditions.
- During 2001 the program was able to provide only limited direct support for the implementation of RMI programs at the country due to a lack of personnel and financial resources. Despite this, RMI inputs into operational programs supported by the Bank and other donors have started to improve the link between policy implementation and preparation and implementation of sector investment programs.

Impacts

It is necessary to distinguish between long and short term impacts, and to consider what can reasonably be evaluated in a report covering only twelve months of a program which has been running for a decade. The program is about policy development and implementation. The immediate impact, generally speaking, is the adoption of better policies. The longer term impacts on the ground, better maintained roads etc., entail lead-times such that the effects of activities carried out in 2001 on sector performance cannot yet be assessed.

However, it should be noted that in 2002 a major activity will be launched to collect data on the impact of the road policy reforms on financing and expenditure for roads as well as on the qualitative impact of reforms.

Lessons Learned

- Completion of institutional reforms and achieving the desired impact requires capacity development at all levels, access to appropriate management tools and effective operating procedures.
- Strategic priorities for RMI are (i) advocacy, good governance and ownership; (ii) building capacity and resources for sustainable management; and (iii) monitoring, evaluating and disseminating lessons learned.

THE RURAL TRAVEL AND TRANSPORT PROGRAM (RTTP)

Development Objectives

The objective of the RTTP is to better the livelihood of rural people by improving access to basic goods and services. RTTP supports the participatory formulation of national policies and programs that aim to: (i) improve the planning, financing, building, and maintenance of rural transport infrastructure; (ii) improve rural transport services and mobility through the adoption of appropriate transport technologies to facilitate people and goods movement; and (iii) promote least-cost methods and the development of local contractors. The generation of knowledge on rural transport and the dissemination of these and of emerging experience from practice within Sub-Saharan Africa are important tools in this work.

Outputs Planned for 2001

Country Assistance

The key challenge laid out for 2001 was to (a) assist all existing member countries to formulate rural transport policies and strategies and have them approved by 2003 or earlier and (b) prepare program documents and implementation plans using the resources of the countries and their development partners. To achieve this, RTTP would use its resources to (a) undertake policy work; (b) facilitate the mobilization of resources for other activities such as project preparation and pilot projects; and (c) advise and provide oversight to countries and development partners on projects and activities that promote good policies and practices in rural road management. To achieve this, the RTTP member countries were working at various stages in the SSATP process from (1) diagnosis and analysis, to (2) policy formulation, to (3) policy implementation (see Box A for more details).

Programs planned for 2001 in specific countries were as follows:

Cameroon. RTTP's assistance was planned for Cameroon to define a national transport strategy. Cameroon was in Stage 2 and was being supported by a World Bank financed project. A rural road maintenance strategy was to be elaborated and processed for adoption by government as a full rural transport study and implementation plan by incorporating findings from studies relating to gender, rural transport services, including inland waterways, and intermediate means of transport. A workshop to discuss the draft strategy was also planned.

Chad. RTTP planned to begin activity in Chad by helping to define a national transport strategy in conjunction with an IDA-assisted project. A national coordination unit and steering committee had been created and a national coordinator nominated. A workshop to

launch the program was planned for the first quarter of 2001. RTTP also planned to be involved with an ILO to study labor based rural road maintenance in local communities.

Côte d'Ivoire. RTTP had only been involved in Côte d'Ivoire since 2000; the country was in Stage 1, coordinated by the Ministry of Transport. A steering committee had been created and Mr. Guillaume Abinan was nominated RTTP coordinator. The action plan for the activities of Stage 1 was to include studies to define RTTP assistance. Together with the agricultural team in the Abidjan office, a pilot rural road maintenance project had been designed involving a bottom-up process in four communities. With the NGO PROSAF, RTTP was overseeing a project to develop rural transport services with low-cost motor tricycles.

Ethiopia: Ethiopia was in Stage 3, with the adoption by the federal government of the program document for RTTP. The document incorporated the rural roads and transport strategy for the country. The program had been endorsed by eight regional governments, and the Ethiopian Road Authority (ERA) had been designated the host agency for RTTP. Implementation was to include (a) preparatory/start-up program activities; (b) implementation of identified interventions at the regional level in eight pilot *weredas* (districts); (c) as (b) above but at the zonal level in 56 *weredas*, and (d) scaling-up with activities extended throughout the country. Preparatory activity was to include preparing manuals, training trainers, preparing pilots and preparing information to raise awareness throughout the country. RTTP would also focus on resource mobilization and technical support.

Ghana. Ghana joined RTTP in 1998 and was moving toward Stage 2 with four studies on rural transport completed. These were to be used for policy formulation after validating them in regional workshops. A draft national rural transport policy and strategy was expected with government approval by the end of 2001, enabling Ghana to move to Stage 3. Policy implementation was to begin through a rural transport component of an IDA-assisted project. Approval of the membership of the steering committee was pending a change in Government.

Guinea. A draft rural transport policy and strategy was drafted in 2000 and was to be processed for formal adoption by Government into a Guinea RTTP program by the end of 2001, allowing Guinea to move to Stage 3. RTTP was to support the national coordination unit to finalize the document for adoption. RTTP also planned to establish regional forum groups on rural transport as part of its country information, education and communications strategy. As in Senegal, Guinea RTTP was to be involved in oversight of an IMT pilot project in four regions. This project was to prepare comprehensive documentation (baseline and case study).

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

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

This begins with explorative missions to initiate country dialogue, identify key stakeholders and assess the existing RTT situation. From these missions, usually not more than two persons, should come a decision on whether to undertake further work and what form it should take. When these missions lead to interest in further involvement by the country, the government should submit a formal *Letter of Request for Participation in RTTP*. The letter should indicate the level/ type of membership of RTTP envisaged, include information on the country's expectations from participation and, to the extent possible, the resources required from RTTP and the contribution the country can make (financial or otherwise). A positive reply by the Program would then result in a *Letter of Agreement / Memorandum of Understanding* between the country and RTTP with the obligations of each party spelled out. RTTP cannot not make a resource commitment beyond a period of twelve months even if a longer commitment is envisaged. The signing of this agreement triggers the use of RTTP financial resources for activities in the country and commencement of Stage One. Signatories in the country to the LOA/MOU would preferably be at no lower than Permanent Secretary and at RTTP, the Team Leader.

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

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

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

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

Kenya. After several years of requests from the government and from the Kenya National Forum Group, the RTTP Program agreed to undertake a scoping study to establish the status of rural travel and transport in Kenya and identify the issues and the needed policy response. A workshop to disseminate the study findings was to be held to reach a consensus on a way forward.

Madagascar. RTTP had been involved in Madagascar since 1997, and an RTTP coordinator had been appointed. Various studies were executed and a draft rural transport policy and strategy were drafted putting the country in Stage 2 of the RTTP process. A national expert workshop was planned for early February 2001, which would be followed by government adoption. If this plan was followed, IDA planned to prepare a project to support it which would be appraised in late 2001.

Malawi. Malawi's program document was approved by government in May 1999. In recent years progress in the government's decentralization program had created an improved environment for implementation. Through the IDA assisted Road Rehabilitation and Maintenance Project (ROMARP), the RTTP unit in the Department of Local Government had been strengthened and the unit's role as the focal point for coordination of rural travel and transport issues had been formalized. RTTP activities during 2001 were to consolidate these achievements through local-level workshops to inform the newly created local assemblies about reforms in the roads sector. A second activity would be the development of an information, education and communication strategy that would outline awareness-raising activities for different stakeholders. It was expected that RTTP funding would cease at the end of the year and be replaced by alternative funding.

Mozambique. Diagnostic Stage 1 of RTTP work had been initiated in 2000, which was to be followed in 2000 by a workshop to discuss the findings and reach a consensus on the way forward. This consensus would form the basis for a consultant to propose specific policies and strategies and an implementation plan which together would constitute the program

document for Mozambique. A workshop was planned for April 2001 to discuss an options paper prepared by a consultant. It was expected that by the end of the year RTTP's assistance would have moved to Stage 2 with the drafting of a policy and strategy paper on rural transport and the preparation of a draft program document.

Nigeria. RTTP involvement commenced in mid 1999. A rural transport policy and strategy workshop to discuss it was scheduled in Nigeria for February 2001. If the government went ahead with the planned creation of a road fund, the Bank was to begin the preparation of a rural transport project. The RTTP work, now in Stage 2, was linked to both the process of preparing the national rural development strategy and with the government's newly launched National Poverty Eradication Program (NAPEP). During 2001 SSATP was to help with the organization of the regional workshops, prepare an IEC strategy and advise with the design of a pilot Rural Access and Mobility Project for funding under the NAPEP.

Senegal. Before 2001 Senegal was nearing the completion of the diagnostic Stage 1 phase and embarking on Stage 2 through a workshop planned for the first quarter of 2001 to discuss the findings. Following the workshop, the strategy and program document would be prepared. RTTP was to continue to monitor a NMT pilot that is ongoing in Paos Koto and was to prepare document the results (baseline and case study).

South Africa. The RTTP was to begin Stage 1 activity in early 2001. In close cooperation with the Deputy President's Office, which is coordinating the country's rural development program, the RTTP would first assess the rural transport situation with a scoping study. The findings were to be discussed at a workshop to solicit input from the provinces.

Tanzania. In May 1999, a diagnosis of the present situation prepared earlier was discussed at a workshop and a draft policy statement was prepared, thus taking RTTP's assistance to Stage 2. RTTP work in Tanzania is two-pronged: (a) assisting with the formulation of a rural travel and transport policy and strategy and (b) facilitating the implementation of the multi-donor Village Travel and Transport Project (VTTP). Work developed earlier by MRLGA on a rural development policy was still to be completed. At the instance of RTTP's host, the Ministry of Regional Administration and Local Government (MRLGA), work had been stopped on rural transport policy development to await the outcome of work by MRLGA on a rural development policy. As this work progressed, work was to resume completing the rural transport policy and strategy. Assistance was also to be provided to the RTTP coordinating unit in the use of the *Gender and Rural Transport Monitoring and Evaluation Manual* developed under the Gender and Rural Transport Initiative.

Uganda. RTTP was to begin Stage 1 activities 2001 with the preparation of an issues and options study followed by a workshop to review its findings and to agree on the way forward. The study was to be initiated in the second quarter of 2001.

Zambia. A draft program document was produced in 2000 after extensive stakeholder consultations. It was expected to be approved by government before the third quarter of

2001 to allow RTTP's work in Zambia move to Phase 3, implementation. An Information, Education and Communication Strategy Committee was to be formed to increase awareness of RTT issues and actions being taken by the government to address them. In the first quarter a workshop was to be held to discuss the 'before' findings of the RTTP study on the socio-economic impacts of feeder roads improvement, the conclusions of which would be used to design the follow up 'after' study. The workshop was also to discuss the findings of a related study funded by DANIDA.

Zimbabwe. RTTP's work in Zimbabwe is in Stage 1. A diagnostic study was expected to start during the first quarter of 2001, followed by a workshop in the following quarter. It was planned that these two activities would lead to a draft rural transport policy and strategy being submitted for government's consideration by the year's end.

Thematic Work

These activities relate to RTTP's work on (a) knowledge generation, (b) promotion of IMTs, and (c) mainstreaming gender into RTT policies and projects.

(a) *Knowledge generation.* The rural transport knowledge base (in English and French), which is being developed for the RTTP by the Transport Research Laboratory (TRL), was to be completed during the first quarter of 2001. Training materials prepared from it would be produced in the second quarter and a training of trainers workshop in the use of this material for African experts was to be held during the third quarter jointly with a regional training institution. The second phase of the work on socioeconomic impacts of feeder road improvements is not expected to start until near the end of 2002 when test roads will have been improved and brought into use.

(b) *Promoting IMT.* The on-going work to produce and distribute promotional materials on IMT (website, exhibition, etc) was to be completed during the first quarter of 2001. Preparation of training materials based on the promotional materials was expected be commissioned during the first quarter. These promotional materials were to be produced within the framework of the Regional IMT Initiative which RTTP was mandated to promote by the IMT Experts Meeting in Nairobi in 1999. A draft framework paper was expected be discussed during the third quarter before formal submission for funding to interested donors.

(c) *Mainstreaming gender into RTT policies and projects.* Activities under this theme have been done mainly in the framework of the Gender and Rural Transport Initiative (GRTI) which was funded through the Development Grant Facility of the World Bank. This grant was expected to finish in 2001 and efforts would be made with the GRTI administrator (the NGO MWENGO) to establish the GRTI as an activity independent of the World Bank with independent funding sources. GRTI activities were expected in most of the RTTP countries during 2001.

Dissemination

As part of efforts to increase knowledge of and capacity in dealing with RTT issues, the RTTP dissemination strategy was to be finalized and its implementation commenced. This would involve updating and expansion of the RTTP website, establishment of an electronic library of documents available to the Program and assistance to countries to develop country-specific information, education, and communication strategies. An information officer was to be recruited to lead this work.

Outputs Achieved in 2001

Country Programs

Box B: RTTP Country Programs: Framework for Country Participation

To guide the use of Program resources and to ensure the integrity of the Program, four basic criteria have been used to assess a country's potential 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 supported 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 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 another donor – e.g. Malawi at the instance of UNDP Office in Malawi and Ghana at the instance of DFID; and (iii) cross-sector review of 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 e.g. Ethiopia. It is in the course of subsequent explorative mission(s) by an RTTP Team Member that the criteria for participation listed above are used to assess the likely usefulness of RTTP country work and its possible orientation.

Program activities during 2001 in specific countries were as follows:

Cameroon. During 2001 a program document (PRODAC) for a full rural transport policy and strategies was elaborated by a consultant incorporating findings from the previous studies on gender, rural transport services and intermediate means of transport (IMTs). After analysis of the draft document, it was determined that more work was required on rural transport services and IMT, and the consultant's contract has been extended for further work. The workshop planned to discuss the draft strategy has been postponed until 2002. Terms of reference for a study on inland waterways have been drafted and a consultant selected. The study will be implemented before the end of June 2002. An information, education and communication strategy to take the RTTP messages to the different stakeholders has also been developed. The strategy proposed has been shared with the members of the RTTP steering committee who plan to implement it next year.

The RTTP team was also involved in the multi-sector HIV/SIDA program (MAP) and also with an ILO to study of labor-based rural road maintenance in local communities. In addition, the RTTP team has attended several workshops and meetings about the preparation of MAP.

Chad. To launch RTTP activities in the country, a workshop was held in N'Djamena. All the members of the Steering Committee attended the workshop during which the roles of the various stakeholders were defined. A delay in the recruitment of a consultant to assist the RTTP National Coordinator delayed the development of the strategy for information, education and communication and the initiation of studies for Stage 1. However, the RTTP National Coordinator carried out sensitization and identification studies. He also established a network of interest groups to collect and share information.

Côte d'Ivoire. The political difficulties in Côte d'Ivoire hindered implementation during 2001. However, the members of the RTTP Steering Committee were nominated and the studies have been defined on issues related to RTTP. These studies will be implemented by the second quarter of 2002. Workshops will then be held to discuss the findings of the studies. The project to develop rural transport services with low-cost motor tricycles in isolated regions was implemented jointly with the NGO PROSAF. The findings of this experience have been shared in Côte d'Ivoire and within the AFTTR. A study will be implemented to evaluate the impact of the project on poverty alleviation and improvement of the livelihood of the rural population. The preparation of the pilot Rural Road Maintenance Project in four rural communities is ongoing within the World Bank assisted Transport Project. The rural transport policy and strategy will be implemented as part of it.

Ethiopia: During 2001 country assistance work continued to facilitate preparatory activities for the implementation of the Ethiopian RTTP (ERTTP). Activities included the commissioning of three local consultants, one for (a) the preparation of Manuals and a Source Book for training trainers to use the manuals; and (b) two for the preparation of pilot projects in four *weredas*. An external consultant was commissioned to provide guidance to

these consultants. One key objective was to develop a common approach to the design and implementation of RTT projects to make them cost effective. The manual preparation began with a stakeholders meeting to discuss the objectives and linkages with the pilot *wereda* studies and to solicit cooperation. Inception reports have been submitted by the consultants, and draft final reports will be submitted during the first quarter of 2002. A summary of the Manuals will be published as a Source Book on RTT. The composition of the Central Board for the ERTTP was approved by the Prime Minister. This will be followed in 2002 by the establishment of the regional and lower level institutional structures for the ERTTP following workshops at the regional level. Draft proposals for a Second Road Sector Development Program were submitted during the year by ERA to its development partners for funding assistance.

Ghana. Only one zonal workshop has been held on the rural transport studies prepared earlier. Two additional zonal workshops and one national workshop have been postponed due to budget constraints. Therefore, Ghana is still at Stage 1. However, the IDA assisted transport project under preparation will include a rural transport component, which will contribute to the development of a rural transport policy and strategy. The membership of the Steering Committee has been modified by integrating representatives of the private sector. The nomination of the members by the Government will be done during 2002.

Guinea. RTTP has assisted the national coordination unit in Guinea to finalize and process the rural transport policy document that was drafted in 2000. The document was updated to place more emphasis on poverty alleviation. The RTTP team has undertaken three main activities during 2001: (i) a workshop was held on gender and planning in rural transport which was attended by 26 participants; (ii) a workshop was held on gender and planning in rural transport which was attended by 40 participants; and (iii) the PRSP document was drafted. Two reports were also elaborated on the two workshops. The country information, education and communications strategy has not been prepared, but RTTP has organized radio broadcasts to share its messages.

Kenya. The RTTP is preparing to undertake a scoping study of the rural transport situation. This would then be discussed in a country workshop which would provide a basis for assessing the need for further assistance from RTTP. There is now interest in further discussions on the rural dimensions of transport. The program will now initiate discussions and planning for action in 2002 for establishing operations for RTTP, including the preparation of Terms of Reference (TOR) for the proposed scoping study and for presenting the results at a national workshop.

Madagascar. In February 2001 a national workshop was held with all the major stakeholders which resulted in a draft rural transport policy and strategy which was presented to government for approval. On May 30, 2001 the policy and strategy were approved and officially adopted. At the same time the government created a Rural Transport Unit (RTU) in the Secretariat which is responsible for the implementation of the Government's overall transport policy and strategy. The RTU is now responsible for the oversight of the

implementation of the RT policy and strategy. At the same time, a six-year multi-donor supported rural transport project was formulated with a budget of US\$276 million (of which US\$80 million IDA). Through the project 8,500 Kilometers of rural roads will be rehabilitated and not-motorized means of transport will be promoted with a total of US\$8 million. The project is planned for Board presentation on May 28, 2002, but due to the current political situation in Madagascar this timing is tentative. The country can now be considered in Stage 3.

Malawi. The RTTP unit, previously in the Ministry of Local Government, is now the Department for District and Local Government Administration – DDLGA, headed by a Program Coordinator. With the assistance of the Program, the Unit has been able to formulate a national rural transport policy and strategy which was approved by government in May 1999. The Program's work in Malawi is therefore in Stage 3 (implementation). Outputs from the policy and strategy formulation were used as inputs to the design of the World Bank assisted Road Maintenance and Rehabilitation Program (ROMARP). Agreement was reached for the MRTTP Unit to be strengthened with the recruitment of two additional staff members funded from ROMARP and to formalize the unit's role as the focal point for rural travel and transport issues. The Program assisted the Unit to design a pilot project (Rural Access and Mobility Program – RAMP) for possible funding under ROMARP. The Unit helped hold sensitization workshops for local assemblies and finalize the implementation plan for the National Transport Policy. In 2001 an engineer position was filled. The Coordinator's post is no longer supported by the program, nor has government budgeted for it which could endanger the work of the MRTTP.

Mozambique. Under the new institutional framework, a Department for Regional Roads was created in the newly created Road Management Agency (ANE) with two sections, one for feeder roads and the other for rural transport. The Head of the Department was designated as the Program Coordinator for RTTP. This showed the government's commitment to address rural transport issues in collaboration with the Program. A workshop of stakeholders at headquarters and three regional workshops were held in during 2001 to validate the study's findings and reach a consensus on RTT policy. A final national workshop is planned for early 2002 to decide the way forward. The Coordinator participated in the Regional Workshop of the Gender and Rural Transport Initiative (GRTI) held in Nairobi in late 2001.

Niger. Niger was not a RTTP member, but rural transport problems have been addressed through an IDA-assisted project.

Nigeria. The RTTP work has been linked to both preparing the National Rural Development Strategy and the government's newly launched National Poverty Eradication Program (NAPEP). A rural transport policy and a strategy workshop was held in February 2001, hosted by the Rural Development Department of the Ministry of Agriculture and Rural Development, to prepare a draft RTT policy and strategy to be discussed in a series of regional workshops. However, the consultant's report from the workshop was found to be

inadequate. Meanwhile, the Bank had decided to prepare a rural transport project based on the RTTP work. An agreement was reached that the RTTP work would be finalized in conjunction with the preparation of the project. That activity is planned to begin in mid-2002.

Senegal. The program document has been prepared and a workshop has been held to discuss its contents. The adoption of the document by the Government is in process.

South Africa. There was no progress in South Africa as interest was slow to develop.

Tanzania. During 2001 a number of significant developments have brought RTT to a new threshold. The rural development policy was established and RTT is prominently featured. Within the PRSP, which will be partly financed by HIPC funds, rural transport infrastructure (RTI) is identified as one of the five priority areas for addressing poverty in the country. In addition, the pilot phase of the Village Travel and Transport Project (VTTP) is coming to an end and replication of its RTT methodology and activities in other areas of the country on a wider scale is under discussion. A review of the VTTP is proposed to prepare for this replication.

Uganda. RTTP lacked the capacity to develop the program further in Uganda during 2001.

Zambia. Program activities were affected by the political situation in the country. A draft program document and the planned information, education and communication strategy could not be completed. However, even in its draft form, the program document is considered by the government and the donor community to provide a good basis for future activity. There was a workshop on the findings of the socio-economic impact of feeder road improvement. It concluded that the draft document should better reflect how rural transport can help reduce poverty and how to measure the impact. This was considered important, given government's intent to seek funding from the donor community for the second phase of its Roads Sector Investment Program which is expected to have a strong rural transport dimension. Program activities are expected to resume in early 2002.

Zimbabwe. Due to the political situation, the program's work did not progress in Zimbabwe during 2001.

Thematic Work

Knowledge generation. Development of the rural transport knowledge base (in English, French and Spanish) was completed in the last quarter of 2001. This delay from the targeted first quarter was due to the time required for translation into French and Spanish. The material will soon be available in CD ROM and on the SSATP website. The CD-ROM will be distributed widely within the rural transport community through TRL and RTTP. Financial constraints meant that commencement of the preparation of the training materials from the knowledge base could not start as planned. This is now planned to start in the first quarter of 2002. The training materials are expected to be available during the last quarter of

2002, and the training of African experts in their use can begin in the first quarter of 2003 (Anglophone) and second quarter 2003 (Francophone). The workshops will be held jointly with a regional training institution. The experts trained are expected to become resource persons for training within the region.

The findings of the first phase of the study on the socio-economic impacts of feeder road improvements in Zambia were presented at a workshop in Lusaka in March 2001. The workshop was held jointly with DANIDA who also presented findings from a related study. It assessed the effects of using feeder road improvements to address poverty along a road corridor for which the main road is planned to be improved. The second phase of this work is not now expected to begin before 2003 when test roads will have been improved and brought into use.

Promoting IMT. The work to produce and distribute promotional materials on IMT (website, exhibition, etc) was commissioned and is expected to be completed in 2002. Preparation of training materials based on the promotional materials is delayed until the first quarter of 2002. These materials are being produced for the Regional IMT Initiative which RTTP was mandated to support by the Experts Meeting in Nairobi in 1999. The TOR for the preparation of the framework paper was prepared, but its commissioning was put in abeyance pending available funding.

Mainstreaming gender into RTT policies and projects. Activities under this theme continued. The second set of projects funded under this grant was completed as were wide consultations among a range of stakeholders on the possibilities of establishing GRTI as an activity independent of the DGF. The Regional Workshop for GRTI recommended it be transformed into a Trust upon the completion of Phase III activities during 2003, after which GRTI funding will not be available. Its scope would be extended to include transport and infrastructure rather than just rural transport. These recommendations were approved by the participants. GRTI will therefore be renamed the Gender Transport Initiative (GTI). The GRTI part-time administrator is following up on these recommendations, particularly with regard to the funding of the GTI.

Dissemination

The dissemination strategy was further discussed with RTTP Program Coordinators at the regional meeting in Nairobi in November 2001. The meeting endorsed a strategy which includes the updating and expansion of the RTTP web page with a button for each country, the establishment of an electronic library of program documents and assistance to countries to develop country-specific information, education, and communication strategies. At the November meeting, the Coordinators also endorsed the idea, first presented at the SSATP Annual Coordinating Meeting in Saly, Senegal, for the creation of a network on rural transport to bring together RTTP Coordinators and others interested in rural transport. The plan for establishing this network is being prepared by the Coordinators for implementation during 2002. During the year, work on the production of a video on rural transport jointly

with the ILO/ASIST was completed for showing as part of the BBC Earth Report program. Unfortunately, its scheduled transmission coincided with the events of 11 September, 2001. It is now expected to be transmitted during the third quarter of 2002.

Several papers were published and made available on the SSATP website.

- SSATP Working Paper No. 56. The proceedings of the 15th Rural Travel and Transport Coordinating Committee in October 2001.
- A Water Transport Assessment Report for Madagascar by Colin Palmer.
- SSATP Working Paper No. 5. Local Transport Solutions, People, paradoxes and Progress: Lessons Arising from the Spread of Intermediate Means of Transport by Paul Starkey.
- World Bank Technical Paper No. 496. Design and Appraisal of Rural Transport Infrastructure: Ensuring Basis Access for Rural Communities by Jerry Lebo and Dieter Schelling.
- SSATP Working Paper No. 55. A gender Responsive Monitoring and Evaluation System for Rural and Transport Programs in Africa.

Component Management

This component is managed by a team of 7 experts at World Bank Headquarters and in the field. They are responsible for the various activities as indicated in the table below. The following is the staff and their location: Tawia Addo-Ashong (Accra); George Banjo (Harare); Susanne Holste (Pretoria); Moctar Thiam (Washington); Elias Tseggai (Harare); Dieter Schelling (Washington) and Siele Silue (Abidjan). In addition RTTP shares the overhead cost of the administration of the SSATP as a whole. There was an RTTP Program Coordinators in Nairobi in November 2001.

Resources

See Financial Tables above.

Progress in Achieving Development Objectives

By the end of 2001, sixteen countries were active in the Program and were engaged in or had finished preliminary diagnosis and analysis. Five of these countries had undertaken policy formulation and two have begun policy implementation. Since most work to date has been in policy analysis and development, the development impact has not yet been assessed.

Impacts

Interim impacts of the Program's activities vary from country to country depending upon the stage in the development process which has been reached. In 2 cases, Ethiopia and

Malawi, the program can claim impacts in the form of the adoption of fully integrated rural transport policies and well prepared implementation strategies. In other countries impacts may be defined by the particular milestones which have been reached. However, in a progress report such as this, it is not always possible to identify impacts which are constantly changing due to the dynamic nature of the process.

Lessons Learned

- Improved rural transport policies and programs need to be based on careful analysis and consensus building at the country level.
- Policy analysis and formulation are lengthy processes, but they are essential for the success of the implementation stage that follows.

TRADE AND TRANSPORT (T&T)

Development Objectives

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

Outputs Planned for 2001

This component has been in transition, and very little new activity was planned for 2001. Earlier phases had focused largely on ports and the maritime trade. That work contributed to the elimination of cargo reservations, the opening of access to foreign shipping lines in several West African countries and the reform of national shippers' councils. The activities of T&T have been reoriented in recent years since the previous principal African interlocutor, MINCONMAR, was disbanded in 1998.

Two types of activities were planned for 2001. One was to undertake surveys of export logistics chains for specific commodities. The program would support Transport and Trade Facilitation Audits, to be carried out using the Facilitation Audit Methodology published by the World Bank in April 2000 under the Global Facilitation for Transportation and Trade. The audits would provide a qualitative and quantitative picture of the situation in each country that would form the basis to design a remedial action plan. The first was planned for Madagascar.

Case studies were also planned to focus on the impact of efficient freight transport infrastructure and services on industrial development, job generation and poverty reduction. This would involve data collection and observation of practices along specific transport corridors. These studies would document the importance of well functioning transport systems in the regional development agenda.

Outputs During 2001

Procurement of consultants for a Trade and Transport Facilitation Audit was carried out in Madagascar, financed under the IDA-supported Transport Sector Reform and Rehabilitation Project. The consultants have been selected and were due to start working in early 2002. The use of this methodology in other African countries is being considered in relation to World Bank supported projects, but this activity would not come under the direct purview of SSATP. However, the outcomes will be consolidated at the regional level under the SSATP umbrella to make the most of potential synergies.

A new regional partnership with the West Africa Economic and Monetary Union (UEMOA/WAEMU) has been established to work with SSATP to implement a regional transport agenda. Work was initiated with funding and technical assistance from the Government of France and UEMOA to undertake pilot studies along three regional transport corridors in West Africa: Ouagadougou to Abidjan, Ouagadougou to Lome and Ouagadougou to Tema. The UEMOA Project Document for setting up this Observatory of Practices along Regional Transport Corridors was discussed and negotiated throughout 2001, and a final agreement reached in February of 2002. Systematic, statistically significant data will now be collected along the corridors from truck drivers and published on a monthly basis. The data will focus on payments and other impediments that constrain the flow of goods and increase transportation costs. This new collaboration with UEMOA/WAEMU is enabling SSATP and its partners to identify constraints in transport corridors and begin to address them.

During the Transit Seminar for Eastern and Southern Africa held in Mombasa in November 2000, public authorities from the Mombasa (Transit Transport Coordination Authority of the Northern Corridor – TCCA) and the Walvis Bay corridors expressed interest in defining and implementing systematic efficiency indicators along those two corridors. The Dar-Es-Salaam corridor may also be interested. The Port and Management Association of Eastern and Southern Africa (PMAESA) formally conveyed these expressions of interest to SSATP in October 2001, making it possible to initiate new programs with these sub-regional authorities during 2002.

Component Management

During 2001, the program was managed by Marc Juhel and Michel Audigé at World Bank headquarters in conjunction with regional implementation agencies (UEMOA and PMAESA).

Resources

See Financial Tables above.

Progress in Achieving Development Objectives

By reaching a partnership agreement with UEMOA, the T&T component is now in a position to identify cost and time bottlenecks in transport chains and to begin to address them. This experience has good potential for replication elsewhere in Africa. The requests already expressed by TTCA and the Walvis Bay Corridor Group (WBCG) bode well for future development in 2002.

Lessons Learned

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

- The need to undertake careful analysis of the causes and effects of constraints to trade and transport.
- The need to carefully build consensus among governments and stakeholders in order to reduce constraints to trade and transport.

URBAN MOBILITY (UM)

Development Objectives

The UM component uses a multisectoral approach (including urban development, transport, health, energy and the environment) to make cities in Sub-Saharan Africa more livable and more productive. For most people in Sub-Saharan Africa, particularly the poor, urban transport is time-consuming, costly and often unsafe. On average 50% of transport in African cities is by walking or bicycling, but people who take some form of motorized transport spend a high percentage of household income on mobility. Lack of cost-effective services, inappropriate regulation, growing traffic congestion, increasing air pollution and poorly designed and maintained urban infrastructure are factors in the crisis. The UM component supports the provision of safe, efficient, and less polluting transport in the cities of Sub-Saharan Africa, with special attention to those most affected by the urban mobility crisis, the urban poor.

Outputs Planned for 2001

Microenterprises and Small and Medium Enterprises.

Based on comparative studies carried out in 1999 and 2000 on urban transport micro-enterprises in Abidjan, Bamako, Harare and Nairobi and information on other cities including Dakar, Yaoundé and Niamey, the impact of the regulatory framework on the efficiency of urban services was to be reviewed. Toolkits for the concessioning of urban transport services were also to be prepared.

Road Safety and Non-Motorized Transport

The editing and dissemination of guidelines was to be undertaken for the non-motorized transport (NMT) program which had been underway since beginning in 1994 in Kenya and Tanzania. The guidelines were intended to help African authorities (e.g. municipalities, ministries of public works) to identify the most appropriate measures to ease the movement of pedestrians and, where appropriate, cyclists. In 1999 consultants worked in Harare and Ouagadougou to (i) assess safety awareness and knowledge of children, pedestrians, and drivers and (ii) investigate problem sites within the two cities known to have pedestrian accident problems. Further analysis and dissemination of this experience was planned for 2001.

Clean Air Initiative

This initiative was launched in 1998 by the UM component of SSATP and the World Bank Institute (WBI). Comprehensive studies were carried out in 1999 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 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 was carried out in September-December 1999 in Abidjan.

As of December 2000, the Clean Air Initiative had become a regional partnership in eight cities (Dakar, Ouagadougou, Cotonou, Abidjan, Douala, Lagos, Nairobi, and Harare). Activities planned for 2001 included the identification at the national level of cost effective actions to reduce pollution through measures such as traffic management, vehicle and fuel quality control, urban planning and improvement of public transport. Action plans were to be prepared to reduce the level and impact of air pollution in Abidjan, Harare, Douala, Lagos and Nairobi. Priority would be given to the phasing out of leaded gasoline in SSA. This would require consultations with refineries, vehicle and fuel distributors, transport operators, users associations and regional organization (UEMOA, SADCC). A regional seminar was also planned for mid 2001 in Dakar.

Institutional Reform

With the assistance of the SSATP Urban Mobility component, a coordination agency had been set up in 2000 in Abidjan with membership drawn from national authorities as well as from the Municipality of Abidjan. This agency, the Agence d'Exécution des Transports Urbains (AGETU), has similar legal and regulatory arrangements as the CETUD in Dakar (set up in 1997 with the support of this component and the urban transport technical assistance project). This effort was to continue in 2001.

Coordination, Monitoring and Dissemination

National seminars had been held in Ouagadougou (May 1999) and Abidjan (October 1999) on air quality management. A national seminar in Cotonou was planned to debate the conclusions of a case study on air pollution as well as to prepare an action plan to reduce air pollution in the city.

Outputs Achieved in 2001

Micro-enterprises and Small and Medium Enterprises.

The research on urban transport micro-enterprises was finalized and published for Bamako, Abidjan, Harare and Nairobi (SSATP Working Paper No. 54). Each case study has been

published as a separate working paper. Each one includes analysis of the enterprises' organization, fare structure, maintenance practices and how the regulatory framework affects them. There is a separate paper on the financial aspects of urban transport micro-enterprises. Due to budget limitations the toolkit for the concessioning of urban transport services was not prepared.

Impacts

In the long run, the information collected and analyzed on the operations of the informal sector of the urban transport micro-enterprises will improve the regulatory framework within which informal urban transport operates. It is, however, too early to determine whether the desired impacts are being achieved.

Lessons learned and disseminated

The lessons learned and shared with all stakeholders during the UM Steering Committee meeting held in Accra in April 2001 are that:

- Moving from the small capacity buses or minibuses used widely in most African cities to medium scale and standard buses would meet more of the demand, increase profitability and alleviate traffic congestion.
- Such a move would affect the number of vehicles owned and managed by operators. Economies of scale would benefit the operators, the urban economy and the passengers.
- Well designed and maintained urban roads and infrastructure combined with traffic management are also required so that these micro-enterprises are more economical and environmentally responsive.
- The current dominance of micro-enterprises should be considered as a transitional phase, as the evolution towards more formal operations occurs.

Road Safety and Non-Motorized Transport

Further work on road safety was carried out with the identification of accident-prone areas in Harare and Ouagadougou. The information gathered has not yet been analyzed due to a lack of funding. This is now planned for 2002.

These activities raised awareness on safety issues and the role of walking and cycling in African cities and has led to the organization of the Expert Group Meeting on Low-Cost Mobility in African Cities. The guidelines were used as starting points to begin addressing the low-cost mobility needs in African cities.

Lessons learned and disseminated

The main lesson is that user participation is a condition for the success of implementing low-cost urban transport infrastructure. User participation is also attractive because mobility problems are easy to understand and outputs are visible and rewarding.

Clean Air Initiative

In June 2001 there was a conference in Dakar represented by 25 African countries on the phasing out of leaded gasoline. Seminars were held in Abuja and Dakar in November 2001, and five sub-regional working groups have been established. Given the magnitude and specialized nature of the effort required, the Clean Air Initiative has now been separated from the SSATP. With its overall objective of reducing air pollution, the Clean Air Initiative requires a different set of partners to pursue its objectives. This will include the UNEP, GEF, the US Environmental Protection Agency and Ministries of Environment and Energy in African countries.

Impacts

The activities of the Clean Air initiative have raised awareness among the main partners (ministries of environment, technical experts, and donors) and led to a regional Conference in 2001 to prepare a regional Action Plan to phase out leaded-gasoline. New partners including NGOs and International Oil Companies joined the initiative and it has become an independently funded and managed program.

Lessons learned and disseminated

Important lessons learned were learned from the cases of Dakar, Ouagadougou and Cotonou, as concluded in the Annual Meeting in Accra in April 2001 (see below):

- Motorized transport is the major source of air pollution in urban areas;
- Among the pollutants, lead is the most damaging for health;
- The most affected are children who run the risk of brain damage from the presence of lead in gasoline (as well as the persons living and/or working in the streets);
- Regional cooperation and information exchange is crucial for confronting these issues.

Institutional Development

Earlier assistance in institutional development had been undertaken in Dakar in the late 1990s with assistance to CETUD, a public transport coordinating agency. Assistance to AGETU, the public transport agency in Abidjan, continued in 2001. The establishment and

operation of such agencies is considered a major breakthrough in solving the problems of institutional fragmentation within the urban transport sector.

Impacts

The establishment and operation of AGETU is a direct impact of this activity on solving the fragmentation of problems in urban transport.

Lessons learned and disseminated

The lesson learned and disseminated during the training courses in Abidjan in 2001 and in the Accra meeting in 2001 is that policy reform, to be sustained and viable, requires wide consultation with key stakeholders, consensus building, political understanding, and agreement on institutional changes that modify the traditional "institutional landscape." There also needs to be a clear definition roles between Government and urban transport agencies.

Annual Meeting

In April 2001 the Eleventh Steering Committee Meeting of the Urban Mobility Component was held in Accra, jointly organized by the World Bank and the Ministry of Transport and Communications of Ghana. There were representatives from 16 African countries. The reduction of urban air pollution (part of the Clean Air Initiative) was also discussed. Other aspects of the Clean Air Initiative were also discussed, especially the costs and appropriate measures for phasing out the use of leaded gasoline and the need for a regional approach. The study on urban transport microenterprises was reviewed. The recommendation to move from small capacity to medium sized and standard busses was endorsed. The need to improve the design of urban infrastructure and traffic management was also acknowledged.

Capacity Building

Regional programs such as the Municipal Development Program (MDP) have helped in the design and dissemination. The training module on urban mobility jointly organized by the MDP and the SSATP-UM in Abidjan in July 2000 as well as projected distance learning programs continue to provide opportunities for dissemination and capacity building.

Publication and Dissemination

A Regional Study on the Organization, Financing and Profitability of Transport Microenterprises In was published in January 2001 in French (Working Paper No. 53 and in English in March 2001. The proceeds of the Eleventh Steering Committee Meeting of Urban Mobility in April 2001 were published as SSATP Working Paper No. 57. The Proceedings of

the Regional Conference held in Dakar during June 2001 on the Phase-Out of Leaded Gasoline in Sub-Saharan Africa were published by the Clean Air Initiative of the World Bank. Transport Technical Note No.33 was published on Urban Air Quality in Cotonou.

Component Management

This component is managed by Patrick Bultynck and Aoufa Ezzine, both World Bank staff.

Resources

See Financial Tables above.

Progress in Achieving Development Objectives

The Urban Mobility Component mainly involves policy analysis and consensus building. While its achievements have been limited in relation to the scale of the problem, policy makers in many African countries have become actively involved in seeking new approaches to urban motility issues. Some 18 countries have been involved in Urban Mobility activities. Examples of progress include institutional reform to facilitate urban transport reform in Senegal, Cote d'Ivoire, Ghana, Burkina Faso, Tanzania, Congo, Mozambique, Cape Verde and Zimbabwe. Non-motorized transport programs have been implemented in Kenya, Tanzania, and Ghana. The spin off of the Clean Air Initiative, with a commitment to eliminate the use of leaded gasoline in SSA within five years, is a major accomplishment.

RAILWAY RESTRUCTURING (RR)

Development Objectives

The objective of railway restructuring is to help countries establish efficient and financially sustainable rail enterprises, through private participation in the core activities of the railways under concession arrangements. This is important because most publicly managed railways in Sub-Saharan Africa have seen a precipitous loss of their share of the freight market and a declining financial performance during the last ten years. The main reason has been the failure of railways to respond adequately to the changes in the business environment, for example, deregulation of markets, enhanced expectations of customers for quality service and competition with road transport. In addition, as publicly managed enterprises they are often inefficient with excess employment and low productivity. Previous experience in some African countries with management contracts also had failed to overcome the inefficiencies of public rail systems.

Outputs Planned for 2001

The main new output planned for 2001 was the preparation of a toolkit for putting together railway concessioning agreements. In addition, the Program was to continue supporting the preparation of railway concessioning agreements in individual countries, in some cases linked to World Bank and other donor operations.

Outputs in 2001

- Work on the Railway concessioning Toolkit has not progressed. While it would be useful, the need for it is less pressing given the pace of concessioning activity already underway in Africa.
- SITARAIL, the concessionaire of the Abidjan (**Côte d'Ivoire**)-Ouagadougou (**Burkina Faso**) experienced an increase in traffic of 35% during the year and 32% increase in revenue.
- The private consortium CAMRAIL, which took over the operation of **Cameroon** railways in April 1999, continues to progress. Its investment program is being supported by Bank/IDA credit and direct loans.
- The concessioning of the Dakar/Bamako railway in **Mali** and **Senegal** is well advanced and at the technical evaluation stage.
- A consortium of the Rail Development Corporation of USA and CFM of Mozambique, which took over the operation of the **Malawi** railways in December

1999, continued to operate. The concession is working well, but the full benefit of the concession will be derived only after the concessions for the Mozambique side of the Nacala railway system and for the Nacala port have become operational.

- The consortium TRANSGABONAIIS took over the operation of **Gabon** Railways in December 1999 and is continuing to perform well.
- The consultant selection process is still underway for the **Benin/Niger** railway.
- The Government of Mozambique and CND, of which Rail Development Corporation of the USA is a member, signed a concession agreement for the Nacala port-railway system in **Mozambique** in September 2000 but the takeover has yet to occur. The concessionaires have not been able to raise the necessary loans and it is likely that the concession will be withdrawn and the selection of the concessionaire will have to be repeated.
- The negotiations for the concessioning of Ressano-Garcia line in **Mozambique** (the railway line linking the port of Maputo to the railway network in South Africa) are in the final stages of discussion and the Consortium is expected to sign the concession agreement in April 2002.
- The negotiations for the concessioning of **Zambia** Railways are in the final stages of discussion and the Consortium is expected to sign the concession agreement in April 2002.
- The governments of **Kenya, Zimbabwe, and Uganda** have decided to concession their railways to the private sector and will soon launch the process of selection of the concessionaire.
- The pre-qualification proposals for the concessioning of the meter-gauge railway network in **Tanzania** are currently being evaluated and the bidding process is expected to commence in May 2002.
- Although there have been lengthy discussions, to date there has been little progress in **Togo, Nigeria or Ghana** with the concessioning process.

Component Management

The component was managed in 2001 by Karim-Jacques Budin.

Resources

The Railways Restructuring component did not use significant SSATP resources in calendar year 2001. Most of the support to railways was provided as part of World Bank lending operations.

Progress in Achieving Development Objectives

Six years ago most railways in Africa typically ran large deficits, had large numbers of redundant staff and were less competitive than other means of transport. Concessioning, which began with the Abidjan – Ouagadougou Railway, is now emerging as the most promising way of helping countries throughout Africa to establish financially sustainable rail enterprises. This experience has now been reinforced by the good operating performance of SITARAIL and CAMRAIL. Entrenched attitudes have been changed. The economic impact of the concessioning efforts to date is already substantial and a path towards greater future gains has been opened.

Impact

Several African railways, which were requiring large subsidies, provided poor service and were in danger of collapse, are now operating at a profit without cost to governments. Vital rail transport services have been maintained and enhanced. A model has been created which is being replicated in other countries.

Lessons Learned

- In planning railway concessioning, up to two-thirds of the existing staff may have to be laid off. A viable social safety net program to compensate redundant staff is usually an important feature of a concessioning program, allowing it to gain political acceptance. Donor financing of staff reduction can be a useful contribution, as in the case of Malawi.
- Providing counseling, retraining and advice on small business development to the redundant staff can prove very helpful in reducing the social impact of retrenchment as is evident from experience in Zambia and Mozambique. Similar assistance is to be provided in Senegal, Mali and other countries.
- Railway concessionaires cannot be expected to finance public service obligations such as rural or suburban passenger transport. Such services should be operated by the concessionaire under explicit separate contracts with governments.
- Freight services are by and large commercially viable with full cost recovery for infrastructure.
- When railway concessioning initiatives emerged in Africa, there were many consultants available with experience in privatization but few with specialized experience in railway concessioning. The number has now increased, but there is still a need for more consultants with this type of specialized experience.
- The quality of bids from would-be concessionaires has often been poor. This could have been due in part to the high risks perceived by bidders. As the body of experience grows, there should be more analysis of risks and ways of risk sharing. There could be a role for partial risk or government guarantees.