



THE ROAD
MANAGEMENT
INITIATIVE

RMI

Implementation and Impact of RMI

A Survey of Stakeholders in Seven Member Countries

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Africa Region
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LIST OF ABBREVIATIONS

BB	Building Block
CC	Country Coordinator
CCM	Coordinating Committee Meeting
COMESA	Common Market for Eastern and Southern Africa
ECOWAS	Economic Community of West African States
HQ	Headquarters
NRB	National Roads Board
RMI	Road Management Initiative
SADC	Southern Africa Development Community
SATCC	Southern Africa Transport and Communications Commission
SSA	Sub-Saharan Africa
SSATP	Sub-Sahara African Transport Policy Program
UDEAC	Union douanière et économique de l'Afrique Centrale
UNECA	United Nations Economic Commission for Africa
WB	World Bank

EXECUTIVE SUMMARY

Background

Following extensive consultations with both public and private sector stakeholders, the Road Management Initiative (RMI) formerly known as Road Maintenance Initiative was launched in the late 1980's as a component of the Sub-Saharan Africa Transport Policy Program (SSATP). This program was led by the Africa Region Infrastructure Department of the World Bank and the Economic Commission for Africa (UNECA) in response to an increasing concern over deteriorating road infrastructure in Sub-Saharan Africa (SSA) despite substantial capital investments by governments and donors.

Since its inception, the RMI has focused its activities on finding ways and means of reversing the process of decline that was trapping SSA governments in the cycle of road building, roads collapsing prematurely and roads being rebuilt long before the end of their design life. These activities have generally been pursued within the context of a key concept to emerge from the RMI program – that of *commercialization of the roads sector*, i.e. bringing roads into the market place, charging for their use on a fee-for-service basis and managing them like any other business.

Commercialization requires complementary reforms in four areas – the “four basic Building Blocks” – for sustainable management:

- *Ownership* – involving road users in management of roads to gain public support for adequate road funding and to control potential monopoly power;
- *Financing* – securing an adequate and stable flow of funds;
- *Responsibilities* – securing a clear assignment of responsibilities;
- *Management* – adopting sound business practices and managerial accountability.

The RMI reforms represent perhaps the most far-reaching set of changes ever contemplated in the roads sector in SSA and are aimed at achieving adequate, safe, sustainable, efficient and effective road transport in support of envisaged faster socio-economic growth and development needed to effectively combat, and eventually eradicate, poverty.

Review of the RMI Vision and Strategy

By the late 1990's, the RMI-promoted reforms had taken root with varying degrees of success in a number of SSA countries. However, after more than a decade of pursuing these reforms, the countries participating in the RMI felt increasingly there was a need to take stock of the program

in view of perceived donor fatigue and a shift of focus from a participatory to more of a monitoring role.

At the 14th RMI Annual Coordinating Committee Meeting (CCM) held in Pretoria, South Africa in December 1999, member states recommended the commissioning of a survey in selected countries to obtain stakeholders views on the RMI vision and strategy and on what changes seem necessary in the RMI approach to more effectively facilitate implementation of sustainable reforms. The survey was undertaken in seven countries: Ghana, Kenya, Malawi, Tanzania, Uganda, Zambia and Zimbabwe and the key issues addressed were:

- Stakeholders perceptions of the RMI vision for sustainable road management
- The barriers, constraints and concerns hampering attainment of the RMI vision
- The need for change in the RMI approach, focus and resources
- Indicators to be used to monitor progress in the implementation and impact of reforms

The terms of reference are given in Annex A.

Survey Outcome

In each of the seven countries visited, the consultants spent 2-3 days interviewing representatives of the major stakeholder groups in the public and private sectors as selected by the RMI Country Coordinators. The scope of the survey was based on a questionnaire that was prepared in consultation with the Coordinators and distributed in advance of the country visits. The questionnaire can be found in Annex B.

A total of 142 stakeholder representatives were interviewed, 77 from the public sector and 65 from the private sector (the list of persons interviewed or surveyed is in Annex C). Even though the survey sample was somewhat skewed in favor of road agency personnel and the construction industry in some countries, it is assumed, nonetheless, that the survey outcome provides a fair picture of the stakeholders views on the RMI in the countries surveyed.

(a) Stakeholders Perceptions of the RMI Vision for Sustainable Road Management

There is overwhelming support for the RMI vision of commercialization as the most effective and efficient means of attaining sustainable management and financing of roads. However a few, mostly senior public sector stakeholders continue to question the efficacy of the commercialization principle, citing negative experiences in other sectors of the economy, and lack of hard evidence of success in other countries, to support their views.

Most stakeholders generally accept the need to adopt the four complementary Building Blocks as a minimum requirement to facilitate commercialization of the road sector. However, they feel that the Building Blocks should be viewed as guidelines only rather than as a prescription for

country specific reforms. During implementation, the program should for example embrace such important issues as road safety, overload control and environmental matters.

There was general stakeholder support for complementary implementation of all the reforms, as it was felt that partial reforms do not normally secure the intended results. However, there were differing views on the timing of their implementation. Some felt that a gradualist approach was the only way that initial “buy-in” by the public sector would be achieved whilst others felt that the four Building Blocks are part of an “integrated system” that should preferably be implemented simultaneously.

Many stakeholders felt that where the reforms had been implemented they had generally had a positive impact in terms of a marked increase in road funding, increased contracting out of road works to the private sector and a notable improvement in road conditions. However, they felt the long-term sustainability of the reforms would be achieved only if their physical impact was manifested in measurable benefits.

(b) Barriers, Constraints and Concerns Hampering Attainment of the RMI Vision

A majority of mostly private sector stakeholders felt that lack of government commitment is the main barrier against satisfactory implementation of the reforms and that this shortcoming is mainly due to government’s perception of losing control over funds and investment programs. Other contributing factors cited in this context include:

- unsupportive donor policies and imposed conditionalities
- fragmented approaches to planning of road sector programs and projects
- inadequate government-donor coordination
- lack of awareness of the overall benefits of the RMI program

Most stakeholders perceived a tendency for governments to tie road sector reforms to broader civil service reforms, and to view commercialization of the roads sector as being part and parcel of such reforms. Other reasons listed for government reluctance or resistance to implement reforms in line with the RMI concept included:

- a poorly developed commercial sector
- lack of vibrant and competitive domestic consultant and construction industries which limits the extent to which works can be contracted out
- problems in connection with retrenchment of large numbers of in-house staff and disposal of government plant pools

There was wide-spread stakeholder concern that the partial use of the Road Fund in many countries to deal with a substantial amount of backlog maintenance was diluting its primary objective of ensuring adequate routine maintenance and that this practice was endangering the sustainability of roads in stable condition.

A majority of the stakeholders was concerned that the adverse effect of the HIV/AIDS pandemic on the availability of skilled personnel and contractor capacity was hampering the implementation of reforms. However, a number of the stakeholders were of the opposite view, indicating that lack of skilled personnel might rather add pressure to implement reforms that could facilitate better utilization of available capacity.

There was near unanimity amongst the stakeholders that the RMI had been an important advocate and agent for reforms in the early 1990's, and had contributed decisively to the achievements so far. But the stakeholders saw the lessening interaction, reduced capacity of the RMI HQ team at the World Bank and reduced donor funding support in recent years as key reasons why implementation of reforms had stalled or slowed down in many countries, more so as internal agents were still not sufficiently strong to move and manage reforms on their own.

Many stakeholders were concerned over the weak legislative framework upon which the reforms are based in some countries. They recognized that this shortcoming was constraining the agencies from acting independently and effectively in carrying out their operations and corporate functions.

(c) The Need for Change in the RMI Approach, Focus and Resources

The great majority of the stakeholders thought that the RMI should pursue a more proactive approach in advocating reforms and in promoting RMI solutions in order to rekindle the vigor and enthusiasm of the 1990's. Suggested priority activities included:

- Documenting and more widely disseminating the benefits of reforms to stakeholders, including politicians and the general public, through print and electronic media.
- Undertaking more public awareness campaigns and interacting more frequently with key policy makers and other stakeholders at national and regional level through workshops, seminars, etc.
- Making public relations and publicity of related activities an integral part of the road agencies and road fund boards.

Many stakeholders felt that the RMI country coordinator functions should be strengthened by providing for full-time officers with the ability and capacity to more effectively drive the country program, including interacting with stakeholders in a more comprehensive manner than hitherto, and participating more actively in meetings with donors providing assistance to the road sector.

Most stakeholders were strongly in favor of engaging more African experience and experts in the shaping and execution of the RMI programs. They felt that a stronger African involvement in the strategic management of the RMI program would be more likely to engender home grown solutions and instill a stronger feeling of local ownership of roads in African countries. Sugges-

tions in this context included the formation of an African advisory group to assist in the shaping of the RMI vision and coordination of RMI programs and activities.

The stakeholders had mixed views as regards a possible decentralization of RMI activities to regional offices and/or regional institutions such as SADC, ECOWAS or African research institutions. Those in favor claimed that decentralization would facilitate better networking among RMI countries and human resource development at the regional level. Those not in favor were concerned at the prospect of another regional bureaucracy, and claimed that interventions by an international office like the RMI HQ based in the World Bank in Washington would be more likely to have an impact at the highest decision-making levels in a country than interventions by a regional office.

There was almost unanimous support for closer coordination and incorporation of RMI activities with donor programs, to ensure that donors are aware of the RMI aims and that their programs are in line with the RMI objectives. It was suggested that the RMI participate in planning of donor-supported road programs as well as in the more comprehensive sector investment programs which usually have large policy reform and capacity building components. The stakeholders urged the RMI to promote a process approach to program implementation in which RMI principles prevail.

In view of the increasing number of road agencies being established with some degree of autonomy and ability to build sustainable capacity, the stakeholders felt the time was ripe for RMI to engage in development and dissemination of useful models and tools for management purposes, such as road management systems, harnessing experiences from countries in Africa and beyond.

(d) Indicators to be used to Monitor Progress in the Implementation and Impact of Reforms

While the stakeholders supported a systematic monitoring of progress in implementation of reforms, the majority emphasized that reforms being undertaken in management and financing will only be sustainable if their physical impact on the ground is clearly seen and appreciated by the users. Only then will the users be motivated to continue supporting the reform efforts and paying for the roads. The challenge is thus to establish indicators of progress in reforms and impact that is easy to understand and enable the users to relate improvement in road conditions to the reforms. The stakeholders forwarded the following suggestions:

- For monitoring the physical impact of reforms, a two-part approach was recommended: 1) *for road users and general public*, simple indicators like reduction in travel time, increase in level of accessibility throughout the year, and reduction in transport costs; 2) *for road agencies*, technical and quantitative indicators such as improvement in road visual condition index, reduction in road roughness, and reduction in average unit road maintenance costs.
- For monitoring progress in the implementation of sustainable reforms, interviews with key officials in road agencies and stakeholder organizations following an estab-

lished framework which tie the outcome to specific benchmarks, facts and statistics related to the four Building Blocks.

- That the ultimate responsibility for monitoring should lie with the relevant road agencies. The stakeholders suggested, however, that until these agencies had established sufficient capacity and funding sources for the monitoring exercises, assistance should be sought from RMI and lead bilateral and multilateral donors. Ownership and direct receipt of the monitoring reports should primarily be vested in the main stakeholders in the public and private sectors.

The Way Forward

The overwhelming majority of the country stakeholders see the need for the RMI to play a more proactive and participatory role than has been the case in recent years in order to progress more rapidly to attainment of the RMI vision for a sustainable response to the perceived need for a more effective and efficient management and financing of the road sector. This will entail the RMI being a stronger advocate for, and agent of, reform and for the Bank and supporting donors to provide the necessary resources required to sustain the necessary regional and country activities, including support for clearing of backlog maintenance.

Most stakeholders recommend the need for more African involvement in programming and execution of RMI activities, but issue no clear call for decentralization of RMI activities to regional institutions. An important aspect is the almost unanimous call for closer involvement of RMI in the planning of road programs with donor assistance, in particular with comprehensive sector investment programs.

While the stakeholders support a systematic monitoring of progress in implementation of reforms, they emphasize the need to primarily focus on the physical impact on the ground as there lies the key to continuous user support and sustainability. Reforms are tools to attain the goal of sustainable management, and not goals in themselves.

The future RMI strategy should draw a distinction between detailed country-specific programs, which are expected to expedite the pace of national reforms, and the regional and/or sub-regional programs, which deal with more generic issues in support of national efforts.

I. INTRODUCTION

BACKGROUND

Road Transport in SSA

Road transport is the most pervasive of all transport modes in Sub-Saharan Africa (SSA) where it carries approximately eighty percent of the total trade in goods and services. However, despite the importance of the road transport sector, and the substantial investments made by governments and donors in road transport infrastructure over the past few decades, inefficient management coupled with inadequate maintenance funding has led to a deterioration in road conditions and to very high transport costs in most SSA countries.

As long ago as 1987 the Sub-Saharan African Transport Policy Program (SSATP), led by the World Bank and the United Nations Economic Commission for Africa (UNECA), recognized the extent and gravity of the crisis in the road sector in SSA. The sector's poor performance and its inability to respond to the transport demands of economic and social development activities endangered the already fragile economies of many countries and was identified as an impediment to the success of the implementation of macro-economic recovery or restructuring programs, which many countries had embarked upon. This led in 1988 to the launching of the **Road Maintenance Initiative** (RMI) which initially perceived maintenance as the overwhelmingly important aspect of the road systems of SSA and, within that aspect, stability of financing was perceived as the central problem.

In 1997, the name of the program was modified to **Road Management Initiative**. This change symbolized the realization that stable financing in itself was not sufficient for ensuring proper maintenance of the road network, and that aspects of planning, implementation and monitoring carried the same weight and were equally necessary for a country's road network to offer an acceptable level of service to meet its transport needs.

Since its inception, the RMI has focused its activities on finding ways and means of reversing the process of decline that was trapping SSA governments in the cycle of road building, roads collapsing prematurely and roads being rebuilt long before the end of their design life. These activities have generally been pursued within the context of a key concept to emerge from the RMI program – that of commercialization of the road sector.

The RMI Philosophy

The RMI philosophy is based on commercializing the management and financing of roads, i.e. using *market concepts and discipline* in their management and introducing a *fee-for-service* element in their financing. Commercialization requires complementary reforms in four areas – the four Building Blocks (BB) – which represent the core of the reforms (see Figure 1).

The Four Building Blocks

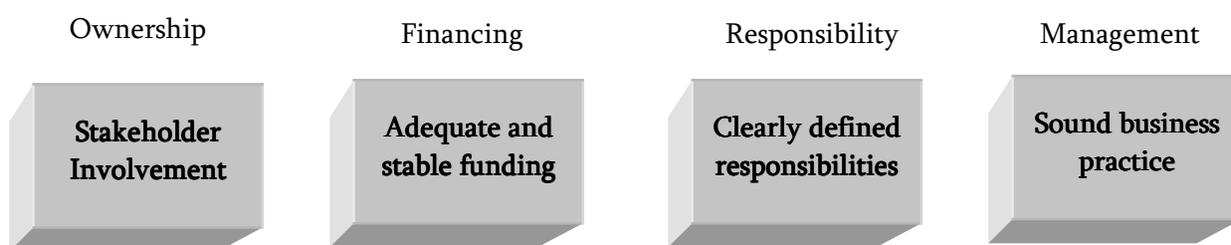


Figure 1

The objectives of the Building Blocks are:

BB1-Ownership	<i>To empower and encourage the public to play an active role in the management of roads and, in so doing, win their support for road funding.</i>
BB2-Financing	<i>To develop financing mechanisms for securing an adequate and stable flow of funds based on explicit and appropriate road user charges.</i>
BB3-Responsibility	<i>To clearly establish who is responsible for what in the road sector by assigning roles in a definitive manner with matching authority and performance targets.</i>
BB4-Management	<i>To ensure the adoption of sound business practices and managerial accountability through effective use of systems and procedures.</i>

The Building Blocks are viewed as interdependent and should therefore ideally be implemented together in order to achieve the intended results of the reforms.

In the case of the Southern Africa Development Community (SADC), the RMI principles have been fully embraced in the more recent SADC Protocol on Transport, Communications and Meteorology (SADC, 1998), which compels the SADC member states to implement extensive and wide-ranging reforms to introduce policy, legislative, institutional, regulatory and administrative changes in the *status quo*.

The SADC Protocol, in harmony with the RMI principles, upholds the following objectives:

- Establishment by Acts of Parliament of **institutionally separate, arms-length and functionally autonomous agencies** responsible for road financing (Road Fund) and service delivery (road agency), both managed by separate boards with public/private sector participation in which the private sector is in the majority.
- Adoption of **commercial management practices** to foster institutional, economic and technical efficiency, amongst others, by introducing competition in undertaking any road-related activity and adopting a preference for the contracting out of all types of road construction and maintenance activities.
- Adoption of **cohesive and transparent road funding policies** aimed at generating an adequate flow of funds for delivery of efficient road maintenance services.
- Identification of **sustainable funding sources** channeled directly to the Road Fund and dedication of **revenues** derived from road users to finance approved expenditure programs including, progressively, routine and periodic maintenance on all roads (including cost-sharing with local governments and communities), followed by rehabilitation and, ultimately, new construction of selected roads.

The RMI vision of commercialization has been widely accepted as a basis for policy reform in SSA countries and, to varying extents, valuable progress appears to have been made with the implementation of the four Building Blocks. However, progress on the ground, in terms of improved road conditions, appears to have been much slower than anticipated.

Need for the Survey

At the 14th RMI Annual Coordinating Committee Meeting (CCM) held in Pretoria in December 1999, a number of concerns were voiced by the RMI member states regarding the RMI program. These may be summarized as follows:

- Doubt that the RMI current direction and focus represented the best strategy to facilitate further progress in the implementation of sustainable policy reforms.
- Concern about apparent declining commitments from the World Bank and the donors to the RMI due to a reduction in financial allocations and capacity of the RMI team based at the World Bank.
- Reservations over the design and initial output of the proposed performance indicators and monitoring system.
- Lack of feedback from the RMI HQ team to budget requests prepared by RMI Country Coordinators.

Largely as a result of the above concerns, the CCM proposed that the stakeholders should review the RMI vision, goal and strategic program in line with progress made to date and recent developments, and propose recommendations on the way forward. It was further agreed that a more comprehensive and appropriate monitoring system be established in consultation with country coordinators. This was to be achieved by carrying out a survey in a cross-section of RMI countries.

Objectives of the Survey

As stated in the attached Terms of Reference (Annex A), the overall objective of the survey was to obtain the views of the country stakeholders in seven RMI countries on the changes necessary in approach and focus that will enable the RMI to more effectively facilitate implementation of policy and institutional reforms and more appropriately monitor progress and achievements. The seven countries included in the survey were **Ghana, Kenya, Malawi, Tanzania, Uganda, Zambia and Zimbabwe.**

The key issues addressed during the survey included the following:

- What is the country's perception of the RMI vision for a sustainable solution to road management?
- What are the possible barriers, constraints and concerns hampering attainment of the RMI vision?
- Is there a need for a change in the RMI approach, focus and resources?
- What indicators should be used to monitor progress in the implementation and impact of reforms?

SURVEY APPROACH IMPLEMENTATION

Overall Approach

The overall approach and methodology for carrying out the assignment recognized the vital importance of maximizing the involvement of the country coordinators by working closely with them in undertaking the survey work and obtaining the views and recommendations on the way forward from a wide range of public and private sector country stakeholders on the key issues raised in the Terms of Reference. To this end, close involvement was maintained with RMI coordinators throughout the duration of the assignment.

The following three-phased approach was adopted in undertaking the survey:

Phase	Activity
1. Preliminaries	<ul style="list-style-type: none"> ▪ Undertake stakeholder analysis ▪ Prepare survey questionnaire ▪ Prepare travel itinerary ▪ Setting up communication channels ▪ Issue survey questionnaire
2. Country visits	<ul style="list-style-type: none"> ▪ Undertake 2-3 day visit to 7 each of the RMI countries ▪ Hold meetings with stakeholders
3. Reporting	<ul style="list-style-type: none"> ▪ Analyze questionnaire responses and review outcome of stakeholder meetings ▪ Draft Final Report ▪ Prepare Final Report

Phase 1. Preliminaries

(a) A stakeholder analysis was undertaken with a view to identifying and compiling an appropriate list of key public and private sector stakeholders with whom meetings/discussions would be held as part of the survey process. The list of stakeholders targeted included persons from both the public and private sectors and, within these categories, as broad a range of interested parties as possible, including:

- Ministry personnel (Finance, Works, Transport, Local Government)
- Central and Local Government Roads Departments/Councils
- Road Authorities/Boards
- Transporters, contractors and construction industry associations
- Representatives of commerce, agriculture and industry sectors
- Professional bodies

(b) A set of four questionnaires (Annex B) was prepared for all stakeholders with the objective of obtaining their views on a number of key issues that affect the management and financing of roads in their countries as a basis for considering any changes necessary in RMI approach to these issues. The questionnaires were distributed by the RMI country coordinators prior to the country visits.

Phase 2. Country visits

A 2-3 day visit was undertaken to each of the seven RMI countries selected for the survey over the period 28 January to 14 February, 2001. During the country visits, some 142 stakeholders were met, including 69 from the public sector and 65 from the private sector, together representing a

total of 85 separate organizations. A summary of the stakeholders interviewed during the visits is given in the Table 1 below (see Annex C for a complete listing of interviewees).

Table 1 – List of stakeholders interviewed during visits

Country	Stakeholders Interviewed							Organizations
	Private Sector			Public Sector		Cooperating Partners	Total	
	Academia	Constr. Industry	Road Users	Roads Dept/ Agency	Others			
Ghana		6	1	3	4	2	16	9
Kenya		3	2	2	1	4	12	10
Malawi		6	1	6	2		15	7
Tanzania		10	2	11	4		27	15
Uganda	1	5	5	7	3	1	22	14
Zambia	2	6	6	7	7	1	29	16
Zimbabwe		4	5	6	6		21	14
Total	3	40	22	42	27	8	142	85

At the end of each country visit an Aide-Memoire was prepared by the consultants with the countries coordinators to serve as a record of the views of stakeholders on the various issues raised in that particular country.

Phase 3. Analysis of Findings and Reporting

In meeting the objectives of the survey and addressing the issues listed in the Terms of Reference, the questionnaires have been analyzed and reported upon in the context of the following key outcomes:

- An overview of the country stakeholders' perception of the RMI vision for sustainable management and maintenance of roads, with details on the appropriate arrangements to implement the four RMI Building Blocks.
- An overview and prioritization of barriers, constraints, and concerns that hamper the implementation of desired policy and institutional reforms, with analysis of options available for addressing them in a thematic manner.
- An outline of the stakeholders' views on the RMI approach and focus that best may assist the country stakeholders in overcoming barriers and constraints to implement sustainable reforms and achieve well managed and maintained roads.
- The stakeholders' proposal for simple and appropriate indicators that RMI and the stakeholders could adopt to monitor the progress in implementation of sustainable reforms as well as the impact of reforms on road usage and conditions.

II. SURVEY OUTCOME

THE RMI VISION FOR SUSTAINABLE ROAD MANAGEMENT

Introduction

Commercialization of the road sector is a fundamental tenet on which the RMI vision for a sustainable management and financing of roads is based. Attainment of this vision requires the undertaking of wide-ranging policy, legislative, institutional, regulatory and administrative reforms in the roads sector through implementation of the four Building Blocks.

For the sort of far-reaching changes to occur as envisaged in the RMI vision, a paradigm shift in thinking is often required amongst key stakeholders as regard to the traditional beliefs and values that roads are the responsibility of governments and must be funded through a budgetary process. This traditionalist approach is in stark contrast to the RMI concept that roads can be managed like a business and can be financed off budget on a fee-for-service basis.

To what extent has a paradigm shift in thinking occurred amongst key stakeholders in the seven RMI countries surveyed as regards the management and financing of roads and as manifested by the implementation of the four Building Blocks?

This section of the report addresses the fundamental questions raised above and, in so doing, provides an overview of the country stakeholders' perception of the RMI vision for sustainable management and financing of roads, with details on the appropriate arrangements to implement the four RMI Building Blocks.

RMI Vision of Commercialization

Is commercialization the most effective and efficient concept for sustainable management and financing of roads, i.e. should roads be charged for on a fee-for-service basis and managed like any other business?

An overwhelming majority of stakeholders expressed their support, in principle, for the RMI philosophy of commercialization of the roads sector as the most effective and efficient means of attaining sustainable management and financing of roads and, in so doing, embraced the RMI vision.

Probably the best articulation of the solid support for the RMI vision was made by stakeholders in Kenya who expressed a general view that the RMI approach “offers the best hope and oppor-

tunity for an efficient and effective financial control and management of road operations and the road sector in general that would secure expected results of tangible and sustainable improvement of the physical condition of roads”.

A few stakeholders qualified their support for the RMI vision by expressing reservations over applying such a principle to low-trafficked, “social” roads which they felt should not be the subject of commercialization. Others felt that some degree of cross-subsidization by high trafficked, “economic”, roads of low-trafficked, “social”, roads was a necessary qualification for adoption of the principle.

A further minority of stakeholders, particularly in Zambia and Zimbabwe, expressed their reservations over the principle of commercialization of the road sector *per se* citing their negative experiences with commercialization in other sectors of the economy and the concern that this may also be the case with the road sector.

Some of the minority stakeholders in Zambia were also of the view that the RMI philosophy was never genuinely fully embraced and that it was only adopted because of funding conditionalities imposed by development partners. Others were of the view that the RMI philosophy was initially genuinely embraced but that, for a variety of reasons, support for it had waned significantly in recent years.

Requirements for Complementary Reforms

Does commercialization require complementary reforms in the form of the four Building Blocks?

With the exception of Zambia, almost all stakeholders in the other countries visited agreed that the four complementary Building Blocks were, as a minimum, required to facilitate commercialization of the road sector. To this end, they cited the progress that their respective countries had made, or were making, in implementing the Building Blocks in terms of establishing the institutional entities responsible for financing (purchasing) and service delivery (provision) of roads as summarized in Table 2 which depicts the level of country compliance to key institutional attributes which are considered critical for ensuring sustainability of the reforms. However, such compliance should not be construed as necessarily being either sufficient for successful reform or reflective of the effectiveness of the country RMI programs.

Table 2 – Selected Indicators of Road Institutional Progress in Survey Countries

COUNTRY	G	K	M	T	U	Z	Z
ENTITY	H	E	A	A	G	A	I
	A	N	L	N	A	M	M
Dedicated Road Fund							
• Established	●	●	●	●	○	●	○
• Legislated (Act of Parliament)	●	●	●	●	○	●	○
• Ring fenced	●	●	●	●	○	○	○
• Direct channeling	●	○	●	○	○	○	○
Road Fund Board							
• Established	●	●	●	●	○	●	○
• Legislated (Act of Parliament)	●	●	●	●	○	●	○
• Separate board	●	●	○	○	○	●	○
• Effective private sector participation (majority)	●	●	●	●	○	●	○
Autonomous Roads Agency							
• Established	●	○	●	●	○	○	○
• Legislated	●	○	●	●	○	○	○
• Separate board	●	○	○	○	○	○	○
• Independent (makes all corporate & operational decisions)	●	○	●	●	○	○	○

Note: ● Indicates full compliance with attribute
 ● Indicates partial compliance with attribute
 ○ Indicates no compliance with attribute*.

* Despite this rating, Uganda and Zimbabwe have made real and substantial progress towards the establishment of an appropriate institutional framework for road management (see below).

To emphasize their support for adopting all the complementary reforms, some stakeholders pointed out that partial reforms do not normally secure the intended results. For example, although road maintenance financing improved in many countries since the establishment of the Road Funds, its use and impact have been questioned and practical results are in the majority of cases not visibly discernable or easy to demonstrate.

In Zambia, there was a marked split of opinion and views over the requirements for the complementary Building Blocks as follows:

- All private sector and some public sector stakeholders agreed to the need for adopting the complementary reforms required to achieve the commercialization of the road sector in the areas represented by the four Building Blocks. They felt that the National Roads Board (NRB) had contributed substantially to the significant improvement in

road conditions in Zambia and that the implementation of the remaining reforms, such as the establishment of autonomous/semi-autonomous roads agencies and the ring fencing of the Road Fund, should be accelerated.

- Those public sector stakeholders who were not in support of the continuing complementary reforms strongly questioned the need to create other autonomous/semi-autonomous entities, arguing that the NRB was performing satisfactorily. Moreover, they remained to be convinced that road sector commercialization models, such as the one implied in the adoption of the RMI vision, had actually been operated successfully in the developing world over a sustained period of time. In this regard, they cited the relatively recently established Zambia National Wildlife Authority (ZAWA) as an example of another commercialized authority that had run into financial difficulties and had failed to deliver its promises to public and private sector stakeholders.

While the majority of stakeholders agreed to the need for implementing all the complementary reforms, many of them, however, expressed a concern with regard to the practical implementation of the RMI philosophy, particularly with regard to the capacity of the recipients to respond to the various initiatives. In this regard, many stakeholders:

- Agreed to the need to consolidate ownership of the reforms by the country stakeholders concerned, particularly by carrying out further advocacy and sensitization of, especially, the general public and politicians, with a view to ensure that the gains so far made are improved upon and sustained.
- Expressed a view that adoption and implementation of the RMI approach requires re-orienting or changing the “mind set” of people as well as the creation of a substantial group of champions and/or managers of change. This requires time and resources for further or continued awareness campaigns and facilitated consultations among key stakeholders, especially those responsible for making key decisions and implementing the reforms.
- Accepted that in implementing reforms, as represented by the four Building Blocks, countries may need to adapt the principles and methodology articulated in the RMI vision to suit their respective specific situation and conditions.

Sufficiency of the Four Building Blocks

Are all the Building Blocks required and sufficient to attain the goal of commercialization of the roads sector?

Some stakeholders were of the view that the four Building Blocks did not sufficiently embrace a number of other factors, which although not directly related to commercialization of road management *per se*, nonetheless, were required for the overall attainment of improved road conditions.

These are:

- *The need to elevate and increase awareness on cross-cutting issues such as road safety, overload control and environmental matters.* There was a feeling by some stakeholders that the four Building Blocks as currently defined do not adequately address these issues.
- *The importance of capacity building as key to the success and sustainability of all the reforms being undertaken.* As the reforms entail a change of existing and/or establishment of new institutions, new responsibilities and a paradigm shift in the prevailing “mind-set”, capacity building should be accorded a very high profile as a means to ensure sustainability of these new institutions and way of operations.
- *The need for effective leadership to ensure or facilitate speedy implementation of the reforms.* The suggested critical component of this is the sustained political and government good will and commitment. Some stakeholders considered inadequate the implicit inclusion of this aspect in the fourth building block on “*management*”, which is more on operations rather than policy direction. The suggestion was the possible modification of the building block to “*leadership and management*”.

BB1. Ownership – Stakeholder Involvement

Is commercialization of road management best achieved by involving road users and civil society stakeholders in the management and financing of roads?

A large majority of stakeholders were in favor of involving road users and civil society in the management and financing of roads. As a practical demonstration of this opinion, reference was made to the effective (majority) representation of the private sector in all the Road Fund Boards which have so far been established in five of the seven countries visited, as shown in Table 2.

Although Uganda and Zimbabwe are depicted as having made no progress in establishing the principal entities envisaged by the RMI vision, they have, nonetheless, made significant progress with the necessary preparations for the establishment of such institutions, which are now considered imminent. For example:

- In Uganda, a Road Agency Formation Unit (R.A.F.U.) has been established since September 1998, as an interim arrangement towards eventual creation of an autonomous Road Authority or Agency. At the time of the visit, a Road Agency Study, which will determine the role of the future road agency and residual Ministry’s responsibilities, was about to commence.
- In Zimbabwe, at the time, the proposed legislation that is required to enable implementation of the reforms is awaiting enactment by Parliament.

BB2. Financing – Adequate and Stable Funding

Is commercialization of road management best achieved by securing stable, sustainable road financing through road user charges and establishment of dedicated road funds?

Most stakeholders were of the view that, in principle, commercialization of road management would best be achieved if the RMI approach to securing stable, sustainable road financing through road user charges were adhered to. An exception to this view was expressed in Uganda where the Ministry of Finance, having consistently increased their annual budgetary allocation to road maintenance, were against the need for a dedicated road fund outside the traditional method of managing public finance.

Those majority stakeholders in support of the RMI approach to securing stable, sustainable road financing agreed that:

- A direct deposit of the funds collected from user charges into a dedicated road fund account was the best approach. However, many stakeholders expressed a concern that, in practice, this was not the case in their respective countries. There were some observations that even in the cases where the road funds had been “ring-fenced” by law, the practical flow of the funds was still circuitous due mainly to established traditions and/or other existing financial regulations.
- The establishment of a Road Fund Board, with a majority representation from the private sector, was important. However, some stakeholders felt that many representatives, especially from the private sector, needed capacity enhancement to effectively contribute to the Board’s deliberations and discharge of its responsibilities.
- The adjustment of the road user charges, for inflation and changing needs, is necessary. However, some stakeholders expressed a concern that the level of charges to satisfy needs might not be affordable and, therefore, not sustainable in many countries, especially those whose economies are weak and suffering from large fluctuations of currency exchange and high inflation rates. This is exacerbated by the tendency to have such funds cater for all requirements of the road sector, including large backlog maintenance for both primary and secondary roads.

BB3. Responsibilities – Clarifying Who is Responsible for What

Is commercialization of road management best achieved by avoiding conflict of interest through clear separation of responsibilities for financing & management?

Most stakeholders emphasized the need to have a clear separation of road management and financing functions, in the context of separating the purchaser and provider responsibilities for road infrastructure services. This involves establishment of two functionally and institutionally

separate entities, which would normally have their own separate boards. In this respect, however, a few stakeholders expressed a concern on the increase of overhead costs for maintaining two separate boards. The following suggestions were made on how these costs might be reduced:

- *Having very lean but still separate boards consisting of few members, for which 6 – 7 were cited as being adequate.*
- *Establishing performance indicators and enforcing accountability on the actions of the two separate agencies under a single board.* There was, however, no explanation given on how the board might avoid a likely conflict of interest as well as its effectiveness in discharging the two roles, with one agency (the service provider) being accountable to the other (the purchaser of services).

BB4. Management – Sound Business Practices

Is effective implementation of the four Building Blocks best achieved by adopting the RMI approach of running of road management on sound business practices?

Many stakeholders reconfirmed the need for:

- *Organizing road agencies with autonomous status and conducting their business on the basis of the commercialized principles and practices adopted in the private sector.* However, some stakeholders requested further clarification on the persistent confusion regarding the extent of autonomy in regard to the day-to-day operations and corporate and policy direction of the agencies. In addition, some stakeholders emphasized the need for appointing Board members on the basis of merit rather than political patronage, thereby avoiding the transfer of a civil service mode of operation to the agencies.
- *Having an executive board with a majority private sector representation.* However, some stakeholders cautioned that a strict code of conduct and ethics should be established to ensure that the members are fully accountable and do not take undue advantage of their positions, especially in the procurement and management of contracts.

Time Frame

What are the stakeholders' views on the prioritization of the complementary reforms and what are their expectations on the timeframe required for establishing a sustainable system for management and financing of roads?

There were differing views amongst stakeholders as to whether, in principle, the reform process, in terms of implementation of the four Building Blocks, should have been pursued gradually or simultaneously. Some felt (e.g. in Malawi and Zambia) that a gradualist approach was the only way that initial 'buy-in' from stakeholders, particularly from the public sector, could

have been achieved, while others felt that the reforms are part of an “integrated system” which, of necessity, should preferably have been implemented simultaneously with the necessary supporting legislation.

Almost all stakeholders believed that, in practice, the capacity to manage implementation of all the Building Blocks simultaneously was generally beyond the resources of their countries, and more so in those countries where reforms were also on-going in other sectors of the economy (e.g. Tanzania).

Many stakeholders thought that the reforms had a long way to go still in terms of such aspects as:

- Establishing road authorities (e.g. Kenya, Uganda, Zambia and Zimbabwe).
- Separating the management from the financing of roads at board level (e.g. Malawi).
- Establishing comprehensive operational and financial planning frameworks requiring the introduction of various management systems (financial management, road management, etc.).
- Introducing effective performance targeting and monitoring systems and procedures agreements between the road authority/agency and road fund administration).

Impact of Reforms to Date

Stakeholders reported varying impacts resulting from the implementation of the reforms to date. These included:

- The marked increase in road funding for road maintenance in all countries visited, although in most cases the amounts are still short of the total requirements for road maintenance.
- The contracting out to the private sector most of the road maintenance works in all the countries visited, with the proportion reported to be over 80 and 90 percent in Uganda and Ghana respectively.
- The introduction of annual technical and financial auditing of road works operations or agencies in Ghana, Uganda and Zambia.
- The institution, in Ghana of a better and streamlined planning, programming and budgeting preparation and approval process; quarterly performance monitoring and reporting; annual auditing of the Road Fund; and periodic physical inspection of the road works executed by the road agencies. The various progress and performance reports are discussed at stakeholders’ forums, including development partners.

- A notable improvement of road conditions in the recent past in Ghana and Zambia, which was acknowledged by many stakeholders, especially the private sector road users.

BARRIERS, CONSTRAINTS AND CONCERNS HAMPERING REFORMS

Introduction

Attainment of the RMI vision entails extensive and wide-ranging reforms to introduce the necessary policy, legislative, institutional, regulatory and administrative changes. As indicated in Table 2, the seven RMI countries visited are all at different stages of reform in road sector institutions, the pace and degree of which are country specific and influenced by several factors including their social, political, economic, financial and legal/administrative environments.

This section provides an overview of country stakeholders' perceptions of the barriers, constraints, and concerns that hamper the attainment of the RMI vision. The measures proposed by stakeholders for overcoming these problems are also presented.

Awareness of Benefits of RMI Reforms

Is there a lack of awareness of the overall benefits of the RMI reforms?

A large number of stakeholders were of the view that there is a disconcerting lack of awareness of the overall benefits of the RMI reforms. The main reasons cited for this situation are as follows:

- Changes of senior personnel in key positions who were previously involved in the RMI sensitization process, particularly in the public sector, have resulted in a reduced level of awareness and appreciation of the RMI and its potential benefits.
- The relatively limited, sometimes part-time, role played by country coordinators in promoting RMI activities, attributed to insufficiency of dedicated funding for that purpose and preoccupation with other mainstream duties, has been inadequate to sustain a satisfactory level of awareness of the RMI and its potential benefits amongst stakeholders.
- The implementation of various on-going reform initiatives in a number of countries, including those related to the SADC Protocol on Transport, Communications and Meteorology, as well as those related to other government or donor-driven initiatives, has clouded the awareness of the existence and specific role that the RMI may be playing in the road sector.

Measures proposed by stakeholders for overcoming the lack of awareness of the overall benefits of the RMI reforms included:

- Being more aggressive in advocating reforms and promotion of RMI solutions.
- Making public relations and publicity of related activities an integral part of the road agencies/boards operations and budgeted for accordingly.
- Undertaking more public awareness campaigns and interacting more frequently with stakeholders, particularly newcomers, on all aspects of the RMI program.
- Appointing full time RMI country coordinators able to dedicate themselves to deal with the full range of RMI matters and interact with stakeholders in a more comprehensive manner than hitherto.

RMI HQ Support and Commitment

Is there a perception of reduced RMI HQ support and commitment to the RMI program?

By far the majority of stakeholders are of the view that there is a reduced level of RMI HQ support and commitment to the RMI program in recent years, in terms of manpower, funding and interaction with them. The perceived reduced level of RMI HQ support has engendered a feeling of waning interest and commitment to the program at a time when most stakeholders believe such support is sorely needed to continue the reform process.

Measures proposed by stakeholders for increasing RMI HQ support and commitment to the program include:

- More aggressive selling to donors of the significant progress that has been made with implementation of the reforms and the tangible benefits arising there from as a basis for soliciting their continued support.
- Including RMI country coordinator participation in meetings with donors where funds are being solicited.

Backlog Maintenance

Is backlog maintenance jeopardizing the chances of success of aspects of the RMI program?

In a number of countries, there is a political and public expectation that the newly created entities should undertake backlog maintenance as a matter of priority. As a result, such maintenance is often being funded from the Road Fund.

A number of stakeholders are concerned that such an approach is jeopardizing the chances of success of aspects of the RMI program as this is diluting the primary objective of the Road Fund which is to maintain roads that are in stable condition. Moreover, they fear that continuation of such a strategy which seeks to “fix worst roads first” is likely to result in a gradual overall worsening of road conditions.

Measures proposed by stakeholders for clearing backlog maintenance included:

- Approaching donors to provide funding for backlog maintenance in recognition of the progress made by countries towards financial sustainability of routine and periodic maintenance of roads in stable condition.
- Persuading governments to provide funding from the fiscus for backlog maintenance.

Channeling of Road Fund Revenues

Are there problems in the channeling of Road Fund revenues that are causing delays to the implementation of road maintenance programs?

In some countries Road Fund revenues are initially channeled to the Treasury before eventually being released to the Road Fund. This process has resulted in delays and erratic release of funds to the Road Fund, which in turn, has impacted adversely on the programming and letting of maintenance contracts causing delay in the implementation of the overall road program.

Measures proposed by stakeholders for achieving direct channeling of revenues to the Road Fund include:

- Strengthening and streamlining the legislation and financial regulations dealing with collection of road user charges and disbursement of such funds so that more direct channeling to the roads agencies is achieved.
- Lobbying support from stakeholders and road user groups to urge governments to allow channeling of road user charges directly to the roads agencies within an agreed maximum period of time.

Legal framework for undertaking reforms

Is a weak legal framework constraining the ability of the roads agencies to act strongly and effectively in carrying their mandates in the roads sector?

In some countries (e.g. Zambia and Tanzania), roads agencies (or Road Boards) have been established by using existing generic or non-customized Acts. This means, in effect, that a number of aspects of their operations have remained under the prevailing government rules and

regulations. As a result, the agencies are constrained from acting as independently as they should be in carrying out some of their operations and making corporate decisions.

Measures proposed by stakeholders for improving the ability of the roads agencies to act strongly and effectively in carrying out their mandates included:

- Lobby support from stakeholders and civil society for reviewing the existing legislation under which the entities have been established and seek to have new Acts of Parliament passed in which a greater degree of autonomy is vested in the agencies.

Control Over Funds and Investment Programs

Is there a perception of governments losing control over funds and investment programs?

A majority of mostly private sector stakeholders were of the view that there is a perception within the authorities that, as a result of complying with the new institutional arrangements for the management and financing of roads, it was losing control over funds and investment programs that it traditionally controlled.

Measures proposed by stakeholders for removing the perception that the administration is losing control over funds and investment programs included:

- Involve ministry officials in the decision-making process through their participation on the boards of the Road Fund.
- Ensure that the roles and responsibilities of all stakeholders, including authorities and the roads agencies, are clearly defined and demarcated, and are reflected in the legislation pertaining to the operations of these entities.
- Sensitize government officials and increase their awareness of the benefits that have occurred locally and regionally as a result of the new commercialized approaches to the financing and management of roads, including the nature of the role played by an independent, representative Road Fund Board.

A few stakeholders were of the view that Government's fear of losing control over funds and investment programs was lessening and that, in any case, they had control over funds and investment programs in other sectors of the economy.

Road Sector and Other Civil Service Reforms

Is there a preference for tying road sector reforms to other civil service reforms?

Civil service reforms are on-going to varying degrees in all of the countries visited. Most stakeholders were of the view that there was a tendency for the government to tie the road sector reforms to these broader civil service reforms as commercialization of the road sector was often viewed as being part of these latter reforms.

Notwithstanding the above, a majority of stakeholders believed that policy makers should be persuaded to decouple these reform processes mainly because the gestation period for accomplishing the whole range of civil service reforms was substantially longer and more complex than for the road sector reforms.

Measures proposed by stakeholders for persuading governments of the merits of decoupling the road sector reforms from the broader civil service reforms included:

- Continued dialogue and consultations with decision-makers, including holding of workshops.
- Sensitizing authorities to the benefits that have arisen from the early adoption of the RMI reforms through practical examples elsewhere.

Resistance to Reforms

Is there resistance to reforms in line with commercial business practice because of:
(a) retrenchment of large numbers of in-house, largely force-account staff?
(b) politicians fear of losing direct control of operations and with hiring of staff?
(c) disposal of plant pools?
(d) antiquated government rules and regulations?
(e) other?

To varying extents and degrees, stakeholders felt at one extreme that the resistance to reforms in line with commercial business practice was still a major issue while at the other extreme they felt it was no longer an issue, with the former view predominating.

In addition to the reasons listed above for government's resistance to the reforms in line with commercial business practice, other reasons given included:

- Lack of adequate experience on commercialization and a fear of going into the unknown
- Poor experiences with commercialization in other sectors of the economy and skepticism that the road sector would be any different

- Poorly developed commercial sector (e.g. local contractors)
- Frequent changes of key staff with the replacements being unfamiliar with, and not having ownership of, a major change process, which threatens to reduce the size of their “empire”

Measures proposed by stakeholders for reducing/removing government’s resistance to the reform process included:

- Issue (a) - Consider gradual commercialization of in-house Force Account units
 - Involve trade unions in the reform process and sensitize them to the manner in which all staff are being catered for in the new order
 - Provide opportunities for staff to apply for positions in new entities
 - Offer early retirement packages
 - Offer incentives for staff to start new private sector companies
 - Create awareness in private sector of staff likely to be come available for employment
 - Provide retraining and redeployment programs
- Issue (b) - Dialogue and interact with politicians to convince them that:
 - their interests will be represented on the roads agency Boards;
 - the road sector and, hence, national economy, will benefit as a result of a more commercialized approach;
- Issue (c) - Privatize or commercialize plant pools
 - Set up a commercialized plant lease company for emerging contractors
- Issue (d) - Review and repeal outdated rules and regulations and establish new ones through legislation to support operational requirements of new commercialized entities;
- Issue (e) - Embark on a sustained process of championing and demonstrating the benefits of the reform process to politicians and solicit assistance of civil society in so doing.

Consultant and Contracting Industries

Is there a lack of a vibrant and competitive domestic consultant and contracting industry?

By far the majority of stakeholders felt that there is lack of a vibrant and competitive domestic consultant and contracting industry and that this issue is a complex one that needed careful analysis to find ways and means of promoting the industry.

Measures proposed by stakeholders for creating a more vibrant and competitive domestic consultant and contracting industry included:

- Need for clear government policy to promote, protect and initially give preferential treatment to the local contracting and consulting industries with a view to making them vibrant and competitive.
- Providing more funds for capacity building, including appropriate training, workshops, seminars, etc.
- Requiring foreign companies to enter into joint-venture agreements with local companies to provide technology transfer and on-the-job training.
- Ensuring that there is a steady outsourcing of work to the private sector and access to plant and equipment for small contractors on a lease basis.

Donor Policies and Government/Donor Coordination

Are donor policies unsupportive and government-donor coordination inadequate in the road sector?

Most stakeholders were of the view that donor policies were unsupportive and government-donor coordination inadequate in the road sector. The almost unanimous view was that governments and donors needed to review the basis on which aid was provided so as to maximize the benefit to the recipients. Some of the concerns expressed included:

- Tying of loans/grants to conditionalities requiring the use of firms (consultants, contractors) and products from the donor country.
- A tendency for donors to impose their will on countries from a position of strength and with little flexibility for accommodating the wishes of the recipient country.
- Differing donor objectives within the road sector resulting in fragmented approaches to planning of road programs.

A few stakeholders considered that:

- Donor support is substantial and governments need to have a cordial relationship with them;
- There have been reasonably supportive donor policies and adequate government-donor coordination;
- Ultimately, the reforms should be self-sustaining although donor support is welcome in the transition period.

Measures proposed by stakeholders for improving donor policies and government-donor coordination included:

- Review donor policies and prepare clear guidelines indicating how donor support should be channeled.
- Prepare comprehensive and implementable Country Assistance Strategies or Codes of Donor Assistance Practice to be adhered to by both governments and donors.
- Hold donors/stakeholders workshops to mutually agree on policies, programs and projects before accepting donor's assistance.
- Provide training in negotiation skills for key stakeholders involved in negotiations with donors.
- Institute a consistent policy of utilizing local capacity at all stages of a donor-funded project.
- Ensure that there is greater transparency and accountability in the use of donor's funds.

Approach and Capacity of RMI Program

Is the approach and capacity of the RMI program adequate to provide appropriate and sustained support at country level?

There was almost unanimity in stakeholders' views that the approach and capacity of the RMI program was not adequate to provide appropriate and sustained support at country level. The general feeling was that the RMI was still not sustainable and, worse, appeared to be losing enthusiasm and direction.

Some stakeholders were of the view that the RMI process had reached a critical stage and some of the more difficult challenges still lay ahead for which required a change of approach and, if anything, increased resources at country level to place the reforms on a sustainable footing.

Measures proposed by stakeholders for improving the approach and capacity of the RMI program to provide appropriate and sustained support at country level included:

- Take away the responsibility for management of the RMI country programs from a government environment to a well constituted and adequately financed, high profile, public/private sector forum of stakeholders.
- Provide full time RMI CC's with the ability to drive the RMI country programs more aggressively and disseminate information more effectively.
- Improve the quality and frequency of monitoring of the RMI reforms.
- Base the RMI HQ coordinator in the region.

- Ensure that donor country offices become more involved with the RMI.
- Solicit donors' assistance with clearing of backlog maintenance and upgrading of road networks.

Impact of HIV/AIDS

Is HIV/AIDS having an adverse impact on the availability of skilled personnel and contractor capacity?

A majority of stakeholders were of the view that HIV/AIDS was having an adverse impact on the availability of skilled personnel and contractor capacity. They felt that this pandemic was affecting all sectors and should be tackled in a holistic manner. Surprisingly, a minority was of the opposite view, albeit without much supporting information.

Measures proposed by stakeholders for combating the spread and impact of HIV/AIDS included:

- Redouble national efforts to deal with the HIV/AIDS problem through public awareness campaigns, seminars, media publicity, etc.
- Institute more vigorous awareness campaigns as part of RMI objectives and allocate part of Road Fund for that purpose.
- Appoint HIV/AIDS counselors at all construction sites and border posts.
- Include HIV/AIDS regulations in contract documents.

APPROACH, FOCUS AND RESOURCES

Introduction

One of the key concerns expressed by RMI countries during the 14th Annual CCM in December 1999, was that, although the RMI concept was a national responsibility which depended on internal country commitment and capacity, external support from the World Bank based RMI HQ team, as well as donors, was crucial to success at this stage. In this regard, they were concerned about the RMI current direction and focus, which they doubted, would be the best strategy to facilitate further progress.

This section of the report outlines stakeholders' views on the need for changes in the RMI approach, focus and resources that may best assist them in overcoming barriers and constraints to implement sustainable reforms and achieve well managed and maintained roads.

RMI Approach

Should the RMI be more aggressive in advocating reforms and promoting RMI solutions?

The great majority of stakeholders felt that the RMI should be more aggressive in advocating reforms and promotion of RMI solutions. Some thought that the process had slowed down and that there was a need to revive the vigor and enthusiasm of the early 1990's. A variety of suggestions were made in respect of refocusing the RMI approach which, in order of priority, may be summarized as follows:

- Hold more regular meetings and interact more frequently with politicians, policy makers and other stakeholders on RMI matters.
- Engender greater public awareness of the reform process by holding more stakeholder workshops, seminars and conferences.
- Document and widely disseminate benefits and experience of RMI solutions through journals, newsletters, public media, etc.
- Establish road user associations and pressure groups to promote the RMI concept in the context of sustainable development.

A minority of stakeholders believed that enough had already been done in advocating reforms and promoting RMI solutions. They felt that the pace of reforms should be related to the country capacity to absorb them, that they should be undertaken in stages and that too much aggression in promoting them would lead to a backlash from stakeholders.

Should the RMI be more active in facilitating the in-country reform process and capacity building?

According to most stakeholders, the RMI should be more active in facilitating the in-country reform process and capacity building which could be achieved by a variety of measures as follows:

- Increase financial and technical support to RMI countries for a variety of purposes including holding more workshops, mounting awareness campaigns, undertaking specific studies, producing policy documents, etc.
- Strengthen the RMI HQ secretariat with more full time staff.
- Provide a full-time national RMI country coordinator and ensure more local involvement and participation in the reform process.
- Hold more meetings between donors and RMI country coordinators and make donors aware of the RMI activities.

A minority of stakeholders was of the view that countries should take responsibility for their own programs and that the RMI agenda should not interfere with other programs.

Should the RMI coordinate and incorporate more closely RMI activities with donor programs?

There was almost unanimous support for the RMI to more closely coordinate and incorporate RMI activities with donor programs. In so doing, they would be less independent of these programs which is currently the case in a number of countries. The various means proposed for achieving this end included:

- Hold regular meetings with donors and ensure that they are aware of the RMI aims and objectives.
- Coordinate all donor programs and collaborate with donors to ensure that their programs are in line with the RMI objectives.
- Participate in the planning of road programs with donors and, as far as possible, pursue a process approach to program implementation in which RMI principles prevail.

Should the RMI use more African experience and experts in shaping its future vision?

An overwhelming majority of stakeholders were of the strong view that more African experience and experts should be used for shaping the future vision of the RMI. The general consensus was that there were a number of local experts from both the public and private sectors able to contribute to the RMI. The advantages of using such experience and expertise are that:

- More African involvement in the RMI would engender stronger ownership of the program and, in turn, instill a greater sense of ownership of roads by the people.
- Cultural familiarity with their countries would allow them to more easily “reach out” to a wider audience of stakeholders.
- Homegrown solutions would be more likely to emanate from an RMI program, which more extensively incorporates local expertise.

Stakeholders also made a number of practical suggestions as to how African experience and expertise could better shape the future vision of the RMI. These included:

- Form a committee of African experts to assist in the shaping of the RMI vision and coordination of RMI programs and activities.
- Hold regional and sub-regional conferences and undertake intra-regional visits to exchange views, share successes and failures and learn from each other.
- Design regional courses and training for local personnel involved in the roads sector and, more specifically, in RMI activities.

Some stakeholders cautioned about being too inward looking as regards the use of African experience and experts in shaping the RMI vision. In this regard, they suggested that member countries should “open up” to the rest of the world and participate in RMI activities on the international scene so as to share in their experiences as well.

Should the RMI decentralize its activities to regional offices and/or regional institutions?

There were mixed views from stakeholders towards the decentralization of RMI activities to regional offices and/or regional institutions. The stakeholders in favor of decentralization considered that this would allow more regular contact and networking amongst country members as well as stronger regional coordination of the RMI program and activities as well as speedier decision-making processes. The following suggestions were made as to how such decentralization should be undertaken:

- Create regional offices in the various economic groupings such as SADC, COMESA and UDEAC, or use selected research institutions, with authority to undercut bureaucracy in undertaking RMI activities.
- Set up regional coordinators/committees or Boards in the regional offices to undertake RMI activities and man them with regional experts.

Those stakeholders not in favor of decentralization were concerned over the establishment of setting up or attaching the RMI to another regional bureaucracy. Other concerns cited were:

- A risk of “pocket” development taking place, which would not be the case if the RMI program were “internationalized”.
- RMI involvement should impact at the highest decision-making levels in the country which was unlikely to be the case with a regional institution versus an international institution, such as the World Bank based RMI HQ in Washington.
- With effective communications and visits, there could be a beneficial, harmonious relationship between RMI HQ in Washington and RMI country coordinators.

Those stakeholders who were uncertain as to which was the better option, felt that more decision-making should be devolved to country offices but overall coordination remain with RMI HQ. They also believed that if decentralization of RMI activities were to take place, then this should be done gradually as, otherwise, there was a danger of abdication by the RMI HQ team.

RMI Focus

Should the RMI focus more on the collection of relevant information?

All stakeholders were unanimous in saying that the RMI should focus on the collection of more relevant information. What differed amongst stakeholders was the reasons for collecting the information and the kind of information that should be collected.

The reasons given for focusing more on the collection of relevant information were largely related to benefits of information sharing, including:

- Obtaining a better understanding of what is happening with the RMI in terms of its programs, activities, successes/failures and related reasons for them, and the lessons that could be learned.
- Demonstrating achievements made with the implementation of the four Building Blocks, the barriers and constraints faced in so doing and the methods adopted for overcoming them.
- Quantifying the benefits of the commercialized approach to road management and financing as well as the impact of good road networks on the macro and micro economies.
- Showing how the Road Fund is being used to improve road maintenance and what achievements have been made in road conditions.

The types of information that stakeholders would like to see collected/provided to them include:

- Revenue sources and Road Fund financial details, including how the funds are being used.
- Reports on the on-going reforms for benchmarking and other purposes.
- Prevailing standards, codes of practice, management systems used in the various countries, etc.
- Statistics on road usage (traffic volumes), safety, transport costs, etc.

Should the RMI focus more on the development and dissemination of models and tools for management purposes?

Now that the roads agencies are mostly in place, almost all stakeholders thought that the time was ripe for the RMI to begin to focus on the dissemination of models and tools for management purposes. In particular, they emphasized the value of learning from each other's successes and failures and adopting best practices from other countries in Africa and abroad.

The types of models and management tools that stakeholders would like to see developed and disseminated included:

- Road management systems to allow, amongst others, optimum levels of funding to be determined
- Financial management/road user charging systems
- Standard forms of contract and tendering procedures
- Road condition monitoring equipment

Should the RMI focus more on workshops for exchange of views and experience at national and/or regional level?

There was unanimous support amongst stakeholders for the RMI to focus more on workshops for exchange of views and experience at both national and regional level. For them, these kinds of workshops were highly beneficial for keeping up and benefiting from what was happening outside their countries.

The frequency of meetings proposed varied within a relatively narrow band:

- At regional level – every 1 – 2 years on a rotational basis
- At national level – every 3 – 6 months
- At sub-national (district) level – every 1 – 3 months

RMI country coordinators emphasized the importance of being involved in the preparation of agenda for regional workshops, which they felt should be part of their strategic plans.

Should the RMI focus more on advisory and financial support to national reform processes?

According to a large majority of stakeholders, the RMI should focus more on advisory and financial support to national reform processes. To them, the reform process was still at a fledgling stage and the need for such support was pressing if the gains made so far were not to be lost.

The nature of the assistance and support to national reform processes varied very widely and included the following:

- Expert advice through technical assistance agreements
- Attachment of advisory support staff for capacity building in the newly formed entities
- Development of various management systems (road, financial, human resources management, etc.)

- Establishment of financial and technical auditing procedures
- Establishment of procedure agreements between road agencies
- Grants to road user associations for holding awareness campaigns, workshops, seminars, publicity, research
- Clearing of backlog maintenance
- Ad hoc consultancy services for research, investigation and back-stopping support to road agencies
- Development of local road sector advisory capacity

Should the RMI focus more on support for participation in regional/international courses and training?

The unanimous view of stakeholders was that more RMI support for participation in relevant national, regional and international courses, seminars, workshops and related training was of paramount importance to the sustainability of the RMI. They stressed the need to involve a cross-section of decision-makers in such initiatives from both the public and private sectors and to focus on a variety of subject areas related to the reform process – not just technical issues.

The range of subject areas proposed by stakeholders for national/regional/international courses is aimed essentially at enhancing personnel skills and efficiency and included:

- Road management and financing
- Road maintenance management
- Operations management
- Procurement and contracts
- Change management
- Leadership and management training for chief executive officers of road agencies and of Road Fund administrations.

RMI Resources and Support

What are the stakeholders' views on the role and capacity of the RMI team based at head office in Washington?

Many stakeholders felt that the role and capacity of the RMI HQ team in Washington had been waning in recent years and is now inadequate. A lesser number thought it was adequate while some were not in a position to express a view since they were unaware of the role and function of the team.

Those stakeholders who believed that the role and capacity of the HQ team was inadequate, cited the following reasons:

- Rare visits to some countries of insufficient duration to adequately deal with RMI matters in a satisfactory manner
- Insufficient contact between RMI HQ and the country coordinators in various matters pertaining to the program and activities
- Insufficient dissemination of information on RMI matters
- Uncertainty as to what exactly was the role and function of the RMI HQ team

In order to redress the above shortcomings, stakeholders suggested the following:

- Increased financial support and manpower, possibly supplemented with regional expertise, for what was perceived by stakeholders to be a significant program with a long gestation period.
- Closer, more continuous and pro-active involvement of the RMI HQ team with the country coordinators in order to check progress and offer advice and guidance in problem areas.
- Decentralize some decision-making to regional RMI bodies.

Those stakeholders who felt that the role and capacity of the RMI HQ team was adequate, supported their views by indicating that:

- The team had successfully facilitated the initiation of the reforms in a number of countries.
- The RMI program had won a major award by the World Bank.

What are the stakeholders' views on decentralization of RMI operations to regional offices?

Most stakeholders believed that there should be greater decentralization of RMI operations to regional offices which, they felt, should be established, where necessary, within economic groups such as the SADC, COMESA and UDEAC.

Some of the stakeholders in favor of decentralization felt that such a move should be accompanied by the establishment of a Coordinating Unit, employment of more personnel and provision of the necessary funding and technical support for the regional offices. Some felt that such decentralization should cascade even further to district level where most stakeholders are located.

Some of the reasons given for decentralization included the need to establish a more aggressive and visible presence at regional level and, at the same time, to facilitate human resource development.

What are the stakeholders' views on donor commitment to RMI at HQ level?

Most stakeholders expressed the view that donor commitment to RMI at HQ level was inadequate and should be increased to allow the team to play a more substantial role in guiding the RMI. The reason for this unsatisfactory situation, some felt, was mainly due to:

- Failure to include RMI activities in donor programs and policies
- Insufficient awareness creation at the donors' forum

Stakeholders felt that donor commitment could be improved by stronger coordination of donor programs and incorporation of RMI principles in them as well as a greater effort to sell the RMI program in terms of its successes.

A few stakeholders were either unaware of the role that donors played in supporting the RMI at HQ level or felt that donor commitment was adequate.

What are the stakeholders' views on donor commitment and support to RMI activities at the regional and country level?

Most stakeholders were of the view that donor commitment and support to RMI activities at regional and country level was inadequate. Some of the suggestions made for increasing such support and commitment were very similar to those proposed for RMI HQ as given in the previous section.

INDICATORS TO MONITOR PROGRESS AND IMPACT OF REFORMS

Introduction

This section of the report presents stakeholders' proposals for putting in place simple and appropriate indicators to monitor the following:

- Progress in implementation of sustainable reforms
- Physical impact of reforms in terms of road usage and condition

As well as to clarify responsibility for monitoring.

Indicators to Monitor Progress of Reforms

What simple, appropriate indicators can the RMI and stakeholders adopt to monitor progress in implementation of sustainable reforms?

Stakeholders suggested the following means of monitoring progress in the implementation of the reforms:

- Interviews with key officials in the road agencies and stakeholders.
- Reports which should be based on an established framework, which provides specific benchmarks, facts and statistics related to the Building Blocks. An overall rating will be made compared to the ideal situation.

If implementation of the four Building Blocks is used as a very simple indicator of progress made by the seven countries surveyed then, as indicated in Table 2, the progress made by each of these countries to date in regard to institutional reform may be summarized as follows:

- (1) Ghana and Malawi: All building blocks substantially in place
- (2) Kenya and Tanzania: At least half of the building blocks in place
- (3) Zambia: Less than half of the building blocks in place
- (4) Uganda and Zimbabwe: None of the building blocks yet in place

Indicators to Monitor Impact of Reforms

What simple, appropriate indicators can the RMI and stakeholders adopt to monitor progress in implementation of sustainable reforms?

Most stakeholders expressed a strong view that the reforms being undertaken in road management and financing will be sustainable in the long term **only if their physical impact on the ground is clearly seen and appreciated by especially road users**, who will thus be motivated to continue supporting and paying for the roads. Consequently, the challenge is to establish indicators, which can be used to measure the progress and impact of reforms with a view to enabling the road users to easily understand and relate the improvements in the road conditions to the reforms.

Probably the most direct indicator of the impact of reforms is the condition of the road network. The general view of stakeholders was that the basis of monitoring physical impact of the reforms should be as follows:

- For the general public, simple indicators, such as reduced travel time, improved level of accessibility throughout the year, overall growth and quality of the network, visual condition indices and reduction in transport costs (bus fares and freight rates), should be used to demonstrate that road conditions are improving.

- For the road agency and road fund, more technical and quantitative indicators derived from the operation of a road management system, such as improved road roughness and reduction in average road maintenance cost per unit distance should be used to monitor physical impact.
- General index on the responsiveness to local economic and social development aspirations and goals would also be helpful.

Although not specifically mentioned by stakeholders, what may be inferred from discussions with them is that indicators would also serve the following useful functions:

- Benchmark their performance against other RMI countries.
- Benchmark their own performance and the performance of the road system within their own country over time to establish whether they are improving.
- Report performance in terms of outcomes and efficiency to parliaments, funding agencies, interest groups and the public.

Responsibility for Monitoring

Who should be responsible for the funding, execution and ownership of the monitoring exercises?

The consensus of stakeholders' views regarding who should be responsible for the funding, execution and ownership of the monitoring exercise was as follows:

- The ultimate responsibility for the funding of the monitoring exercise lies with government through its agencies – the road fund or road agency. However, most stakeholders felt that in the short to medium term, when reforms are taking root, the RMI and lead bilateral cooperating partners should assist in providing this funding.
- Independent consultants should execute the monitoring exercise. This will ensure avoiding any possible bias. Ownership and direct receipt of the monitoring reports should primarily be vested in the main stakeholders of the public and private sectors. The RMI and cooperating partners should also be involved in the process and receive the reports.

III. SUMMARY OF RECOMMENDATIONS

A SUMMARY OF RECOMMENDATIONS ARISING FROM THE SURVEY

The following summarizes key recommendations emanating from the views expressed by the stakeholders during the survey. These recommendations – which serve as a guide to future intervention at HQ, regional and country level – have been somewhat reorganized from the order they have been discussed in Section II.

RMI Vision of Commercialization

Recommendation 1 – RMI Vision

Various measures should be undertaken by RMI HQ team and the country coordinators to reinforce the RMI vision, such as:

- *Being more pro-active in advocating reforms, promoting RMI solutions and sensitizing government officials to the benefits that have occurred locally and/or regionally as a result of the new commercialized approaches to road management and financing.*
- *Highlighting the role that government officials can play in the decision-making process through their participation on the roads agencies boards as a means of allaying their fears that they are losing control of investment programs.*
- *Providing additional resources to countries to promote the reforms more pro-actively.*

Recommendation 2 – Building Blocks

The four Building Blocks should be amended to embrace and take into account the following related factors:

- *Road safety, overload control and environmental matters.*
- *Capacity building as a critical factor pertaining to the success of all the reforms being undertaken.*
- *The need for effective leadership as a means of facilitating speedy implementation of the reforms.*

Recommendation 3 – Ownership

The expertise required and criteria to be met by potential Board members should be more explicitly prescribed with a view to ensuring a high standard of contributions to Board activities.

Recommendation 4 – Financing

Legislation and financial regulations dealing with collection of road user charges and disbursement of such funds should be strengthened and streamlined so that more direct channeling to the roads agencies is achieved.

Stakeholders and road user groups should lobby and urge governments to ensure that road user funds are channeled to the roads agencies within an agreed maximum period of time.

Recommendation 5 – Responsibilities

RMI HQ should assist member countries in drawing-up procedures agreements governing the inter-relationships between the various roads agencies.

Recommendation 6 – Management

RMI HQ team should assist countries in establishing simple, robust management systems to help the various roads agencies in carrying out their functions.

Barriers, Constraints and Concerns

Recommendation 7 – Awareness of Reform Benefits

In addition to proposals made in Recommendation 1, additional measures that should be taken to enhance awareness of reforms include:

- *Making public relations and publicity of related activities an integral part of the roads agencies/boards operations.*
- *Undertaking more public awareness campaigns and interacting more frequently with stakeholders, particularly newcomers, on all aspects of the RMI program.*
- *Appointing full time RMI country coordinators able to dedicate themselves to dealing with the full range of RMI matters and interacting with stakeholders in a more comprehensive manner than hitherto.*

Recommendation 8 – RMI HQ Support

Support for the RMI HQ team to participate more significantly in the RMI program should be enhanced by:

- *More aggressive selling to donors of the significant progress that has been made with implementation of the reforms and the tangible benefits arising there from as a basis for soliciting their continued support;*
- *Including RMI country participation in meetings with donors where funds are being solicited.*

Recommendation 9 – Backlog Maintenance

Donors should be approached to provide funding for backlog maintenance in recognition of the progress made by countries towards financial self-sustainability of routine and periodic maintenance of roads in stable condition.

Recommendation 10 – Legal Framework

Stakeholders and civil society should be mobilized to lobby for reviewing the existing legislation under which the agencies have been established and seeking to have new/amended Acts of Parliament passed in which a greater degree of autonomy is vested in them.

Recommendation 11 – Control over Funds and Investment Programs

Ministry officials should be involved in the decision-making process through their participation on the Boards of the Road Funds.

The roles and responsibilities of all stakeholders, including Governments and the roads agencies, should be clearly defined, demarcated and reflected in the legislation pertaining to the operations of these entities.

Government officials should be sensitized to the benefits that have occurred locally and regionally as a result of the new commercialized approaches to the financing and management of roads, including the nature of the role played by an independent, representative Road Fund Board.

Recommendation 12 – Linkage to civil service reform

There should be continued dialogue and consultations with government decision-makers to sensitize them to decouple the road reforms from civil service reforms because of the significant benefits that have arisen from early adoption of the RMI reforms.

Recommendation 13 – Resistance to reform

Gradual commercialization of in-house force account units.

Greater dialogue and interaction with politicians to convince them that their interests will be represented on the road agency Boards.

Privatization or commercialization of government plant pools.

Reviewing and repealing outdated rules and regulations pertaining to the operational requirements of the roads agencies.

Embarking on a sustained process of championing and demonstrating the benefits of the reform process to politicians.

Recommendation 14 – Contracting and consulting industries

Government should articulate a clear policy to promote, protect and initially give preferential treatment to the local contracting and consulting industries. To this end, it should, amongst others, provide more funds for capacity building and ensure a steady outsourcing of work to the private sector as well as access to plant and equipment on a lease basis.

Recommendation 15 – Impact of HIV/AIDS

National efforts to deal with HIV/AIDS should be enhanced, including more vigorous awareness campaigns as part of RMI objectives.

Recommendation 16 – Donor policy and donor coordination

Review donor policies and prepare clear guidelines indicating how donor support should be channeled.

Prepare comprehensive and implementable Country Assistance Strategies or Codes of Donor Assistance Practice to be adhered to by both governments and donors.

Hold donors/stakeholders workshops to mutually agree on policies, programs and projects before accepting donors' assistance.

Provide training in negotiation skills for key stakeholders involved in negotiations with donors.

Institute a consistent policy of utilizing local capacity at all stages of a donor-funded project.

Ensure that there is greater transparency and accountability in the use of donor's funds.

Recommendation 17 – Capacity of RMI

Take away the responsibility for management of the RMI country programs from a government environment to a well constituted and adequately financed, high profile, public/private sector forum of stakeholders.

Provide full time RMI CCs with the ability to drive the RMI country programs more aggressively and disseminate information more effectively.

Improve the quality and frequency of monitoring of RMI reforms.

Ensure that donor country offices become more involved with the RMI.

Indicators to Monitor Progress and Reforms

Recommendation 18 – Monitoring of physical Impact

For the general public — use simple indicators such as travel time, level of accessibility throughout the year, visual condition indices and reduction in transport costs.

For the roads agencies — use more technical and quantitative indicators such as road roughness and reduction in average road maintenance costs.

Recommendation 19 – Monitoring of reform implementation

As regards indicators to monitor progress in implementation of the reforms, stakeholders suggested the following:

- *Interviews with both key officials in roads agencies and other stakeholders.*
- *Reports based on an established framework providing specific benchmarks, facts and statistics related to the four Building Blocks.*

Recommendation 20 – Responsibilities for monitoring

Ultimate responsibility for funding of monitoring lies with the government through its roads agencies but in the short and medium term, while such capacity is being established, assistance should be sought from the RMI and lead bilateral cooperating partners.

Independent consultants should execute the monitoring exercises.

Ownership and direct receipt of the monitoring reports should primarily be vested upon the main stakeholders in the public (government and relevant agencies) and the private sector.

THE WAY FORWARD – APPROACH, FOCUS AND RESOURCES

Recommendations 1 to 20 above provide a substantial basis of the way forward with regard to the future approach, focus and resources on the fundamental principles of the RMI vision. Consequently, the following recommendations (21 to 30) represent detailed actions or methodologies for implementing the above proposals by the stakeholders.

RMI Approach

Recommendation 21

The RMI should be more proactive in advocating reforms and promotion of RMI solutions through such measures as:

- *Documenting and widely disseminating benefits and experience of RMI solutions through journals, newsletters, public media, etc.*
- *Assisting in establishing and providing grants to road user associations and pressure groups to promote the RMI concept in the context of sustainable development, through workshops, lobbying, publicity and research.*

Recommendation 22

The RMI should be more active in facilitating the in-country reform process by:

- *Increasing financial and technical support to RMI countries for a variety of purposes including holding more workshops, mounting awareness campaigns, undertaking specific studies, producing policy documents, etc.*

- *Strengthening the RMI HQ secretariat with more full time staff.*
- *Ensuring more local involvement and participation in the reform process.*
- *Holding more meetings between donors and RMI CCs and make donors aware of the RMI activities.*

Recommendation 23

The RMI should more closely coordinate and incorporate activities with donor programs by:

- *Holding regular meetings with donors and ensuring that they are aware of the RMI aims and objectives.*
- *Coordinating and collaborating with donors to ensure that their programs are in line with the RMI objectives.*

Recommendation 24

More African experience and experts should be used for shaping the future vision of the RMI through such measures as:

- *Forming a committee of African experts to assist in the coordination of RMI programs and activities.*
- *Holding more regional and sub-regional conferences and undertaking intra-regional visits to exchange views, share successes and failures and learn from each other.*
- *Designing regional courses and training for local personnel involved in the road sector and, more specifically, in RMI activities.*

RMI Focus

Recommendation 25

The RMI should focus more on collection of relevant information including the following:

- *Revenue sources and Road Fund financial details, including how the funds are being used.*
- *Reports on the on-going reforms for benchmarking and other purposes.*
- *Prevailing Standards, Codes of Practice and Management Systems used in the various countries, etc.*
- *Statistics on road usage (traffic volumes), safety, transport costs, etc.*

Recommendation 26

The RMI should begin to focus on the establishment and/or dissemination of models and tools for management purposes, including the following:

- *Road management systems to allow, amongst others, optimum levels of funding to be determined*
- *Financial Management/Road User Charging Systems*
- *Standard forms of contract and tendering procedures*
- *Road condition monitoring*

Recommendation 27

The RMI to focus more on workshops for exchange of views and experience at both national and regional level and RMI CCs to become more involved in the preparation of agendas for regional workshops with the following frequency of meetings:

- *At regional level: every 1 – 2 years on a rotational basis*
- *At national level: every 3 – 6 months*
- *At sub-national (district) level: every 1 – 3 months*

Recommendation 28

The RMI should focus more on advisory and financial support to national reform processes in the form of:

- *Expert advice through technical assistance agreements*
- *Attachment of advisory support staff for capacity building in the newly formed entities*
- *Establishment of financial and technical auditing procedures*
- *Ad hoc consultancy services for research, investigation and back-stopping support to road agencies*
- *Development of local road sector advisory capacity*

Recommendation 29

The RMI should focus more on support for participation in relevant national, regional and international courses, seminars, workshops in the following subject areas and related training was of paramount importance to the sustainability of the RMI.

- *Road management and financing*
- *Road maintenance management*
- *Operations management*
- *Procurement and contracts*
- *Change management*
- *Leadership and management training for CEO's and Road Fund Executives*

RMI Resources

Recommendation 30

Consideration should be given to greater decentralization of RMI operations to regional offices, which should be established, where necessary, within economic groups such as SADC, COMESA and UDEAC. In addition, consideration should be given to the establishment of a Coordinating Unit, employment of more personnel and provision of the necessary funding and technical support for the regional offices.

IV. A RESPONSE TO SURVEY OUTCOME AND RECOMMENDATIONS

By Stephen Brushett, RMI Component Manager

The survey has provided a wealth of information for the RMI team at Bank headquarters to digest. This exercise has succeeded in providing a bridge from the recent past and the concerns that were expressed by RMI Coordinators and other country beneficiaries at the 14th Annual Coordinating Committee Meeting in December 1999 to the present and the start of the process of taking effective action on the concerns as demonstrated during the 15th Annual Coordinating Meeting in May 2001 (see SSATP Working Paper No. 60 *Coordinating Committee Meeting Proceedings*). Furthermore the results and implications of the survey have now proven to be a highly relevant source of material for the preparation of the future orientation of the RMI Program as reflected in the Business Plan for 2002-2003. All in all, the survey has provided an invaluable opportunity for the client – at least in seven RMI member countries – to speak out with minimum analysis and editing on the part of the RMI team or the consultants employed to carry out the exercise.

The RMI team is heartened by the clear expression of stakeholders in favor of the continued relevance of the RMI message for the road sector in Sub-Saharan Africa and by the urgency by which the request for further and deeper assistance has been made. Certainly the survey has thrown up – inherent in its very design perhaps – many recommendations some of which may prove to be fairly straightforward and inexpensive to implement, others of which will probably take more time and reflection to truly grasp. For some recommendations, the depth of consensus is clearly evident – as on the need for enhanced attention to advocacy in RMI country programs to attend to the appearance of declining commitment to reform and, as a related point, to address the perception of a lack of a real interface between the RMI and sector programs supported by the Bank and the donors. In other cases, there is strong but far from unanimous support expressed for a particular direction or change – such as on the need for a more flexible staged approach to reform guided, rather than constrained, by the specifics of the four Building Blocks.

From this starting point, the RMI team's view is that we should add this response to the survey, whose findings and recommendations otherwise may be said to speak for themselves. The perception of waning commitment from the team itself and from the Bank and the main external sponsors of the program is clearly a strong one. This needs to be addressed squarely and honestly in order to establish clear expectations about what the program can or cannot deliver in the coming years – and most importantly to clarify where the responsibility for taking action now lies.

We address below in more details the ten specific recommendations in the survey's final chapter the "Way Forward". We feel though that this assessment needs to be prefaced by the more general remarks which follow as these set out some key views of the RMI team at Bank headquarters on the future of the program. The remarks have been organized into a number of statements with explanatory notes, the substance of which is integrated in the aforementioned 2002-2003 Business Plan.

- **The RMI is, and needs always to be perceived as an international partnership of road sector policy reform practitioners in Sub-Saharan Africa together with their key support organizations in the region and elsewhere.** This is to say inter alia, that the RMI Team at Bank headquarters has certainly a strategically crucial role to play but cannot and will not in future necessarily be the motivating force for all initiatives under the program. Much more responsibility has to devolve to, and be seized by country program coordinators who should best know how to adapt the accepted principles to their own country realities and priorities. Increasingly the first line support to their efforts should come from Africa based regional economic as well as sector organizations whose role will need to be built up in the coming years. Through this process of better balancing the role of the center, the region and the country units of the RMI partnership will it be possible, we believe, to address the concerns of the stakeholders in the survey that there be more African involvement in the RMI.
- **RMI supported interventions at both country and regional level need to be more tightly prioritized and then implemented in line with capacity and available resources.** The prioritization process should undoubtedly be built up from the country level where RMI program coordinators are being encouraged to select a few key objectives and associated monitorable outputs which will directly address the obstacles to reform in their particular setting. The regional and thematic interventions of the RMI will build on these experiences and seek to ensure – through the role to be played by the team at Bank headquarters – effective knowledge accumulation and dissemination. Capacity will however always be limited, even if it is to be said that the much-lamented decline in resources at the center has now been partly addressed by the addition to the RMI team of two full time transport specialists (from Denmark and France) each for a period of two years.
- **Road sector reform is much more than an exercise in "ticking the boxes" and has to lead to clear and demonstrable improvements on the ground in terms of positive impact for road users if the reform process is to be sustained.** The stakeholder analysis includes an assessment of how far the surveyed countries have proceeded in regard to establishing the institutions to support road sector reform. This presentation and how it is used to interpret who are the good performers and who are not excited a great deal of discussion when the survey results were presented at the 15th Annual Coordinating Committee Meeting – particularly as the two countries for which no boxes were ticked have made substantial progress in both institutional reform and impact

on the ground in senses other than captured by Table 2 (see page 15). This discussion serves to highlight the importance for the program to develop performance indicators truly measuring the breadth of the impact as well as capturing the specific institutional reforms. The RMI coordinators are now making substantial progress with only intermittent support from the Bank headquarters on defining and implementing such indicators that should be used at the country level.

- **Every country in the survey has shown recognition of the seriousness of the present and future threat to road sector reform from HIV/AIDS – the time is now for RMI to take a more active role in promoting effective responses.** The road transport sector is not uniquely affected by HIV/AIDS – but the transport system remains a potent vector for the spread of HIV infection and the extensiveness of road construction and maintenance business in the survey countries is another source of risk. All countries have already suffered from losses of key staff, many with scarce professional skills and highly placed in the sector ministries and agencies. The RMI program in the countries and in the region as a whole must therefore take a leadership, not merely a reactive role in developing appropriate responses and must use the partnership to disseminate promising practices and lessons learned.

The “Way Forward” in the survey report comprises the final set of 10 recommendations in regard to the future approach, focus and resources of the RMI program. This comprises a very valuable set of ideas that are already informing the process of reviewing program strategy and developing the business plan. The RMI team’s response is summarized below taking into due consideration the priority and feasibility of the different recommendations and the prevailing resource constraints which are not expected to materially change at least during 2002. For ease of reference the recommendations are reproduced exactly as reported in the survey report with the RMI team’s commentary appended at the conclusion of each recommendation.

RMI Approach

Recommendation 21

The RMI should be more proactive in advocating reforms and promotion of RMI solutions through such measures as:

- Documenting and widely disseminating benefits and experience of RMI solutions through journals, newsletters, public media, etc.
- Assisting in establishing and providing grants to road user associations and pressure groups to promote the RMI concept in the context of sustainable development, through workshops, lobbying, publicity and research.

Response

The RMI Business Plan for 2002-2003 includes “dissemination to SSA of information on appropriate road management and financing policies through various media” as one of the three key output areas. The RMI Team has developed a prototype advocacy tool (in the form of a PowerPoint presentation) which is being field tested prior to release to member countries to customize to their specific requirements. The RMI Team will further develop the website [<http://www.worldbank.org/afr/ssatp/rmi.htm>] to increase the range of media used and audiences reached. The country coordinators will need to determine their specific priorities and seek funding from a variety of internal and external sources (the RMI program will not be in a position to fund these priorities from its limited resources).

Recommendation 22

The RMI should be more active in facilitating the in-country reform process by:

- Increasing financial and technical support to RMI countries for a variety of purposes including holding more workshops, mounting awareness campaigns, undertaking specific studies, producing policy documents, etc.
- Strengthening the RMI HQ secretariat with more full time staff.
- Ensuring more local involvement and participation in the reform process.
- Holding more meetings between donors and RMI CCs and make donors aware of the RMI activities.

Response

The RMI Team believes that this set of recommendations is best met by strengthening the RMI partnership and correctly assigning roles to each of the constituent parties, and by ensuring a more effective integration at the country level of the RMI program with the national road sector development program. This will crucially enable the program to access a wider financial and technical resource base than it has been able to do in the recent past. In response to each of the four separate bullet points:

- Most of this support will need to come from sources other than the RMI Team at headquarters and will be driven by country program priorities. The mentioned activities are likely to be needed in most country settings.
- As mentioned above, two full time staff have been recruited. In addition, the component manager expects to spend no less than 25% of his time on RMI.
- No arguments with this, but the initiative to address this concern has to come from the country coordinators.

- No arguments with this either. The concern will be addressed by having more specific country activities targeted at enhancing the contribution of the local donor community with the RMI Team at Bank headquarters providing particular support for those countries under an “intensive program”; better designed and targeted thematic activities, including workshops carried out at the regional level to disseminate best practices (the RMI team at Bank headquarters will initially take the lead here but in the expectation that the role of African sector and economic organizations will become more significant with the passage of time).

Recommendation 23

The RMI should more closely coordinate and incorporate RMI activities with donor programs by:

- Holding regular meetings with donors and ensure that they are aware of the RMI aims and objectives.
- Coordinating and collaborating with donors to ensure that their programs are in line with the RMI objectives.

Response

Essentially covered by the response to recommendation 22. The RMI team will in addition work closely with Bank task team leaders and with the key sector staff of the major multilateral and bilateral agencies funding road sector programs in SSA to ensure knowledge dissemination and to generate incremental resources for policy development and implementation. RMI country coordinators also have a major responsibility to interface effectively with the key sector decision-makers at country level to secure the centrality of the RMI program to the sector development effort.

Recommendation 24

More African experience and experts should be used for shaping the future vision of the RMI through such measures as:

- Forming a committee of African experts to assist in the coordination of RMI programs and activities.
- Holding more regional and sub-regional conferences and undertaking intra-regional visits to exchange views, share successes and failures and learn from each other.
- Designing regional courses and training for local personnel involved in the roads sector and, more specifically, in RMI activities.

Response

The RMI program can expect to be successful neither in the short term nor the long term if African expertise is not effectively captured in program design and if the experiences and views of practitioners in SSA are not given serious consideration. The 2002-2003 Business Plan period should thus expect to see concrete measures being taken to address this concern. In regard to the specific bullet points:

- Rebalancing program management and advice available to it is ongoing but at the level of the SSATP as a whole, rather than by individual components such as RMI.
- These activities are core to the knowledge dissemination process and are included in the program to the extent that resources and capacity allow.
- “Capacity for development and implementation of road management and financing policies” is another of the three key output areas for the RMI Program. In recognition of the need to reach more personnel and effect training closer to the point of employment, the RMI team will be contributing to the effort to develop distance learning training tools and to carry out a training of trainers in SSA institutions.

RMI Focus

Recommendation 25

The RMI should focus more on the collection of relevant information including the following:

- Revenue sources and Road Fund financial details, including how the funds are being used.
- Reports on the on-going reforms for benchmarking and other purposes.
- Prevailing Standards, Codes of Practice and Management Systems used in the various countries, etc.
- Statistics on road usage (traffic volumes), safety, transport costs, etc.

Response

The RMI team fully shares the priority that should be accorded to knowledge accumulation and dissemination in the work program priorities for the RMI team at Bank headquarters. The collection of information of the type specified here however have to come from the countries themselves, thus putting a premium on the effectiveness of RMI country program reporting for this activity to be carried forward. The RMI team does intend to publish in 2002 a fully updated review of road sector performance data and RMI concepts implementation –

the groundwork for which has already been carried out and the results partially disseminated (cf. Technical Note 25, *Improving Management and Financing of Roads in Sub-Saharan Africa* and Technical Note 26, *Commercialization of Road Management in Sub-Saharan Africa*).

Recommendation 26

The RMI should begin to focus on the establishment and/or dissemination of models and tools for management purposes, including the following:

- Road management systems to allow, amongst others, optimum levels of funding to be determined
- Financial Management/Road User Charging Systems
- Standard forms of contract and tendering procedures
- Road condition monitoring

Response

The RMI Team would draw attention to the fact that development and dissemination of models and tools for improved road sector management is already a fairly advanced element of the program. More will need to be done to integrate greater usage of the tools already developed – such as the *Roads Economic Decision* (RED) model, the *Standard Overall Ultralight Road Care Estimate* (SOURCE) methodology and the *Tariff and Traffic* game – into ongoing country programs as well as to identify and address gaps to the extent of which capacity and resources permit.

Recommendation 27

The RMI to focus more on workshops for exchange of views and experience at both national and regional level and RMI CCs to become more involved in the preparation of agendas for regional workshops with the following frequency of meetings:

- At regional level: every 1 – 2 years on a rotational basis
- At national level: every 3 – 6 months
- At sub-national (District) level: every 1 – 3 months

Response

Workshops can clearly be an effective means of disseminating information, building the RMI partnership and bringing in potential new players and contributors to the Program. Work-

shops though have to be properly designed with clear and achievable objectives and timely and effective follow up on what has been agreed is necessary. The frequency of meetings however may be difficult to legislate from the center at any given time. Full involvement of RMI country coordinators is nevertheless critical whatever frequency or type of meetings is finally determined. The RMI Team would point out that country coordinators representatives elected at the 15th Annual Coordinating Committee Meeting have been working since as members of the Task Force responsible for planning the next CCM.

Recommendation 28

The RMI should focus more on advisory and financial support to national reform processes in the form of:

- Expert advice through technical assistance agreements
- Attachment of advisory support staff for capacity building in the newly formed entities
- Establishment of financial and technical auditing procedures
- Ad hoc consultancy services for research, investigation and back-stopping support to road agencies
- Development of local road sector advisory capacity

Response

All these functions and services will have a role to play in road sector policy development and implementation, driven by the prioritization of program objectives and outputs in each member country. The RMI team at Bank headquarters would have time and resources too limited to become deeply involved in the capacity building process at country level – this though represents an opportunity to mobilize other forms of domestic and external resources to expand the envelope of support available for the RMI Program.

Recommendation 29

The RMI should focus more on support for participation in relevant national, regional and international courses, seminars, workshops in the following subject areas and related training was of paramount importance to the sustainability of the RMI.

- Road management and financing
- Road maintenance management
- Operations management

- Procurement and contracts
- Change management
- Leadership and management training for chief executive officers of road agencies and Road Fund administration

Response

No arguments here other than to add the expected caveats: the training programs must be carefully selected; the candidates for training must be appropriate and capable of benefiting from the training; and there should be attention given to the dissemination and absorption of the knowledge gained within the country. The team at Bank headquarters will be responsible for ensuring that the annual CCM and any regional workshop or related activities are organized in such a way as to maximize learning opportunities for country personnel. The source of financing for additional training programs will – as noted under the response to Recommendation 28 – have to come from elsewhere.

RMI Resources

Recommendation 30

Consideration should be given to greater decentralization of RMI operations to regional offices, which should be established, where necessary, within economic groups such as SADC, COMESA and UDEAC. In addition, consideration should be given to the establishment of a Coordinating Unit, employment of more personnel and provision of the necessary funding and technical support for the regional offices.

Response

The RMI Team notes that this recommendation did not receive universal support among the stakeholders approached during the survey. The Team's view is that more regional institutions do need to become involved, as members of the RMI partnership, and that these institutions should play a progressively more important role in road sector policy development and implementation. Resources are envisaged under the 2002-2003 business plan to start the process of deepening the involvement of selected organizations in the delivery of services and in the dissemination of information. It is questionable however whether this process really requires an expansion of personnel employed directly by the RMI, whether based at Bank headquarters or in SSA institutions.

ANNEXES

ANNEX A

TERMS OF REFERENCE

The RMI

The Road Management Initiative (RMI) is a component of the Sub-Saharan Africa Transport Policy Program (SSATP), which was launched in 1987 by the United Nations Economic Commission for Africa (UNECA), the World Bank, and a number of bilateral donors active in the transport sector in Africa. The overall purpose of the SSATP program is to strengthen the international competitiveness of SSA economies through improved transport services, increased cooperation, and regional economic integration.

The RMI was launched in response to the increasing concern over the deteriorating road infrastructure in SSA despite heavy investments by governments and donors in road rehabilitation and upgrading. The idea was to establish a small team to work with the governments and in close cooperation with World Bank and donor supported programs, to:

- *Identify the underlying causes of poor road maintenance policies.*
- *Develop an agenda of reforms that could facilitate establishment of effective and sustainable road management practices.*
- *Facilitate the adoption and implementation of the required reforms.*

The program is managed by the Africa Region Infrastructure Department of the World Bank, and operates on an annual budget of around US\$ 1 million mainly financed by a number of bilateral donors. The Bank and the donors are providing additional support to the reform process in participating countries through their regular country programs.

The RMI Strategy

The RMI adopted a phased approach to policy reforms. During Phase I (1989-91), all SSA countries participated in six regional seminars that were designed to raise awareness of the need for sound road maintenance policies, and to identify why the current policies were ineffective and unsustainable. Phase II (1992-94) included specific initiatives in nine countries that volunteered to immediately pursue a policy reform process, with focus on identifying the underlying causes of poor maintenance policies and on the establishment of an agenda of re-

forms that could facilitate effective, efficient and sustainable road maintenance. In Phase III (1995-98), the RMI focused on dissemination of its findings through regional and national seminars in cooperation with the regional organizations SADC, COMESA, and ECOWAS, and on assistance to interested countries towards formulation of suitable policy and institutional reforms and their implementation through institutional studies, study tours, workshops and awareness campaigns with support from the World Bank, the EU, and bilateral donors. During this period, the RMI concept was adopted into the SADC protocol on financing and management of roads, and was endorsed by the ECOWAS Council of Ministers.

The emphasis of the current phase IV (1999-) is on assistance to countries that are taking steps to adopt and implement sustainable reforms as legal adoption of effective policies and a suitable institutional framework for their implementation; capacity building of agencies and the contracting industry to enable actual implementation of the new policies in practice; and last but not least the building of awareness and capacity in the user constituency to demand and monitor that they get the extent and quality of services they want and are willing to pay for.

The RMI Concept

The key concept to emerge from the RMI is commercialization: bring roads into the market place, charge for their use on a fee-for-service basis, and manage them like any other business. However, since roads are a public monopoly and ownership of most of them will remain in government hands, implementation of the commercialization concept require complementary reforms in four areas commonly referred to as the four “basic Building Blocks” for sustainable management:

- *Ownership: Involve road users and civil society stakeholders in management to get public support for adequate funding for affordable standards, demand for efficiency, and control of monopoly power.*
- *Financing: Secure an adequate and stable flow of funds based on user charges.*
- *Responsibilities: Secure clear definition, separation, and assignment of responsibilities with matching authority and performance targets.*
- *Management: Establish road management agencies that are organized and run according to sound business practices to obtain value for money.*

These four reforms are complementary and should be implemented together in a comprehensive reform program. Without all four, only a part of the objective may be achieved. The involvement of road users and civil society stakeholders in management may be facilitated through representation in Road Boards, i.e. the board governing the agency administering the

road maintenance and management funds and the board governing the road management agencies. An adequate, secure, and stable flow of funds based on user charges may best be achieved through dedicated charges collected and administered by an autonomous Road Fund with a Board where representatives of road users and civil society stakeholders are in majority. Clear definition and legal separation of responsibilities are essential to avoid conflict of interests and facilitate transparent decisions, clear allocation of responsibilities and matching authority, and thus for exercise of effective and efficient management. Reference is in this context made to the IMF criteria for supporting or accepting the establishment of an autonomous Road Maintenance Fund¹. To obtain best value for money, the road management agencies need be structured and operated as any private sector business entity with an autonomous management board, clear management objectives and accountability, and competitive terms and conditions of employment. All agencies and work activities should be subjected to independent technical and financial audits to ensure that the stakeholders and the public at large get value for money.

Monitoring Implementation and Impact of Policy Reforms

The RMI has from the very start of the program made efforts to keep track of the status of the road sector in cooperating SSA countries; on the demand for road services, road network condition, and of the adoption and implementation of policy and institutional reforms. An evaluation of the status of road sector policy reforms for 34 SSA countries was made in 1991² and repeated in 1995 for the following 8 aspects³:

- (i) Stable Funding
- (ii) Institutional Reform
- (iii) Staff Motivation
- (iv) Contracted Maintenance
- (v) Labor Based Work
- (vi) Reformed Plant Pools
- (vii) Network Based Planning
- (viii) Performance Budgeting

The status for each of these aspects was assessed on a scale from 0 to 4; 0 = no progress, 1 = reform initiated, 2 = some progress beyond initiation, 3 = substantial progress, and to 4 = reforms completed. The overall score for the 34 countries on each of these aspects improved

¹ Dedicated Road Funds: A Preliminary View on a World Bank Initiative. Barry Potter, June 1997

² Road Policy Reform in Africa. SSATP Paper presented at PIARC Conference, Marrakech, Morocco September 1991 by Juan Gaviria, Stein Lundebye, and John Riverson.

³ Road Policy Reform in Sub-Saharan Africa: 1991-1995. SSATP WP No. 25, Thelma Triche, January 1996.

from the range of 0.39 - 1.03 in 1991 to 1.10 - 1.88 by 1995. By 1995, only a few countries were assessed to have completed reforms for any aspect.

From 1994, all RMI Coordinators in countries actively participating in the program were requested to provide a report to the Annual RMI Coordinating Meeting that reflected the status of the road sector in their country, i.e. data on the road network and its condition, on road management and financing, and on the characteristics of road transport demand and operations. However, while most RMI Coordinators and countries participating in the program (8-12) provided most of the information requested each year up to 1999, it became increasingly clear that few if any country were able to give data that were reliable and up to date; few if any country carry out regular and systematic road condition surveys based on objective criteria that covered the whole public road network; few if any have a transparent overview of actual funds used to maintain and manage the various parts of the public road network; and vehicle statistics are probably most often unreliable as they include vehicles scrapped years ago and/or a significant number of vehicles with fake number plates.

As part of the preparation for the RMI dissemination seminars (1995-97), an international expert conducted, with the assistance of local consultants, an overview of current conditions in the road sector in all SSA countries and compared these with conditions in 1988 as reported by the EDI (World Bank) report on the RMI "Building Capacity for Policy Reform".⁴ A summary update of the 1995-1997 overviews to conditions prevailing in 1997 was completed in 1999⁵. However, while these overviews provide a valuable picture of developments within the road sector, they were to a great extent based on statistics and information that often as noted above, are unreliable and rarely updated in a systematic manner. Any simple annual updating of the overviews would thus not provide the quality data required for systematic monitoring of developments in the road sector in SSA countries.

In an attempt to generate more specific information on developments with respect to policy and institutional reforms and the quality of road services in SSA countries, the Bank has initiated development of two new monitoring tools. The first, a structured "Appraisal of the RMI Concepts Implementation" (The four Building Blocks) following forms and procedures prepared by the Bank⁶, was tried concurrent with the updating the road sector overviews in 1998. The methodology included quick interviews with key road managers such as directors of roads, using standardized questionnaires for each "building block". The second tool, which

⁴ The Road Maintenance Initiative: Building Capacity for Policy Reform; Volume II. Readings and Case Studies. The EDI Seminar Series, The World Bank, 1991.

⁵ Review of the Road Sector in Sub-Saharan African Countries. Ole Kr. Sylte, 1999.

⁶ Appraisal of the RMI Concepts Implementation in Sub-Saharan African Countries. Ole Kr. Sylte, 1999.

aims at quick and inexpensive monitoring of the quality of road services based on travel speed measurements, has been tested in Ghana and Madagascar^{7 8}.

The Way Forward

Presentations and discussions during the 14th RMI Annual Meeting in Pretoria indicated that the participating countries have all accepted that the RMI concept provide the best platform for designing a policy and institutional framework that facilitate efficient and sustainable management of road networks. But while the SSA road sector overviews and the “Appraisal of the RMI Concepts Implementation” showed that encouraging progress have been made towards implementation of the RMI concept, in particular with respect to financial reforms and commercialization of works execution, they also indicated that little progress had been made in separation of responsibilities and their appropriate assignment, in devolution of management responsibilities and authority to road users and civil society stakeholders, and in reform of management agencies according to private sector business practices.

While the representatives from the RMI countries acknowledged that implementation of the RMI concept was a national responsibility and depended first of all on internal country commitment and capacity, they felt that external support from the World Bank as well as the donors is crucial to success at this stage. They were in this context concerned about RMI current direction and focus, which they doubted would be the best strategy to facilitate further progress, and about their perception of declining commitment from the Bank and the donors to the RMI. This was attributed to reduction in financial allocations to the initiative and the reduced capacity of the RMI team. Another concern was the design and initial output of the proposed performance indicators or monitoring systems, in particular the “Appraisal of the RMI Concepts Implementation”. The “quick” interviews with key road managers following the set questionnaire, were seen to have yielded overoptimistic responses that did not reflect the true situation “on the ground” in some cases, and overly negative assessments in other cases by failure to recognize progress due to implementation of options other than the usual RMI solutions. It was noted that the survey scope did not include a probe into what constraints and barriers frustrated a more expeditious implementation of the RMI concept which is essential for effective planning for further progress and qualification of lessons learned. Issues mentioned as potential barriers to the reform process include retrenchment of the large number of in-house staff involved in force account type of works, disposal of government plant pools and establishment of plant leasing companies, and lack of a vibrant local road construction industry. Mentioned were also the need for models or “tool kits” to aid newly appointed managers and Road Boards to function effectively.

⁷ Standard Overall Ultralight Road Care Estimate (SOURCE). Handbook. Draft. December 1999.

⁸ The Source Methodology; Application to Ghana. ABP Consult Ltd. December 1999.

The Meeting proposed that the RMI stakeholders review the RMI vision, goal and strategic program in line with progress made to date and recent developments, and suggest recommendations on the way forward. It was further agreed that a more comprehensive and appropriate monitoring system be established in consultation with the country coordinators.

Objectives and Outcome

The overall objective of the survey is to obtain the views of the country stakeholders on the changes necessary in RMI approach and focus that will enable RMI to more effectively facilitate implementation of policy and institutional reforms and more appropriately monitor progress and achievements.

These objectives call for the following outcomes:

- (a) An overview of the country stakeholders' perception of the RMI vision for sustainable management and maintenance of roads, with details on the appropriate arrangements to implement the four RMI Building Blocks.
- (b) An overview and prioritization of barriers, constraints, and concerns that hamper the implementation of desired policy and institutional reforms, with analysis of options available for addressing them in a thematic manner.
- (c) An outline of the stakeholders views on the RMI approach and focus that best may assist the country stakeholders in overcoming barriers and constraints to implement sustainable reforms and achieve well managed and maintained roads.
- (d) The stakeholders proposal for simple and appropriate indicators that RMI and the stakeholders could adopt to monitor;
 - the progress in implementation of sustainable reforms,
 - the physical impact of reforms on road usage and conditions.

Scope of Work

The issues and options to be addressed under each of the requested outcomes should include but not be limited to:

Outcome (a): Perception of the RMI vision for a Sustainable Solution

- Devolution of management responsibilities and authority to road users and civil society stakeholders
- Securing adequate and sustainable funding of road maintenance and management (main as well as local authority roads), with specification of:

- funding sources and mechanisms for collection and disbursement of funds,
 - mechanisms to adjust for the effect of inflation and change in needs, and
 - how to ensure appropriate and effective use of funds for the purposes intended.
- Separation and assignment of responsibilities with matching authority and performance targets in the roads sub-sector, with specification of:
 - the institutional framework and the legal status of the required agencies,
 - the extent of authority and autonomy to be granted each agency,
 - the involvement of private sector stakeholders in management.
 - Reform of road management agencies according to private sector business practices, with specification of:
 - whether to build new and phase out old or stepwise conversion of existing agencies,
 - hire and fire of management and personnel,
 - limits on the type and extent of the “new” agencies own assets and operations ,
 - funding of the “new” agencies own operations,
 - Expectations on the timeframe before a sustainable system for management and maintenance of roads can be implemented, and on the impact this system will have on road standards and direct costs to road users and the country.

Outcome (b): Possible Barriers, Constraints, and Concerns hampering Reforms

- Resistance among government officials and politicians to devolve responsibilities to autonomous public entities dominated by private sector and civil society stakeholders, with outline of possible reasons for the resistance and how it may be overcome; i.e.
 - is there lack of awareness of the overall benefits of RMI reforms?
 - is there a perception of losing control over funds and investment programs?
 - is there a preference for tying road sector reforms to overall civil service reforms?
 - may loss of opportunities for corruption be an important factor?
- Resistance to full funding of road maintenance and management through dedicated road user charges over and above fiscal duties and taxes on automotive equipment, accessories, and fuel, with outline of how it may be overcome.
- Resistance to reform of road management agencies according to private sector business practices among road agency personnel and stakeholders, with outline of the key issues and how these may be resolved. For example:
 - retrenchment of the large number of in-house staff in government agencies,
 - politicians fear of losing direct control of operations and with hiring of personnel,

- disposal of government plant pools,
- antiquated government rules and regulations.
- Lack of vibrant and competitive domestic consultant and construction industry
- Impact of HIV/AIDS on availability of skilled personnel and contractor capacity
- Donor policies and the adequacy of government – donor coordination in the sector
- Approach and capacity of the RMI to provide appropriate and sustained support at the country level

Outcome (c): Changes in RMI Approach, Focus, and Resources

- In its approach, should the RMI
 - be more aggressive in advocating reforms and in promotion of RMI solutions,
 - be more active in facilitation the in-country reform process and capacity building,
 - more closely coordinate and incorporate RMI activities with donor programs,
 - have RMI regional and country programs more independent of donor programs,
 - use more African experience and experts in shaping the future vision of RMI, and/or
 - decentralize RMI activities to regional offices and/or regional institutions?
- Should the RMI focus more on
 - the collection and dissemination of relevant information,
 - development and dissemination of models and tools for management purposes,
 - workshops for exchange of views and experience at national and/or regional level,
 - advisory and financial support to national reform processes, and/or
 - support for participation in regional/international courses and training?
- What are the stakeholders views on RMI resources and support about:
 - the role and capacity of the RMI team at head office in Washington,
 - decentralization of RMI operations to regional offices; what role and capacity if any,
 - donor commitment to RMI at headquarter level, and
 - donor commitment and support to RMI activities at the regional and country level?

Outcome (d): Indicators to monitor Progress of Reforms and Physical Impact

- Should monitoring progress in implementation of sustainable reforms be based on

- government reports following a fixed questionnaire,
 - consultant interviews with key officials in the road agencies and stakeholder organizations in line with the “Appraisal of the RMI Concepts Implementation”,
 - consultant reports with specific facts and statistics related to the four RMI building blocks?
- should monitoring physical impact of policy and institutional reforms on road usage and conditions be based on
 - simple measurement of traffic travel speed using the “Source” methodology, or
 - surveys used in preparation of road maintenance and investment programs, and information on improvements due to rehabilitation and construction programs, traffic growth, road accidents and vehicle overloading?
 - Funding, execution and ownership of the monitoring exercises
 - should required surveys and monitoring reports be funded by; the government, the RMI, or the lead donor in respective countries as part of their country assistance program?
 - should the monitoring exercises be executed by independent consultants, or through the RMI Coordinators office?
 - who should have ownership of and be direct recipients of the monitoring reports; the government, the main stakeholders in the public and private sector, the cooperating donors, and/or the RMI?

It might have been desirable to include a representative selection of countries from all SSA regions in the survey. However, as countries within the various regions are at rather different stages in their reform process, a consolidated output from all regions might be too diffuse and complex to yield a focused view on the way forward. It has thus been decided to conduct the survey in two phases; a pilot survey including the most active Anglophone countries and a second phase including the most active francophone and Lusophone countries.

The survey should include visits to seven of the following eight countries: Malawi, Tanzania, Zambia, Zimbabwe, Kenya, Uganda, Ethiopia, and Ghana. The consultant is required to prepare and send to the respective RMI Coordinators an outline approach and questionnaire for the survey in good time before the country visits to enable the coordinators to brief relevant stakeholders and prepare the survey itinerary.

It is anticipated that the survey will require a 2-3 day visit to each country with subtle probing discussions with key public and private sector RMI stakeholders. These should include managers of national and local authority roads and key representatives of the trade, industry and agricultural sectors. It is expected that the consultant will submit the travel itinerary

agreed with the RMI country coordinators to RMI to facilitate advance notice on the survey to the World Bank resident missions in the countries to be visited.

The draft survey report is to be completed and sent to RMI Washington within 3 weeks after the completion of the country visits.

ANNEX B

QUESTIONNAIRES

PREAMBLE

The overall objective of the pilot survey is to obtain the views of country stakeholders on the changes necessary in RMI approach and focus that will enable the RMI to more effectively facilitate implementation of policy and institutional reforms and more appropriately monitor progress and achievements.

Country stakeholders are requested to consider carefully and then answer the questions posed in the following four questionnaires, each of which deals with a particular RMI issue:

- **Questionnaire A**
Overview of country stakeholders perception of the RMI vision for a sustainable management and financing of roads, with details on the appropriate arrangements to implement the four Building Blocks.
- **Questionnaire B**
Possible barriers, constraints and concerns hampering the RMI reforms.
- **Questionnaire C**
Changes in the RMI approach, focus and resources.
- **Questionnaire D**
Indicators to monitor progress of reforms and physical impacts.

The questions require more than just a simple Yes/No or Adequate/Inadequate answer. Respondents are urged to amplify their responses, wherever possible, by providing reasons for their answers.

The questionnaires should be distributed by the RMI coordinators to as many public and private sector stakeholders as possible prior to the visit of the RMI consultant.

QUESTIONNAIRE A

Issue 1: Overview of Country Stakeholders Perception of the RMI Vision for Sustainable Management and Financing of Roads

RMI Contention:

Commercialization is the most effective and efficient concept for sustainable management and financing of roads, i.e. roads should be charged for on a fee-for-service basis and managed like any other business.

Country Stakeholders' View:

Do you agree with RMI vision stated above? Yes/No.

If Yes: Do you, nonetheless, have any particular concerns about the commercialization concept?

.....
.....
.....

If No: What concept do you think would be better and why?

.....
.....
.....

RMI Contention:

Commercialization requires complementary reforms in four important areas – the “four building blocks” as follows:

- (1) *Ownership* – involving road users and civil society stakeholders in management to get public support for adequate funding for affordable standards, demand for efficiency and control of monopoly power
- (2) *Financing* - Securing an adequate and stable flow of funds based on user charges
- (3) *Responsibilities* – securing clear definition, separation and assignment of responsibilities with matching authority and performance targets
- (4) *Management* – establishing road management agencies that are organized and run according to sound business practices to obtain value for money

Country Stakeholders' View :

Do you agree that the four building blocks are all required and are sufficient to facilitate commercialization of road management? Yes/No.

If Yes: Do you, nonetheless, have any concerns about the implementation of the four building blocks?

.....
.....
.....

If No: (a) Which ones, if any, may not be required and why?

.....
.....
.....

(b) Are there others that should be introduced? Yes/No.

If Yes: Which ones and why?

.....
.....
.....

RMI Contention:

Effective implementation of the four building blocks, and thus commercialization of road management, may best be achieved if:

- (a) the adequate and stable flow of funds based on user charges are secured by:-
- a direct deposit of the dedicated user charges proceeds into an autonomous Road fund
 - delegation of Road Fund management to an Executive Board with a majority of private sector members
 - collection of user charges proceeds by agents selected by the Road Fund Board
 - regular adjustment of user charges for inflation and changes in needs

Country Stakeholders' View:

Do you agree with the above approaches to securing stable, sustainable road financing? Yes/No.

If Yes: Do you, nonetheless, have any particular concerns about the approaches adopted?

.....
.....
.....

If No: What approaches, if any, do you think could be better and why?

.....
.....
.....

RMI Contention:

(b) the running of the road management agencies according to sound business practices is secured by:
organizing the agencies as a private sector entity with an autonomous status delegating agency management to an executive board with majority representation from the private sector

Country Stakeholders' View:

Do you agree with the above approaches to road management? Yes/No.

If Yes: Do you, nonetheless, have any particular concerns about the approaches adopted?

.....
.....
.....

If No: What approaches, if any, do you think could be better and why?

.....
.....
.....

RMI Contention:

(c) conflict of interests is avoided through clear separation of responsibilities of management and financing

Country Stakeholders' View:

Do you agree with the above approaches to road management and financing? Yes/No.

If Yes: Do you, nonetheless, have any particular concerns about the approach adopted?

.....
.....
.....

If No: What approaches, if any, do you think could be better and why?

.....
.....
.....

QUESTIONNAIRE B

Issue 2: Possible barriers, constraints and concerns hampering the reforms

- o *Lack of awareness of the overall benefits of the RMI reforms*.....Yes/No
If Yes, how can awareness be improved?.....
.....
- o *A perception of losing control over funds and investments programs?*Yes/No
If Yes, what can be done to allay that concern?.....
.....
- o *A preference for tying road sector reforms to overall civil service reforms?*Yes/No
If Yes, what should be done to persuade policy-makers to decouple these reform processes?.....
.....
- o *Loss of opportunities for benefiting from direct involvement in road projects?*Yes/No
If Yes, how can this loss of opportunity be positively redirected?.....
.....
- o Resistance to full funding of road maintenance and management through a dedicated road user charges over and above other duties and taxes?Yes/No
If Yes, how can this resistance be lessened?.....
.....
- o *Resistance to reforms in line with commercial business practice because of:*
 - (a) *retrenchment of large numbers of in-house, largely force-account staff?*Yes/No
 - (b) *politicians fear of loosing direct control of operations and with hiring of staff?*.....Yes/No
 - (c) *disposal of plant pools?*.....Yes/No
 - (d) *antiquated government rules and regulations?*.....Yes/No
 - (e) *other:*.....Yes/NoIf Yes, how can any of these problems/concerns be overcome?
 - (a).....
 - (b).....
 - (c).....
 - (d).....
 - (e).....
- o *Lack of a vibrant and competitive domestic consultant and contracting industry?*.....Yes/No
If Yes, how can these industries be made more competitive and vibrant?.....
.....
- o *Impact of HIV/AIDS on availability of skilled personnel and contractor capacity?*.....Yes/No
If Yes, how can the impact of HIV/AIDS be reduced?.....
.....

- o *Unsupportive donor policies and inadequate government-donor coordination in the sector? ...Yes/No*
If Yes, how can these shortcomings be overcome?.....
.....
- o *Approach & capacity of the RMI to provide appropriate & sustained support at country level?.....Yes/No*
If Yes, how can these shortcomings be improved/overcome?.....
.....

QUESTIONNAIRE C

Issue 3: Possible need for changes in RMI Approach, Focus and Resources?

o ***In its approach, should the RMI***

- *Be more aggressive in advocating reforms and in promotion of RMI solutions?*.....Yes/No

If Yes, how?.....

.....
- *Be more active in facilitation of the in-country RMI activities and donor programs?*.....Yes/No

If Yes, how?.....

.....
- *More closely coordinate and incorporate RMI activities with donor programs?*.....Yes/No

If Yes, how?.....

.....
- *Use more African experience and experts in shaping the future vision of RMI?*.....Yes/No

If Yes, how?.....

.....
- *Decentralize RMI activities to regional offices and/or regional institutions?*.....Yes/No

If Yes, how?.....

o ***Should the RMI focus more on***

- *The collection and dissemination of relevant information?*.....Yes/No

If Yes, what kind of information?.....

.....
- *Development and dissemination of models and tools for management purposes?*.....Yes/No

If Yes, what kinds of models and tools?.....

.....
- *Workshops for exchange of views and experience at national and/or regional level?*.....Yes/No

If Yes, how often

.....
- *Advisory and financial support to national reform processes?*.....Yes/No

If Yes, in what format?.....

.....
- *Support for participation in regional/international courses and training?*.....Yes/No

If Yes, what kind of courses and training.....

o ***What are the stakeholders views on RMI resources and support as regards***

- *The role and capacity of the RMI team in Washington?*.....Adequate/inadequate

If inadequate, in what way and how can these shortcomings be improved?

.....
- *Decentralization of RMI operations to regional offices?*..... Adequate/Inadequate

If Inadequate, in what way and how can the shortcoming be rectified?.....

.....
- *Donor commitment to RMI at headquarters level?*.....Adequate/inadequate

If Inadequate, in what way and how can this shortcoming be rectified?.....

.....
- *Donor commitment and support to RMI activities at regional/country level?*.....Adequate/Inadequate

If Inadequate, in what way and how can this shortcoming be rectified?.....

QUESTIONNAIRE D

Issue 4: Indicators to Monitor Progress of Reforms and Physical Impact

- o ***Should monitoring progress in implementation of sustainable reforms be based on***
 - government reports following a fixed questionnaire?..... Yes/No
 - consultant interviews with key officials in the roads agencies and stakeholder organizations in line with the “Appraisal of the RMI Concepts and Implementation:..... Yes/No
 - consultant reports with specific facts and statistics related to the four building blocks?..... Yes/No

Comments, if any, on your preference:.....
.....
.....
.....

- o ***Should monitoring physical impact of policy and institutional reforms on road usage and conditions be based on***
 - simple measurement of traffic travel speed using the “Source” methodology, or..... Yes/No
 - surveys used in preparation of road maintenance and investment programs, and information on improvements due to rehabilitation and construction programs, traffic growth, road accidents and vehicle overloading..... Yes/No

Comments, if any, on your preference:.....
.....
.....
.....

- o ***As regards funding, execution and ownership of the monitoring exercises***
 - *should the required surveys and monitoring reports be funded by:* (A) the government, (B) the RMI or (C) the lead donor as part of their country assistance program.?..... A/B/C
 - *should the monitoring exercises be executed by:* (A) independent consultants, or (B) through the RMI coordinator’s office?..... A/B
 - *who should have ownership of and be direct recipients of the monitoring reports?* (A) the government, (B) the main stakeholders in the public and private sector, (B) the cooperating donors, (D) and/or the RMI?..... A/B/C/D

Comments, if any, on your preference:.....
.....
.....
.....

ANNEX C

LIST OF PERSONS AND ORGANIZATIONS SURVEYED

GHANA

	Name	Designation	Organization
1	Hon. K. Adjei-Darko	Minister	Ministry of Roads and Highways
2	Mpare	Director, Finance & Admin.	Ministry of Roads and Highways
3	Ms. Josephine Manu	Legal Officer	Ministry of Roads and Highways
4	Kingsford Amoah	Director	Ghana Road Fund Board (RFB) Secretariat
5	Robert Kojo Moses	President/Member	Ghana Road Haulage Association/RFB
6	Kwesi Kwakwa	Director/Member	Associated Consultants, Inst. of Engineers
7	C.D. Antwi	Director	Department of Feeder Roads (DFR)
8	G.J. Brock	Ag. Director	Department of Urban Roads (DUR)
9	R.K. Tette	National Chairperson	Association of Roads Contractors (ASROC)
10	J. Twumasi-Mensah	Vice Chairperson/Member	ASROC (Nkwantabisa Eng. Ltd.)/RFB
11	Ms. Joana Adjei	Member	ASROC (Pasageyi Ltd.)
12	J.Kobina Newton	Honorary National secretary	ASROC
13	L. Aboagyie Donkor	Administrative Secretary	ASROC
14	Ms. Tawia Addo-Ashong	Transport Engineer	World Bank (Ghana Office)
15	Ms. Paulina A. Boamah	Programme Officer - Transport	DANIDA (Ghana Office)
1	E.A. Kwakye	Ag. Chief Director	Ministry of Roads and Transport (MRT)
2	K. Abbey Sam	Retired ex Chief Director	Private Consultant
3	B.L.T. Sakibu	Chief Executive	Ghana Highways Authority (GHA)
4	V. Zafrakopoulos		EU (Ghana Delegation)

KENYA

	Name	Designation	Organization
1	Eng. S. Oduor-Noah	Chairperson	Kenya Roads Board
2	J. Rimbere - Madzayo	Member	Kenya Roads Board
3	Kolum	Economist	Ministry of Finance
4	Hon. Eng. M.K. Muriuki	Consultant & MP for Ol Kalou	Private & Parliament
5	H – J. Buse	First Consellor	European Union (Kenya EC Delegation)
6	S. Mithwani	National Project Officer	European Union (Kenya EC Delegation)
7	A. Smallwood	Senior Engineering Advisor	U.K. Dept. for International Dev. (DFID)
8	J. Sasia	Operations Officer	World Bank (Kenya Mission)
9	D. N. Njoroge	Director General	AA of Kenya
10	S. W. Ndinika	Snr. Highway Engineer	Norconsult A.S. (Kenya)
11	P. O. Wanday	Managing Director	Capital Projects Engineering Consultants

MALAWI

	Name	Designation	Organization
1	D. Makako	Chief Executive Officer	National Roads Authority
2	M. Kachiwala	Operations Director	National Roads Authority
3	T Bui	Technical Assistant	National Roads Authority
4	B Kapoteza	Technical Director (Urban and District Roads)	National Roads Authority
5	C. Zambezi	Technical Director (Procurement)	National Roads Authority
6	A. Mthini	Ag. Technical Director (Central Roads)	
7	P. Simcock	Tech. Assist. & EU Coordinator	Ministry of Finance
8	T Kaunda	Director of Planning	Min. of Transport & Public Works
9	S. Matsimbe	Executive Secretary	Road Transport Operators Assoc.
10	J. Somba	Executive Secretary (Incoming)	National Constr. Industry Council
11	A Mkandawire	Executive Secretary (Outgoing)	National Constr. Industry Council
12	A. Kawonga	Technical Director	National Constr. Industry Council
13	W Kasakula	Training Director	National Constr. Industry Council
14	G. Nyasulu	Partner & Member of Parliament	Mphizi Consulting Engineers
15	W. Mwamlima	Partner	Bua Consulting Engineers

TANZANIA

	Name	Designation	Organization
1	S. Odunga	Permanent Secretary	Ministry of Works
2	M.D Mugyabuso	Director, admin. & personnel	Ministry of Works
3	G. J. Kinyero	Ag. Director Policy & Planning	Ministry of Works
4	A. Matei	Ag. Director Rural Roads	Ministry of Works
5	I. Mujjungi	Ag. Director Trunk Road	Ministry of Works
6	W.A. Lyatuu	National Coordinator	Ministry of Works
7	R. Musingi	Principal Planning Officer	Ministry of Regional Administration & Local Government
8	J. Kanyasi	Principal Project Planning Officer	Ministry of Regional Administration & Local Government
9	A. Masege	Senior Planning Officer	Ministry of Communication & Transport
10	E. Masenga	Ag. Road Fund Manager	Road Fund Board
11	C.R. Masawe	Planning & Monitoring Eng.	Road Fund Board
12	R.M. Lwakatare	Planning & Monitoring Eng.	Road Fund Board
13	Olav Ellevset	Chief Exec Officer	TANROADS
14	F. T Marmo	Director of Maintenance	TANROADS
15	K.M. K. Msita	Executive Secretary	National Construction Council
16	A.O Mkamba	Registrar	Engineer's Registration Board
17	M Bundara	Chairman	Contractors Registration Board

18	M.R. Meghji	President	Institution of Engineers
19	K W Salewi	Immediate Past President	Institution of Engineers
20	Steve Mworria	Chairman	Computer Corporation of Tanzania Limited
21	Ray Seng'eng'e	Immediate Past Chairman	Civil Engineering Contractors Association
22	I.N. Kimambo	Chairman	Tanzania Roads Association
23	J. Chohan	Chairman	Association of Consulting Engineers
24	M. Njiu	Secretary	Association of Consulting Engineers
25	J Dalushi	Secretary	Chambers of Commerce, Ind. & Agric.

UGANDA

	Name	Designation	Organization
1	L. Lutaaya	Director/Engineer-in-Chief	Ministry of Works, Housing & Com.
2	W. Dembe	Commissioner/Trans. Planning	Ministry of Works, Housing & Com.
3	G. Wandera	Chief Planner	Ministry of Works, Housing & Com.
4	P. Ssebanakitta	Commissioner for Roads	Ministry of Works, Housing & Com.
5	S. Bagonza	Commissioner/Quality Managt	Ministry of Works, Housing & Com.
6	J. Mutabazi	Asst. Commissioner/Training	Ministry of Works, Housing & Com.
7	T. Ojuka	Principal Engineer/RTTP	Ministry of Works, Housing & Com.
8	M. Kagere	Principal Engineering Officer	Ministry of Works, Housing & Com.
9	J. G. Mwedde	Deputy Director	Road Agency Formation Unit (RAFU)
10	C. Kaira	Chairman	Uganda Private Road Users Association
11	H. R. Kibuuka	Consultant	PROME
12	F. Buwule	Consultant	Domestic Contractors Developmt Initiative
13	Zaribwende	Chairman	National Association for Building and Civil Eng. Contractors
14	Okema	Consultant	National Association for Building and Civil Eng. Contractors
15	P. Kwamusi	Chairman	National Forum Group/RTTP
16	Rugumayo	President	Institution of Professional Engineers
17	P. Akidi	Economist	Min. of Finance and Economic Developmt
18	V. Ocaya	Engineer	World Bank (Kampala)
19	H.Kasirye	General Secretary	Special Hire Operators & Drivers Kavuma Association
20	M. Lukumu	Operation Manager	Uganda Bus Operators Association
21	Dumba Moses	Asst. Operations Manager	Taxi Operators & Drivers Association
22	Mbazira Edward		Private Sector
23	C. Muganzi	Permanent Secretary	Ministry of Works, Housing & Com.
24	G. Itazi	Director/Transp & Com.	Ministry of Works, Housing & Com.
25	P. Bisuti	Asst. Com/Road Maintenance	Ministry of Works, Housing & Com
26	K. Kagyina	Asst. Com/District & Urban Roads	Ministry of Works, Housing & Com.
27	B. Ssebugga	Asst. Com/Material Test & Re-search	Ministry of Works, Housing & Com.

28	F. Lukoma	Principal Engineer/Mechanical	Ministry of Works, Housing & Com.
29	A. Musoke	District Engineer	Ministry of Works, Housing & Com..
30	C. Ngeye	District Engineer	Ministry of Works, Housing & Com.
31	B. Sperring	Director	Road Agency Formation Unit
32	N. Byengoma	Managing Director	Nicontra Ltd
33	A. Mukalazi	Managing Director	Mukalazi Technical Services
34	D. Tindimwesi	Managing Director	Kark Technical Services
35	P. Batumbya	Consultant	Private
36	T. Busisa	Consultant	Private
37	P. Ludigo	Engineer	Min. of Finance & Economic Development
38	B. Musoke	Engineer	RAFU/RMI
39	C. Naita	District Engineer	Ministry of Works, Housing & Com.
40	R. Magezi	Secretary General	Uganda Local Authorities Association
41	Sali	Secretary	Uganda Automobile Association

ZAMBIA

	Name	Designation	Organization
1	B. Nonde	Permanent Secretary	Min. of Communication. & Transport
2	G. P.Nyirenda	Permanent Secretary	Min. of Works and Supply
3	J. D. Mwila	Director of Roads	Min. of Works and Supply
4	Mrs. T.C.M Kimena	Acting Assistant Director (dev)	Min. of Works and Supply
5	M.E.O Beshir	Project Engineer (TA)	Min. of Works and Supply
6	L Zulu	Assistant Director (Admin.)	Min. of Works and Supply
7	O. Banda	Permanent Secretary	Min. of Local Gov't & Hous.
8	P. Lumbambo	Director - Infrastructure & Support Services	"
9	Mrs. P. N. Mwangala	Ag. Director (Budget)	Min. of Finance & Econ. Dev.
10	Mr. Chunga	Budget Analyst	"
11	C. Chibambo	Deputy Minister	Min. of Energy and Water Dev.
12	W. Shawa	Chairman	Assoc. of Consulting Engineers
13	F. M. Ndilla	President of NCC	National Council for Constr.(NCC)
14	M Mashamba	Executive Secretary of NCC	National Council for Constr.(NCC)
15	Mr. Zyambo	Executive Secretary	Zambia National Farmers Union
16	A Mwila	Economist	Zambia National Farmers Union
17	E. Dhliwayo	Transport Programme Director	UNECA
18	Dr. Phiri		School of Engineering, UZ
19	Dr. Mulenga		School of Civil Engineering
20	R. Mushinge	Managing Director	Engineering Institute of Zambia
21	G. Lewis	Chairman	Chartered Institute of Transport
22	E Zulu	Executive Committee Member	Chartered Institute of Transport
23	Mrs. H. Chalcraft	NRB Board Member	Assoc. of Chambers of Com. and Indust.
24	I. Aloo	Managing Director	Sable Transport

25	R. Turner	Managing Director	Turner Construction
26	E. Mpondela	Marketing Director	Phonix Contractors Int.
27	R Jhala	Chairman NRB	National Roads Board
28	N. Gananadha	Executive Secretary	National Roads Board
29	L.D. Nyirenda	Vice-Chairman – Technical Committee	National Roads Board

ZIMBABWE

	Name	Designation	Organization
1	Ms. Pareirewa	Deputy Sec. Admin. & Fin	Ministry of Transport & Communications
2	Ms. T.C. Zinanga	U/Sec. Change Manag. Unit	Ministry of Transport & Communications
3	N. Kudenga	Director of Roads	Department of Roads
4	F. Dangare	A/Deputy Director	Department of Roads
5	N.G. Olesen	Roads Advisor – Danida/DoR	Department of Roads
6	C. Dube	Principal Economist	Ministry of Finance and Econ. Development
7	Ms. E.M. Bhebhe	Principal Economist	Ministry of Finance and Econ. Development
8	E. Muriritirwa	Accountant General's Office	Ministry of Finance and Econ. Development
9	A.F.N. Mangena	Principal Admin. Officer	Ministry of Local Gov't & Public Works
10	B. Musarurwa	President	Zimbabwe Road Federation
11	G. Davison	CEO	Commercial Farmers' Union
12	B. Stock	C/Man Infrastructure Committee	Confederation of Zimbabwe Industries
13	G.K. Gombe	CEO	Transport Operators Association
14	W.G. Leen	CEO	Transport Operators Association
15	C. Seager	President	Construction Industry Federation
16	E. Ndlovu	President	Zimbabwe Institute of Engineers
17	C.T. Bopoto	Project Manager/Consultant	Reform and Development Coord. Unit
18	B.M. Mushavi	Project Officer/Consultant	Reform and Development Coord. Unit
19	K.R. Duus	Technical Advisor	Reform and Development Coord. Unit
20	D Ncube	Director Ncube Burrow and Member of Parliament	Ncube Burrow
21	M E Gumbie	Director Civil Consultant	Civil Consultant