

**Sub-Saharan Africa Transport Policy Program (SSATP)**  
**Preparation of Third Development Program (DP3)**  
**Urban Transport - Mobility and Accessibility Cluster**  
**Minutes of Stakeholders' Meeting**  
**Addis Ababa – October 26, 2012**

## **Introduction**

The meeting took place after the CODATU conference (October 22-25, 2012) on the theme of “The role of urban mobility in (re)shaping cities”. The agenda of the meeting is attached in Annex 1 and the list of participants in Annex 2. The participants represented central governments, local governments, transport institutions, the private sector and development partners.

The objective of the meeting was to reach a consensus and a common understanding on urban transport policy issues related to mobility and accessibility in sub-Saharan Africa, and to provide a strategic vision for the proposed SSATP Third Development Program (DP3 2014-2017). The results of a survey of the participants on the strategic priorities for the DP3 in the urban mobility and accessibility areas are provided in Annex 3.

The meeting was introduced by a short presentation on urban transport in sub-Saharan Africa: Emerging Trends, Challenges and Future.

## **Session on Governance and Legal Framework**

The session focused on two main themes:

- Institutional framework for urban transport: urban transport institutions, coordination and integration;
- Gap between urban transport institutions and the political level.

Before deciding on the legal framework for urban transport, the first step should be to develop a vision for urban transport. This vision should be translated in legal instruments which define clearly roles and responsibilities at the various levels of the institutional framework for urban transport: central government, local government, municipalities, urban transport authorities. This will improve sustainability of urban transport authorities which is uncertain, not due to the lack of efficiency of poor performance, but more due to the lack of understanding of the role and mandate of these authorities in the absence of legal instruments reflecting a shared vision.

An agreement was reached that urban transport is a local responsibility of the municipalities. Starting from the presentation of the various model of urban transport institutional frameworks in Africa, the participants emphasized the need for coordination among the numerous institutions involved in urban transport. The institutional framework should recognize the leadership at local level and define the coordination arrangements with in particular the central or local governments but also other central/local institutions involved in urban transport.

On the other side, some level of integration between urban transport management and other municipal functions is also necessary. Land-use management, stormwater drainage, road maintenance are important municipal functions with a significant amount of interaction with urban mobility. The vision for urban transport and the legal instruments should specify and detail the type of functions which should be integrated.

The participants generally agreed on urban transport authority as a model for the lead institution for urban transport. However, the authority needs to reflect in the legal instruments for its creation, the vision, the need for coordination and the level of integration (Tanzania model of steering committee, CETUD model in Senegal with participation of central government, local government and private sector). The model of Lamata in Nigeria was given as successful in working with local authorities to develop the BRT system, while Tanzania developed a vision for urban transport before Lamata was created but was unable to develop the proposed BRT in the absence of an urban transport authority able to coordinate implementation of the vision.

Participants pointed out the need to make a distinction between capital cities and secondary cities. Capital cities present the additional challenge of giving a greater political visibility to urban mobility. It may be easier to develop institutional frameworks for secondary cities which in turn could become model for capital cities.

A critical condition of success and sustainability of the urban mobility framework is the capacity of urban transport institutions to communicate with politicians. The participants to the meeting recognized the communication gap with urban transport institutions unable to respond to the concerns from the politicians. While politicians are interested in satisfying the demand for mobility from urban dwellers or in the ways their actions impact on economic growth and poverty alleviation of urban households, urban transport institutions have not been able to communicate on the link between urban transport mobility programs and these concerns or on how the institutional framework is appropriate to address these concerns.

Implementing these strategic orientations require adapting to the level of readiness of countries to promote urban mobility and adopt appropriate institutional frameworks. The participants identified three main levels of readiness:

- Countries which have already made progress in implementing these orientations, such as South Africa, Senegal and Liberia;
- Countries which are aware of urban mobility issues and interested in taking actions but are uncertain on the way forward;
- Countries which are unwilling to take actions either because they are not informed or because they are not interested.

The meeting recommended that SSATP identify strategies to facilitate development of urban transport policies adapted to each case of readiness and pilot these strategies in countries as examples from which other countries could learn to develop their own strategies. SSATP was encouraged to implement these pilots using a system involving peer countries building on the network of urban transport practitioners in Africa.

### **Session on Capacity Development**

In general, capacity development (CD) was understood and discussed from a number of dimensions, particularly:

- Technical competence in urban transport at the municipal level;
- Leadership competence in urban transport at the level of decision-makers both at the political level and in the upper echelons of the civil service; and
- Advocacy and awareness building at various levels of government, including local and national government, but also international institutions as well, such as the AU and UNECA. Such awareness-building would focus on the importance of sustainable urban development and transport as an urgent national priority across Africa.

A recurring theme that kept emerging was the question of devolution of responsibilities to local levels. This is key to identify the objective for the achievement of which capacity needs to be built and who has been given the mandate to achieve this objective. In some cases participants indicated that governments were realizing for the first time that authority for urban transport should be vested in city authorities, and in others, such as Zambia, authority had previously been vested there, but following a period of centralization driven by political concerns and a poor policy framework, was being re-devolved to the local level.

The theme of capacity development as a means of operationalizing devolution of urban transport authority to local levels emerged in two ways during the discussion. First, there was a clear need expressed by many participants that capacity needed to be built at local levels as part of the process of devolution of responsibility for urban transport from national or provincial governments to local governments. Second, several participants noted that the lack of capacity for effective urban transport management at local levels was inappropriately driving decisions about where to vest authority for urban transport planning. There was a strong consensus that authority for urban transport should be vested at municipal or metropolitan levels of government, and that capacity should therefore be created there. Authority should not be vested at the central level merely because it is claimed that capacity resides there.

With respect to the theme of technical competence building among municipal or metropolitan transport agencies or authorities, five key functions were identified as critical, which could form the basis of SSATP CD activities in urban transport related to technical competence. These are:

- a) Capacity to plan for transport services;
- b) Capacity to program manage infrastructure development projects;
- c) Capacity to implement and oversee public service contracts (for rail, bus, and paratransit services);
- d) Capacity to regulate (for taxi and transitional bus services); and
- e) Capacity to manage processes of stakeholder engagement to assure the effective functioning and transition of the above.

These needs could form the basis for a core set of SSATP capacity-development oriented activities.

With respect to leadership competence in urban transport planning, several workshop participants highlighted the need to ensure that political leaders develop an understanding of the kinds of longer term issues associated with urban transport that transcend the short time frame of the political cycle. To be sure, political leaders will continue to make many decisions that reflect immediate political expediency, but efforts should be made to try to ensure an understanding of longer-term issues. One suggested option to pursue this would be to use the SSATP network to deliver CD in this area under the World Bank's Leaders in Urban Transport Program.

With respect to advocacy and awareness building, participants highlighted that such efforts would need to be addressed at many different levels of government, including local, national, and, indeed, international levels. Little capacity exist in these areas currently and the participants emphasized that capacity building is important to create a practical mass of practitioners which can carry out the advocacy work. At the local level, one participant highlighted six key areas for advocacy intervention:

- a) Understanding the role of public transport in shaping cities. This was suggested specifically in the context of addressing the powerful car lobby which often works at cross purposes of the objective of expanding public transport extent and services.
- b) Understanding key stakeholders better, particularly the taxi / paratransit sector.

- c) Doing better assessment of the impact of public transport interventions, particularly in terms of environmental and social impacts. Indeed, several participants highlighted the need to be able to better articulate for policy makers the link between public transport provision and poverty alleviation.
- d) Doing better alternatives analysis of transportation options when investments are contemplated, in order to have a clear picture of the lifecycle cost implications of different interventions.
- e) Provide assistance to technical staff in governments at different levels on how to address unsolicited proposals which can often capture the attention and imagination of political decision makers. Examples of unsolicited proposals can include a proposed real estate development around a highway that is not consistent with current land-use regulations, a proposal to use a particular fuel or vehicle propulsion technology not based on any established performance standard, or even an unexpected proposal to develop a particular mode of transport along a particular corridor.
- f) Understanding the linkage between urban transport and other issues related to urban growth and development, such as land-use planning. Several participants highlighted the need to understand why better coordination between transport and land-use was not being carried out in Sub-Saharan Africa.

At national and continental levels, it was felt that there is little recognition of sustainable urban development and sustainable transport policy as a policy agenda item worthy of high-level consideration at par with other development agenda topics such as agriculture, energy development, natural resource use and protection, etc. Participants highlighted the potential role that SSATP and the Environmentally Sustainable Transport Forum for Africa (EST-Africa) could play in helping to highlight the importance of sustainable urban transport to high level policy makers.

The key role for academia was also highlighted by several speakers. While governments are happy to highlight their successes, they are more reticent about sharing their failures, yet often more key knowledge and lessons can be gleaned from failures than from successes. In that respect, academia has a key role to play in both technical development and advocacy, because it is in a better position to highlight failures and the reasons some interventions did not work. It was suggested that EST-Africa could play a very important role in helping to bring together and disseminate academic knowledge on urban transport.

Related to the role of academia, several participants honed in on the role of management of data and knowledge, highlighting the benefits to the continent of urban transport observatories and knowledge centers. Unlike classic academia, the role of such centers and observatories would not be to conduct research *per se*, but rather to act as a clearinghouse for knowledge, statistics, and database information, and to make such resources available and interpretable for the benefit of agencies and institutions in charge of implementing urban transport solutions. SSATP has considerable experience in helping establish observatories in other domains, and a program for establishing urban transport observatories might be a logical continuation of its work program in the urban arena.

### **Session on Financing**

Discussions focused on:

- Mechanisms to finance the gaps in the operating cost of public transport projects;
- Mechanisms to finance the cost of the institutions/authorities to be set up for the coordinated management of urban transport; and
- The role that SSATP could play in this regard.

While some speakers felt that public transport, especially public bus services, could self-finance operating costs, others felt that a certain amount of subsidy was called for and was justified. It was suggested that public transport follows a broad 80-20 rule, where 80% of the costs can get covered through the fare box but the remaining 20% needs to be provided from other sources. All participants agreed, based on the world wide experience, that mass public transport can only exceptionally cover part of the infrastructure cost from its revenues. However policies should define clearly what can be financed by public funds (infrastructure, equipment, operating subsidy, capacity building). Participants emphasized the need to make the distinction between compensation and subsidy which reflect a difference in terms of policy approaches.

It was generally agreed that if good quality services are required, especially to attract the users of personal motor vehicles, then a certain amount of subsidy is to be expected. However, if the services are inefficient then this subsidy may go up. Use of the private sector helps bring about greater efficiency and allows the level of subsidy to be competitively decided.

It was mentioned that there were several sources that could be tapped for generating additional resources to pay this subsidy. High parking fees, congestion charging and fuel tax were a few of the possible sources. Besides, commercial exploitation of land held by the transport agency would be a good source of revenue. The example of the employment tax in France was also given.

There was also a mention that corruption took a toll and funds were not used optimally due to high levels of corruption in some cities

With regard to financing of the lead transport agencies, it was mentioned that STIF, in Paris, is allowed to use some portion of employment tax for its administrative expenses. In London, the TfL collects a congestion charge and also parking fees. In addition there is financing provided by the national government. LAMATA too in Nigeria is allowed to retain a small fee on the road projects it is required to manage, to meet its administrative costs and the costs for some of the studies that it needs to carry out from time to time.

The meeting agreed that there are several models available for adequate funding of the institutions that would be responsible for coordinating and managing the urban transport related activities. The model best suited to a particular context needs to be used and there is no single model that is universally applicable.

Funding of actions to mitigate the impact of urban mobility on climate change is particularly important in the context of sustainable transport. One participant provided the recommendation to look at the additional cost to be green in urban transport to facilitate access to green funds.

With regard to the role of SSATP, it was generally agreed that SSATP needs to help develop capacity about a fiscal framework for urban transport covering central and local governments and municipalities and make the relevant global information available to all countries. SSATP was requested to develop models of funding mechanisms for urban transport in particular identifying categories of costs that can be covered by public funds and conditions under which cities can access public funds for urban transport and provide support to countries to pilot these models. One specific model would explore the financing aspects of Public-Private Partnership for urban transport.

In addition SSATP would have a very important role in advocacy and sensitizing the top political leadership to the global best practices in financing public transport as well the lead institutions that need to be set up. This covers in particular considerations about fiscal transfers within the sector by adopting a system approach rather than a modal approach, and the financial consequences of applying various

policies in terms of market conditions (full liberalization, competition for the market, competition within the market). This advocacy work would also include establishing benchmarks related to financing aspects of urban transport and monitoring performance of countries against these benchmarks.

### **Other aspects**

A number of recommendations were provided by the participants, which complement the discussions in the three areas above:

- The participants suggested that SSATP work on the role of planning as a critical activity for the success of improving urban mobility.
- Regional Centers of knowledge would need to be set up to preserve the knowledge and make it available to underpin development and implementation of urban transport policies, institutional frameworks and operations in African countries.
- SSATP was requested to define benchmarks in the various areas of and linked to urban mobility, including in particular indicators on the impact of urban mobility on economic growth, poverty alleviation, cities efficiency, air pollution, road safety.
- Pilots projects suggested during the discussions above should be developed in consultation with African urban transport practitioners to ensure that they are the most relevant and that they benefit the whole community of practitioners.
- Following the presentation of the new institutional framework for the SSATP proposed for the DP3, SSATP was requested to prepare and disseminate terms of reference of its focal points in the countries.
- Taking account of the limited resources of SSATP, it will be important during the definition of the DP3 to align the resources and the activities. For example, participants indicated that BRT systems are a good standard for Africa around which SSATP could focus its policy and institutional development activities.
- The participants emphasized the need for strong ownership of the DP3 and for a consultation mechanism to provide for this ownership.

### **Next steps**

The participants unanimously expressed their satisfaction to the SSATP for having organized this brain storming session. The participants found that the session should be used to set the foundation of a network of urban transport practitioners in Africa. The network would allow stakeholders to exchange experiences and then apply the knowledge which is developed internally in countries based on these experiences.

An important component of the network would be dedicated to dissemination and advocacy. The meeting was an opportunity for the SSATP, UN-Habitat, UATP and CODATU to discuss synergies and joint efforts and programs in these two areas. The success of the joint CODATU conference and SSATP brain storming day which took place in Addis demonstrates the 'bien-fondé' of such approach. The next step is for SSATP to prepare a short summary of the minutes of the meeting in Addis in collaboration with the three other partners and distribute the summary to the Ministers of Transport and other stakeholders in the transport sector. UN-Habitat will prepare a similar note for presentation to the Ministers of Urban Development at the Africa Cities conference in March 2013.

### Annex 1: Agenda of the Addis meeting

<b>Time</b>	<b>Event /Topic</b>	<b>Actors</b>
09.00 – 09.10	Opening: - Brief overview of SSATP - Objective of the seminar & what we expect to achieve by the end of the day expectations	Jean-Noel Guillosoou, SSATP Program Manager
09.10 – 09.30	Presentation: <i>Background issues and options paper</i> – current problems of urban transport in SSA, emerging issues and trends, key challenges and policy issues.	Presenter - Ramon Cruz
09.30 – 10.30	Brainstorming session: <b>Issue 1 – Governance and legal frameworks</b>	Moderator – Nico McLachlan
10.30 – 11.00	Coffee	
11.00 – 12.30	Brainstorming session: <b>Issue 2 – Capacity development</b> including policy and institutional development, strategic planning	Moderator – Roger Gorham
12.30 – 13.30	Lunch	
13.30 – 15.00	Brainstorming session: <b>Issue 3 - Financing</b>	Moderator – O.P. Agarwal
15.00 – 15.30	Coffee	
15.30 – 17.00	Wrap up on key issues and priorities for SSATP's strategy for DP3	Moderator - Jean-Noel Guillosoou

## Annex 2 : List of participants

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**Annex 3: Survey on strategic priorities for the Third SSATP Development Plan (2014-2017)**