

The SSATP Long Term Development Plan

Output to Purpose Review

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The SSATP is an international partnership to facilitate policy development and related capacity building in the transport sector in Sub-Saharan Africa. Sound policies lead to safe, reliable and cost-effective transport, freeing people to lift themselves out of poverty, and helping countries to compete internationally.

The SSATP is a partnership of

- 35 SSA countries
- 8 Regional Economic Communities
- 3 African institutions
UNECA, AU/NEPAD and AfDB
- 7 active donors
EC (main donors), Denmark, France, Ireland, Norway, Sweden and The World Bank (host)
- Numerous public and private State and regional organizations

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Preface

The Output to Purpose Review (OPR) of the Long Term Development Plan (LTDP) of the SSATP was carried out over a period of six months (June to December, 2006). The OPR was included in the work plan of the LTDP and was intended to assess progress at the mid-term stage of the LTDP in order that modifications and changes could be made if they were considered necessary in order for the LTDP to achieve its purpose.

In line with the participatory nature of the SSATP, it was intended that the stakeholders should be fully involved in the process. All 32 country members were invited to participate. Detailed case studies were carried out in eight countries by local consultants; questionnaires were sent to the remaining 24. In addition, a consultant was asked to assess the progress made as perceived by the Regional Economic Communities. More detailed enquiry was made of two of the Regional Economic Communities (COMESA and CEMAC).

In addition to managing the work at the country and regional level, Geoff Edmonds, the overall coordinating consultant carried out interviews with members of the program management team and thematic leaders in Washington and Dar es Salaam. Interviews were also conducted with DANIDA, Irish Aid, SIDA and the European Commission. The views of the regional coordinators were also elicited.

Workshops for the country coordinators, case study consultants and RECs personnel to explain the OPR process were held in Nairobi in July 2006.

A synthesis workshop, which brought together the results of the various country and regional responses, was held in Addis Ababa in late September.

A draft report was presented to the SSATP Annual General Meeting (AGM) in Maseru in October 2006. The participants at the AGM had the opportunity to respond to it and their comments and observations have been taken into consideration in the drafting of the final report.

The views and comments in this report, however, are those of the consultant.

Abbreviations

AU	Africa Union
AGEPAR	<i>Association des Gestionnaires et Partenaires Africains de la Route</i>
ARMFA	African Road Maintenance Funds Association
ASANRA	Association of Southern African National Road Agencies
ASIST	Advisory Support Information Service and Training (ILO)
ATS	Appropriate Transport Services
DANIDA	Danish International Development Agency
DFID	Department for International Development (UK)
EC	European Commission
IDRC	International Development Research Council
ILO	International Labour Organisation
IMT	Intermediate Means of Transport
LTDP	Long Term Development Plan
MIP	Minimum Infrastructure Platform
MDG	Millennium Development Goal
PAM	Performance Assessment Model
PMT	Program Management Team
PRS	Poverty Reduction Strategy
PRTSR	Poverty Reduction Transport Strategy Review
RED	Roads Economic Decision Model
RIT	Regional Integration and Transport
RMI	Road Maintenance Initiative
RMF	Road Maintenance and Financing
RS	Road Safety
RTS	Responsive Transport Strategies
RTTP	Rural Travel and Transport Program
RUC	Road User Charges Model
SADC	Southern Africa Development Committee
SIDA	Swedish International development Agency
SOURCE	Standard Overall Ultralite Road Care Estimate
AGM	Annual General Meeting
OPR	Output to Purpose Review

Executive Summary

Background

1. The Output to Purpose Review (OPR) was included in the work plan of the Long Term Development Plan (LTDP) and was intended to assess progress at the mid-term stage of the LTDP so that modifications and changes could be made if considered necessary for the LTDP to achieve its purpose. It was also intended to provide some proposals for the next phase of the LTDP starting in 2008 based on the lessons learned from the review.
2. The OPR was carried over a six month period from June to December 2006. The review consisted of several components.
3. A questionnaire was prepared for all member States. Country representatives were invited to attend a briefing workshop on the OPR process in Nairobi in July. Eight countries were also selected for more detailed case studies carried out by local consultants.
4. A briefing session was held for the Regional Economic Communities (RECs) representatives in Nairobi in July. An overall assessment was made of progress in relation to the RECs and two detailed studies were commissioned for COMESA and CEMAC.
5. Interviews were carried out by the overall coordinating consultant with members of the Program Management Team and Theme leaders in Washington and in Dar es Salaam. The views of the regional coordinators were also elicited.
6. Interviews were also conducted with DANIDA, Irish Aid, SIDA and the EC.
7. A workshop to synthesize the results of the country questionnaires and case studies was held in Addis Ababa in late September.
8. A summary report, providing results of the OPR at that stage, was presented by the overall coordinating consultant to the Annual General Meeting of the SSATP in Maseru in late October and the comments from the participants were taken into account in drafting the final document.

Relevance and Coherence

9. The LTDP had to respond to the changing development paradigm in the region. The economies of most of the countries were still significantly dependent on external aid. Many of the donor partners had moved away from the transport sector in the late 90s and early years of the Millennium. Moreover, many donors wished to place more of their funds into sector wide approaches and budget support. However, this was linked to an insistence on appropriate policy frameworks and effective strategies. The SSATP

needed to respond to these changes. It did so by placing greater emphasis on reforms, participation in decision-making, decentralized management and capacity building.

10. The LogFrame does reflect the concern of the partners as expressed in the strategic review that the Program should reflect the interest to demonstrate the facilitating role of transport, that there was need to have greater collaboration between the components of the SSATP and that the program had to be more responsive, both technically and managerially, to the demand from the region. It also reflects a move to a more policy and strategy oriented Program.
11. However, the LogFrame is internally inconsistent, and in the absence of any verifiable indicators it could not have acted as a monitoring mechanism as there was no way of assessing the progress or achievement of the prescribed Outputs. Nevertheless, there is a sense that the LogFrame was constrained by the existing Program in that whilst it wished to have this broader policy mandate it also wished to incorporate the then current components into the Program.
12. The defined goal is “cost effective transport and affordable access and mobility contributing to poverty reduction and economic growth”. This encapsulated the response to the concerns raised regarding the Program by placing it within a framework of transport contributing to both poverty reduction and economic growth.
13. On the other hand, the Purpose was defined as “SSATP Stakeholders sustain integrated transport sector policies and strategies” and made no mention of transport and poverty reduction or economic growth.
14. Five Outputs were defined in the LogFrame:

Output 1	SSATP program approach implemented at country and regional level
Output 2	Key transport professionals (public & private) and beneficiaries engaged in ensuring coherence between transport policies/strategies and national poverty reduction and economic growth strategies
Output 3	Appropriate institutional development strategies and secured financing mechanisms adopted and implementation under way
Output 4	Regional Economic Communities and national governments adopt trade and transport facilitation measures
Output 5	Increased Africa based program management arrangements
15. **Output 1** refers to the implementation of the SSATP programmatic approach at country and regional level. Unfortunately, whilst the LTDP does talk of converging the various components into a coherent Program, it does not define the nature of the approach. This concept was never developed to define what the interrelationships between the components were so as to be able to provide a coherent approach.

16. **Output 2** is very specific and addresses a particular concern that transport strategies are often developed in isolation without due regard to the facilitating role of transport.
17. **Output 3** addresses the issue of institutional reform and effective financing mechanisms. It is concerned with key components of the then current SSATP Program, the Road Management Initiative (RMI) and the Rural Transport and Travel Program (RTTP).
18. **Output 4** is of direct relevance to the overall goal of the LTDP.
19. **Output 5**, an activity and not an Output, is, however, a valid means of action.
20. No verifiable indicators were formulated for the Purpose or the five Outputs. Thus no means of defining the achievement of the Purpose or the Outputs or of monitoring progress were established.
21. The LogFrame does reflect the concern of the partners as expressed in the strategic review. However, this LogFrame is internally inconsistent and in the absence of any verifiable indicators it could not have acted as a monitoring mechanism as there was no way of assessing the progress or achievement of the prescribed Outputs.
22. The program has not been guided by the LTDP LogFrame. Instead, work has continued in relation to the themes and these have been belatedly related to the Outputs to try and show cause and effect. There seems to have been little concern however to relate the activities to the Output, making an assessment of the progress made in terms of the Outputs difficult.

Effectiveness

23. In relation to Output 1, the integration of the various elements of the SSATP into a coherent program approach had major problems. There was a difficulty for the stakeholders to fully understand the meaning of the term program approach. The countries feel that the SSATP has not emerged as an overarching program as against a series of components. This is as much to do with the managerial aspects of the coordination as with the functioning of the themes.

Clearly a great deal of work has been done by the Program Management Team (PMT) to support the establishment of country coordinators. More work needs to be done to help the coordinator become a real facilitator and promoter of the SSATP in his/her country.

24. In relation to Output 2, the PRTSR process has been successful at several levels. It has elevated the profile of the SSATP at the country level, and generated an effective dialogue between the transport and non transport sectors raising issues for both parties

generally not considered previously. The participation in the process has included several government agencies outside the transport sector and good representation from civil society.

The PRTSR has been effective in opening the debate in the countries involved on the facilitating role of transport and the relationship it has with other sectors. However, the PRTSR has not effectively integrated the other themes of the SSATP, partly because it was set up as a stand alone exercise.

PMT staff are critical of the PRTSR from the point of view that i) it does not have high level participation and therefore its credibility is diminished ii) the main line transport agencies were rarely involved which seriously impairs the credibility of the analysis and iii) whilst the output contributes to a better understanding of the relationship between transport and poverty, it does not contribute to more integrated transport policies.

25. In relation to Output 3, the main contributory themes have been Road Management and Financing (RMF) and Appropriate Transport Services (ATS). For RMF, a whole range of activities have been carried out. Amongst these is the support to the establishment of road agencies and second generation road funds. Other activities are the establishment of coherent transport strategies, the development of transport indicators, and the initiation of road safety measures. At the regional level, a major effort has been put into supporting the regional associations—AGEPAR, ARMFA and latterly ASANRA. The thematic leaders see these associations as providing the most promising agents for change and knowledge sharing with regard to driving forward institutional development in the road sub-sector in the region.

It is difficult to assess to what extent the SSATP has contributed to the reforms. Much of the RMF work is about changing attitudes which it is hard for the LogFrame process to assess. The RMF has however contributed significantly in terms of the development of basic tools and procedures to provide practical support to the transport sector professionals.

The work on ATS has provided further addition to the body of knowledge on urban mobility and rural transport. However, work on improving rural access, a key factor in poverty reduction, has been largely ignored. Given the importance of access and particularly rural access in any poverty reduction program, it would seem that the ATS has a great deal to offer which is not being made use of.

26. The Regional Integration and Transport theme (RIT), which contributes directly to Output 4, has worked closely with the RECs. The establishment of the REC Transport Coordinating Committee (REC-TCC), comprising the SSATP and the transport specialists from the various RECs has contributed significantly to the effective collaboration between the RECs and the SSATP. The work with COMESA seems to have been particularly constructive.

The area that needs more attention is defining the exact relationship between the SSATP and the RECs both at national and regional level. At the technical level, the REC-TTC provides the basis for collaboration. However SSATP sees the RECs, in the LTDP, as the building blocks of NEPAD and believes that the work of SSATP should be integrated into its programs. At present, the RECs see the SSATP as a useful partner which can provide technical expertise to their programs.

27. In relation to Output 5, the establishment of SSATP coordinators in the countries has been a clear signal of the intention to decentralize some of the management functions to Africa. This is a key organizational issue for the achievement of the Plan purpose. The key problems are the lack of relationship between the national coordinators and the themes of the SSATP and their corresponding leaders both nationally and internationally and the lack of status of the coordinators.

Serious efforts have also been made to use African institutions and African consultants in the Program. The RMF capacity building activities, for example, is in the process of being established in Africa.

Efficiency

28. In line with the objective of a more integrated and coherent Program, donors agreed to fund the overall Program and not individual components as had been the case previously. This significantly improved the potential for a more integrated Program.

Donor contributions to the SSATP (in US\$)

2004	2005	2006	Total
6,287,731	1,200,000	4,680,000	12,395,556

Over the period 2004-2006 the donors contributed some \$12.4 million to the SSATP; the EC provides nearly 60 percent of the total operational budget of the SSATP.

29. The allocation and expenditure of funds are not recorded in relation to the Outputs but in relation to the themes. It is not therefore possible to assess efficiency directly in relation to the Outputs.
 - Expenditure on Transport Strategies and Road Management and Financing has increased considerably.
 - Expenditure on Appropriate Transport Services has more than halved.
 - Expenditure on Publications increased dramatically over the two years. This reflects the major output of publications related to the PRTSR process.

The overall program management expenditure for 2004 and 2005 represented 40 percent of the total. This is principally staff costs of the Program Management Team. Of this about half can be considered as the overhead of the Program. The rest is the operational expenditure on the management of the Program. The fact that a significant part of the budget is spent on Washington based staff is somewhat at odds with the objective of increased Africa-based program management arrangements.

The percentage of trust funds allocated to each major budget item is shown below.

2004 -2005	ATS	RIT	RMF	RTS	PGM	PMT	PUB
% allocation	9.5	8.1	12.0	14.1	15.0	40.1	1.2

General meetings accounted for a greater percentage of the budget than any of the themes. The bulk of this was spent on the Annual General Meeting. The AGM certainly serves a useful purpose. Whether it provides more value added than any of the themes is open to serious question.

30. The World Bank contribution comes mainly from staff inputs from the Africa Region Transport Sector. This ensures that the work of the SSATP has a direct linkage with the Transport Unit. Whilst the staff time provided from the Trust Fund has increased over the years, the technical input from the World Bank has decreased. Nevertheless, Bank staff were designated as theme leaders for the ATS, RMF, RIT and Transport Indicators themes. Given that the inputs are part-time this does not seem an effective manner to be able to manage the themes nor an effective use of highly qualified Bank staff. Unless the thematic leaders are providing full time support the impact of the work will be limited.
31. Procurement has been a major problem in the implementation of the LTDP. This has caused significant disappointment and irritation and in some cases disruption. The problem is not isolated and seems to be common to many countries. The PMT is aware of the problem and has agreed to set out the financial rules more clearly. However it seems that the problem is also related to the centralization of the procedures. According to the PMT, the coordinators, consultants and institutions do not comply with the Guidelines. However a system where money is already lodged in selected World Bank country offices related to expected payments that will need to be made over a rolling six month period should be investigated.

Impact

32. It is difficult to measure the impact in relation to the Outputs. Much of the work is not independent of others, it is not discrete. The SSATP works with other organizations and partners in areas where there is mutual interest. In addition, the main actors in the LTDP have not been working in the framework that was set out for them in the Log-Frame.

33. For Output 1, The PRTSR has had impact on awareness raising in terms of the need for an integrated approach. It has been less successful in integrating the themes. However this is a general fault of the program not unique to the PRTSR.

The establishment of a SSATP coordinator at national level and the setting up of the REC TCC have had impact in that there is now a formalised channel for promoting SSATP tools and procedures.

34. For Output 2, 14 countries have completed the PRTSR process, 5 countries have produced an approved action plan. A further 5 are in the process of obtaining approval or working with the respective agencies to accommodate the proposals. The most significant impact has been the wider appreciation of the facilitating role of transport and the contribution it can and does make to other sectors and to poverty reduction.

In general there has been limited formal adoption by the Government of the action plans emanating from the PRTSR. This however should not be seen as a failure. Action plans have been prepared and these have been used in the development of parts of the transport policy and the second generation Poverty Reduction Strategies (PRSs)

The PRTSR process can be criticised for not delving deeper into the transport and poverty relationship and also for not making a proper assessment of the access and mobility situation in the countries

The PRTSR has provided a solid platform on which to build. For it to have credibility however it needs to move from proposals into practical application within the confines of the existing transport policies and strategies

35. For Output 3, it is unlikely that the changes that have taken place in transport management and financing in the countries in the region would have been as effective if there had been no consideration of the SSATP work in this area.

The work in relation to this Output not only intends to effect change but is also involved in decentralizing its operations to African institutions. The work with the three sub regional organisations dealing with road agencies and road funds – AGEPAR, ARMFA and ANSANRA – has developed the capacity of these agencies.

An area of concern is the reduction of activity on rural and urban mobility. This is surprising given that access is one of the root causes of poverty. Also work on rural road maintenance, a fundamental issue in terms of sustaining the benefits of improved access, has been conspicuous by its absence. The lack of progress on the ATS theme has been inferred as a lack of interest and lack of demand in this area. This would be a mistake. Rural transport is still a major issue in the region and the SSATP could contribute significantly in this area whilst at the same time supporting the achievement of its poverty reduction objectives.

The key lesson from the ATS theme is that each theme needs a full time theme leader. More specifically the lack of visibility of the ATS is leading to a lack of understanding and recognition of the excellent work that has been previously been undertaken especially on rural travel and transport.

36. For Output 4, the Regional Integration theme has suffered from a limited resource allocation and lack of technical staff time input. Nevertheless it is clear that the SSATP has created impact in providing effective tools and procedures for corridor management and observatories and in emphasizing the need for monitoring changes in traffic levels and transport costs.
37. For Output 5, the significant change has been the establishment of SSATP coordination units at country level and establishment of regional coordinators. Much needs to be done, and, as with any decentralization process, there are concerns and difficulties to be overcome. These relate to the role and mandate of the country coordination units, financial responsibility, the authority of the regional coordinators and their capacity. Institutional change is never easy. Nevertheless the SSATP has worked hard to stay with the spirit of the LTDP in this regard.

If the SSATP can ensure that coordination at the national level is not merely ceremonial but is also functional, technical and effective it should ensure that the ownership of the program continues to shift to Africa.

38. Road safety as a theme was not included in the OPR. However since 2005 it has been included in the program of the SSATP. In addition it is clear that this is a major issue in the region and the SSATP can have a major role to play in this area. To have impact it is vital that the SSATP defines its program on Road Safety so as not to duplicate other programs and in relation to its comparative advantage and the value added it can provide.
39. Gender as a cross cutting theme has matured in the sense that it is now pursued as a transport issue not merely as a general plea for women's rights. It is beginning to focus on practical positive action in relation to the transport sector.

An opportunity lost, particularly in relation to the PRTSR, is the use of the existing information on women and transport. There could have been greater impact by highlighting the solid evidence in relation to the proportion of the rural transport burden that rests on the shoulders (actually the heads and backs) of women both in terms of time and effort.

40. The employment issue has not been dealt with effectively in the LTDP. Despite the wealth of knowledge on labor based methods there has been only limited attention to this issue. Key questions still remain including why has there not been greater collaboration with the ILO and its regional program, ASIST, on this issue?

41. Currently the work on transport indicators has been the main repository of the work on data base development. It has become evident however that data management constraints are a major issue for all the themes in particular PRTSR, RIT, ATS and Road Safety. For example, it is clear that without a good base data it is difficult to substantiate proposals emanating from the PRTSR. It would seem logical therefore to treat data management as a cross cutting issue.
42. The SSATP now comprises 35 country members. This level of membership puts an enormous strain on the capacity of the SSATP to respond to demand. In addition spreading the relatively limited resources of the program thinly is not the most efficient use of those resources. It would be more productive if country based work was focused on a small number of countries so that the requisite level of resources could be placed against such work.
43. In terms of the work content, impact would be greater if the program was rationalized so that it is more manageable and commensurate with the resources available to it. One obvious move would be to combine the RMF and ATS themes. Another is to limit the cross cutting issues to three - data management, gender and employment. However resources need to be made available to each of the cross cutting issue in relation to a defined work program
44. One undervalued impact of the program is awareness rising. The SSATP has always been a program which attempts to bring good practices and innovative ideas to the attention of its partners. No other regional organization has the capacity to be able to bring these ideas to the attention of such a wide and involved audience

Lessons learned

45. In relation to the internal coherence of the program, it can be argued that, if the individual components have been reasonably successful, the fact that they have not been working in any coordinated way is not a problem. However, this ignores two key issues. In the first place there is the question of presentation. Is the SSATP a set of useful, but unrelated initiatives which support governments and regional bodies to improve policies and strategies in the transport sector or does it have an overriding objective to which all components/themes subscribe? Secondly, if the components work independently with no guiding framework how does one measure the value added of the program? This latter point is particularly important for a program which is dependent on donor funding. Such a program has to demonstrate the real benefits that it provides to allow the donor agencies to justify contributing funds for its operations. This is doubly so at time when several donors have reduced their funding to the transport sector.

The original intention was to integrate the components into one coherent program approach. There is a sense that the program approach was often promoted in the docu-

mentation but relatively little was done to put it into practice. However, the SSATP is not a package which needs to be adopted and used to effect institutional, financial and organizational change. It is a program which provides advice, knowledge and expertise to assist the region to develop transport policies and strategies that deliver safe, reliable, and cost-effective transport.

The SSATP has developed, and is still developing, a wealth of good practices and case studies. But on the basis that the sum of the parts is greater than the individual parts together, it makes sense to bring the knowledge base to bear on the key issues that the SSATP is asked to address. This will not happen if each component/theme works without reference to the others.

46. In relation to the management of the program, it would seem obvious that the theme leaders should either be drawn from the full time staff, funded from the TF or donors, or from the regional coordinators. This is not to denigrate the work of the part time inputs of the World Bank staff. Their inputs have been considerable. Moreover, the input from the Bank's operational staff ensures a concrete link and feedback between the work of the SSATP and the Bank's operational activities.

Presently the Regional Coordinators have no resources of their own. It would be sensible to provide them with some administrative support solely responsible to them as was envisaged in the LTDP program document. They should also have direct access to a clearly defined budget and their roles and responsibilities need to be fully understood by all SSATP staff.

47. Both the RECs and the countries have suggested that there should be increased representation on the Board which would reflect their concerns. The SSATP is promoted as a partnership and this proposal therefore seems logical. On the other hand, the countries and the RECs are the clients of the program and their requirements are discussed specifically during the development of the annual work plans. The SSATP should clearly respond to the demands of its clients. However the overall management of the SSATP should remain with those whose responsibility is to ensure the effective use of the funds provided to the SSATP. It would therefore be inappropriate for the countries or the RECs to have greater representation on the Board
48. A major issue is the location of the SSATP management team. The rationale for keeping the team in Washington is that this ensures that the team is close to the World Bank. This is seen to have two particular advantages. The first is that the prestige of the SSATP is enhanced by being placed in the World Bank. The second advantage is that the work of the SSATP can be fed back into the lending program of the Bank.

It is clear that the perceived stamp of approval of the World Bank of the SSATP does have an impact on the countries and regional organizations. Another benefit of working from Washington is the contribution in kind of World Bank operational staff. This

however has had problems in terms of the limited length of time of the involvement of these staff and questions of reporting responsibilities.

An option would be to move the SSATP management to the EC. This would then place the program with the agency that provides the majority of the funding to the program and the one which provides a major share of external funds to the transport sector in Africa. Nevertheless the issues in relation to the World Bank may also be problematic with the EC

A third option, discussed in Bamako and expressed during the Maseru meeting, is to move the program management to Africa. There are of course some issues in relation to a move of the team to Africa: Not least would be where they should be located and with which institution should they be lodged

In the preparation of the next phase of the LTDP, this issue needs to be analyzed and a decision taken

49. 15-20 percent of the total annual budget of the SSATP is spent on the AGM. To justify such expenditure the Meeting must show a major value added for the program. One solution may be to have a high level meeting on annual basis including ministerial level participants to provide both direction and endorsement of the program. Technical meetings, focusing on the specific Outputs and key issues, such as Management, of the program, could then take place separately.

The Way Forward

50. Donors are moving away from project lending. In general they would like to put money into sector wide approaches either directly or as budget support. Consequently the SSATP has to show that it makes a significant contribution to the improvement of the management, financing and organization of the sector. In addition most donors wish to see the transport sector being more collaborative with other sectors such as agriculture, health and education in order that transport's facilitating role can effectively contribute to economic growth and poverty reduction.

In addition, several donors, in line with the Paris declaration, are focusing on fewer sectors. Those who are not heavily involved with the transport sector need a clear indication of the SSATP's impact in developing transport policies and strategies which address issues of access and transport costs in other sectors of the economy.

51. The role of the SSATP in the implementation of the various proposed donor and financing institutions initiatives for Africa can be:

- Greater dialogue with government and key donors especially in relation to effective sector wide policies and programs
- Providing effective support on corridor management and reducing cross border transport costs
- Ensuring the sustainability of transport investments
- Implanting the SSATP principles into sector programs
- Ensuring that beneficiary needs are met through the SSATP's participatory and demand driven strategies
- Serving as a centre of knowledge and good practices for coherent and equitable transport sector strategies
- Ensuring that poverty reduction remains a principal objective when designing sector investment programs

52. The overall goal of the next phase of the LTDP needs to be couched in terms of the achievement of more effective policies. It is proposed that this should be:

Goal: The application of coherent and integrated transport policies geared to economic growth and poverty reduction

53. The core problem that the SSATP would intend to resolve would be concerned with the application of appropriate policy and strategy measures. Thus the purpose would be:

Purpose: Transport agencies apply procedures and good practices which reduce transport costs and provide affordable, sustainable road transport access.

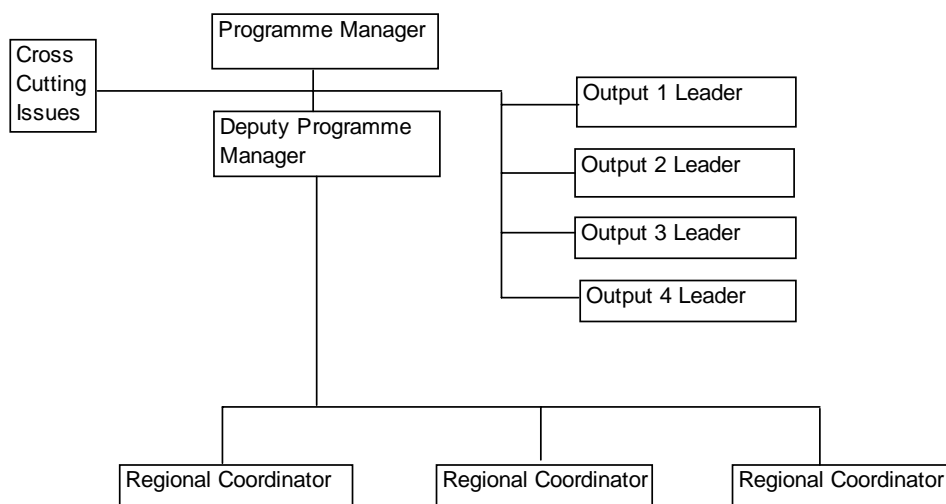
54. The identification of the Outputs which will contribute to the Purpose will not be done in isolation of the ongoing work in the LTDP. It will also take into account the results and recommendations of the OPR and the specific demands of the countries, regional institutions and the partners.

The key outputs could be defined as follows:

1. Pro poor transport strategies identified, tested and promoted (ex RTS)
2. Effective institutional and financial arrangements for affordable, accessible and sustainable road transport infrastructure and services (ex RFM & ATS)
3. Institutional arrangements to support effective road safety policies (ex RS)
4. Establishment of effective measures for regional corridor management (ex RIT)

In addition there would be three cross cutting issues clearly defined both in terms of work activities but also in terms of resources allocation. These are Gender, Data Management and Employment.

55. There is a strong case for the new program to concentrate its activities in a smaller group of countries. Resources could then be brought together to maximize the value added for the country activity.
56. Consideration should be given to putting a third regional coordinator in place as originally planned. The three spheres of operation would then be East and Southern, Central and West Africa respectively.
57. The overall organization structure of the Program Management Team follows from the discussions above:



58. Some donors supporting the program may place less emphasis on the transport sector. It would be important therefore for the next phase of the LTDP to demonstrate how it will maximize the potential for linkage between the transport and other sectors particularly in relation to the poverty reduction potential of these linkages
59. In the long term the SSATP will need an institutional home in Africa and the AU/NEPAD would appear to be the obvious place. More will need to be done in the next phase to put the relationship between them and the SSATP on a more formal and concrete basis
60. There needs to be a concerted effort to harmonize the SSATP activities with those of the RECs and to work towards the RECs being the technical instrument for the application of the SSATP tools, procedures and guidelines
61. A good start has been made with working with the three sub regional agencies dealing with road agencies and road funds. This needs to be consolidated in the next phase.
62. In specific areas the SSATP needs to strengthen its collaboration with other regional institutions such as IFRTD and the ILO ASSIST program.

Chapter 1

Relevance and Coherence

Background

The Long Term Development Plan was developed from the concerns expressed by the SSATP partners and documented in the 2001 Strategic Review—prepared by the Netherlands Economic Institute¹.

Those concerns were principally related to three issues:

- the relevance of the SSATP program
- the degree of accountability of the program management
- the involvement of the recipient countries

The basic recommendation of the review was the creation of a program approach. This was to be phased in over an initial period up to 2003 during which time work would be done to lay the basis for the implementation of the approach through the Long Term Development Plan (LTDP), a four year program to be started in 2004.

In relation to the three issues identified in the review, it was proposed that fundamental changes should be made and reflected in the LTDP.

In relation to the **relevance and coherence** of the program, it was recognized that the SSATP had to respond to the key demands of the transport sector in Sub Saharan Africa. These were concerned with ensuring that transport effectively facilitated both economic growth and the reduction of poverty. In responding to this demand the SSATP had to be more pro active in promoting the development of transport policies related to these two key issues.

The SSATP had, of course, to respond to the changing development paradigms in the region. The economies of most of the countries were still significantly dependent on external aid. Many of the donor partners had moved away from the transport sector in the late 90s and early years of the Millennium. Moreover, many donors wished to place more of their funds into sector wide approaches and budget support. However this was linked to an insistence on appropriate policy frameworks and effective strategies. In addition, the creation of the African Union and the establishment of NEPAD signaled a real desire by the countries of the region to take matters into their own hands albeit with the assistance of the donor community.

¹ Netherlands Economic Institute. SSATP Strategic Review. SSATP World Bank October 2001

The SSATP therefore needed to respond to these changes. It did so by placing greater emphasis on policy reform, participation in decision making, decentralized management and capacity building.

The key concept in this was the move to a program approach. This, although poorly defined, was an attempt to bring together the disparate components of the SSATP into a unified program. Such a unified program, it was believed, would allow the SSATP to be more effective and have greater overall impact. Moreover in defining the approach in relation to poverty reduction and economic growth, it was thought that the SSATP would be more relevant and current in contributing to policy reform.

In relation to the management of the program, the LTDP was intended to respond to several issues raised by the partners.

In the first place, whilst, individually, the various components had achieved varying levels of success, there was little perceived inter relationship between them. They were implemented and managed as separate elements with little attempt to use them to develop coherent overall policies for the sector.

Secondly the management of the program was considered to be both top down and lacking in African involvement. The SSATP was perceived as a supply driven program which had few mechanisms to incorporate the views of the intended beneficiaries, the countries of sub Saharan Africa.

Thirdly, the SSATP had little visibility in the countries. Such as there was, was related to unique components of the program, such as the Road Maintenance Initiative (RMI).

Finally, because of the limited involvement of the countries in the planning and design of SSATP activities, the program management was accountable only to the donor agencies which supported it.

The issues of relevance and management were evident in the criticism of the organization of the program. For the countries to be more involved in the program so that they might eventually take ownership of the concepts fostered by the SSATP, there needed to be designated personnel at the country level who would coordinate the SSATP activities in the country and act as champions of the program.

In addition, the program needed to be decentralized so that the management of the program could be strengthened at the regional level. The regional management would be closer to the beneficiaries and more able to assess the actual needs of the countries and respond to their requests.

It was also clear that if the program were to have a greater impact in the region, it needed to interact and collaborate with the regional and sub regional institutions. These institutions, it was suggested, could play an effective role in promoting the SSATP concepts.

The LTDP

The Long Term Development Plan was intended as a response to the criticisms and issues raised and noted above. One innovation in the development of the LTDP was the setting out of a LogFrame which provided a framework for both the description of the logic and coherence of the program but also for overall monitoring and evaluation of progress being made within the framework.

The LogFrame for the LTDP was developed by the Program Management Team after a process of consultations with the partners of the program. It was intended to provide a coherent framework which not only would describe the objectives, operating mechanisms and processes but also act as a framework for the implementation of the LTDP.

The defined goal to which the LTDP is intended to contribute is defined as:

Cost effective transport and affordable access and mobility contributing to poverty reduction and economic growth

The goal therefore encapsulated the response to the concerns raised regarding the program by placing it within a framework of transport contributing to both poverty reduction and economic growth. In addition however the goal was chiefly concerned with ensuring cost effective transport and affordable access and mobility. The emphasis of the LTDP would therefore logically be on policies, strategies and actions which would make transport more cost effective whilst at the same time providing affordable access and mobility.

The Purpose, or what the LTDP intended to achieve over its lifetime, is defined as:

SSATP Stakeholders (regional and country level) sustain integrated transport sector policies and strategies.

Thus at the Purpose level there was no mention of transport and poverty reduction or economic growth or of affordable access, mobility and cost effective transport, only of integrated transport sector policies².

The purpose therefore was framed in terms of developing integrated policies and strategies. However laudable this is, there is no obvious direct link between integrated strategies and reduced transport costs and affordable mobility and access. It can indeed be argued that the defined purpose is a higher order objective than the defined SSATP goal.

In addition it is not clear that the integration of road transport policies, desirable as it is, has in fact reduced the amount of resources that are allocated to improving rural and urban access. In relation to maintenance funding, for example, the creation of road funds, has cer-

² Pedantically, one could question why it was that only SSATP stakeholders were intended to sustain the policies

tainly ensured more predictable resources going to the national primary network. However, relatively little has been allocated to rural roads whose condition in the most part is poor at best. In recent years effective measures have been taken in relation to sector wide approaches to transport and the support for structural reform and to measures in harmony with an integrated approach. However, interest and attention to the poverty related issue of improved access has reduced.

It is worth mentioning that the Strategic Review suggested that the Purpose should be

“Reduce the costs of transport services and establish adequate and appropriate access and mobility for the poor” which would have had the advantage of relating directly to the Goal. In relation to this definition, the development of integrated policies would have been a supportive Output.

The Outputs defined to achieve the purpose are:

1. SSATP program approach implemented at country and regional level
2. Key transport professionals (public and private) and beneficiaries engaged in ensuring coherence between transport policies/strategies and national poverty reduction and economic growth strategies
3. Appropriate institutional development strategies and secure financing mechanisms adopted and implementation under way
4. Regional Economic Commissions and national governments adopt trade and transport facilitation measures
5. Increased Africa based program management arrangements

The five Outputs should be coherent in contributing to the achievement of the Purpose and presumably coherent with the work activities of the SSATP which are there to support the LTDP. The Outputs are also those results which the LTDP was expected to achieve over its lifetime.

Output 1 refers to the implementation of the SSATP program approach at country and regional level. Unfortunately, whilst the LTDP does discuss the convergence of the various components (RMI, RTTP, Trade and Transport and Urban Mobility) into a coherent program, it does not define the nature of the program approach. Much time was devoted, in the justification of the LTDP, to the importance of the integration of the SSATP components into a program approach. (There had been significant criticism from partners, reflected in the Strategic Review, of the diversity and lack of interrelationship between the various components of the SSATP). The integration of various components was treated as a management issue rather than one which required an assessment of the nature of the interrelationships between the existing components.

This Output suggests that the program approach should be adopted at the country and regional level. The SSATP therefore committed itself to promoting and marketing a specific approach to transport. To be able to promote it, the stakeholders needed to be able to define

the program approach, show how it was different to what was already being done in relation to integrated transport policies and sector wide approaches and then provide the necessary resources and support to assist the countries and the regional institutions to adopt the approach.

With hindsight one can suggest that this emphasis was flawed. Its main emphasis was concerned with reorganizing the SSATP program itself, not as a result of an analysis of what was required to effectively achieve the LTDP Objective.

Output 2 is very specific and addresses a particular concern that transport strategies are often developed in isolation without due regard to the facilitating role that transport plays. It relates directly to the objective of achieving more responsive transport policies.

Equally, Output 3 addresses the issue of institutional reform and effective financing mechanisms. It is concerned with key components of the then current SSATP program, the RMI and the RTTP. Unlike Output 2, which speaks of stakeholders engaged in achieving the output, Output 3 states that the LTDP will ensure that the reforms and measures are adopted and implementation under way. Whilst the LTDP can certainly contribute to this process, it is beyond both the capacity and the mandate of the SSATP to achieve this Output.

Output 4, whilst suffering from the same ambition as Output 3, is a critical issue in particular in relation to transport costs. African freight transport costs are 2-5 times that of the equivalent costs in Asia. It is therefore of direct relevance to the overall goal of the LTDP.

Output 5, increased Africa based program management arrangements, is a response to another criticism in the Strategic Review. Whilst it is, in fact, an activity not an Output, it is indeed a valid means of action. This is recognized by the previous project manager of the SSATP in his accompanying notes to the LogFrame. It is clearly a very important issue which is discussed in some detail in this report. However it is a SSATP program management issue.

In addition, the progress reports of the LTDP describe several cross cutting issues which were not included in the LogFrame. They were however incorporated into the program on the grounds that whatever the LTDP does it should take account of them. These were Gender, Employment, Environment, HIV/AIDS, Road Safety and Donor Coordination

Verifiable indicators were defined for the Goal (Transport means used by poor & low income groups; freight and passenger transport rates; the transport cost element of traded goods and the distribution of traffic between modes). No such verifiable indicators were formulated for the Purpose or the five Outputs. Thus, no means of defining the achievement of the Purpose or the Outputs or of monitoring progress were established.

Given the lack of verifiable indicators, there were also no means of verification.

The contributing donors are of course concerned to see that the SSATP program is effectively implemented. However their overall concern is that the money placed with the SSATP is

used to effect change in both policy and practice. In the light of this, detailed discussions in the LTDP regarding the program approach and the convergence of components/themes are important in the sense of demonstrating the organizational and managerial principles on which the program is to be implemented.

One can argue that the lack of coherence of the LogFrame is not a serious issue if the overall purpose is being achieved. However the LogFrame is intended not only as a clear description of what measures the program is taking to provide a solution (the Purpose) to an identified core problem. It is also a framework by which the overall effectiveness of the LTDP can be measured.

In summary, the following points can be made regarding the LogFrame:

The LogFrame does reflect the concern of the partners as expressed in the strategic review that the program should highlight the facilitating role of transport; that there was need to have greater collaboration between the components of the SSATP and that the program had to be more responsive, both technically and managerially, to the demand from the region.

It also reflects a move to a more policy and strategy oriented program.

However, the LogFrame is internally inconsistent. Moreover, in the absence of any verifiable indicators it could not have acted as a monitoring mechanism as there was no way of assessing the progress or achievement of the prescribed Outputs. Nevertheless there is a sense that the LogFrame was constrained by the existing program in that whilst it wished to have this broader policy mandate it also wished to incorporate the then current components into the program.

At this stage of the LTDP it is impractical to rewrite the LogFrame to make it more coherent. Two major steps have however been taken during the OPR. In the first place verifiable indicators have been defined through a participatory process with the country representatives and the RECs. This allows an assessment to be made of the progress of each output and consequently suggest measures that may be needed to ensure that the Outputs are achieved. A more specific point relates to Output 1 where the same group of people was asked to define the program approach and it is this definition that has been used in the review.

The concept of the program approach was intended to encapsulate the bringing together of the various components of the program under one framework. Unfortunately, this concept was never developed to define what the interrelationships between the components were so as to be able to provide a coherent approach.

There also seems to have been relatively little discussion of the actual role of transport in poverty alleviation. It was assumed that transport could contribute to the reduction of poverty, however an extensive debate on this issue did not take place.

Summary

Output 1 SSATP program approach implemented at country and regional level.

Output 2 Key transport professionals (public and private) and beneficiaries engaged in ensuring coherence between transport policies/strategies and national poverty reduction and economic growth strategies.

	Conclusion	LTDP Recommendation	Post 2007
General	The direct linkage between the Purpose and the Goal is unclear There are no verifiable indicators	Accept that “Integrated approaches” will lead to reduced transport costs and improved access and mobility Use indicators defined by the countries	The program document for the next phase of the LTDP must be defined through a participatory process with the stakeholders. It must contain a coherent, rational LogFrame which will include verifiable indicators so that the progress of the program can be evaluated
Output			
1	There is no definition of the program approach	Accept the definition provided by the countries and the RECs	Post 2007 Outputs not known at this stage.
2	Clear and achievable	PRTSR deals with poverty aspects. Need to relate also to economic growth	
3	Is not achievable by the LTDP alone	Will require assessment of SSATP contribution	
4	Addresses a key issue in the Goal related to transport costs	Will require assessment of SSATP contribution	
5	Whilst addressing a very important issue, is a means of action and not an output	Should be treated as a separate issue dealing with the overall management of the program	

Output 3 Appropriate institutional development strategies and secure financing mechanisms adopted and implementation under way

Output 4 Regional Economic Commissions and national governments adopt trade and transport facilitation measures

Output 5 Increased Africa based program management arrangements

Chapter 2 Implementation

Prior to embarking on an assessment of the achievement of the Outputs and thus the Purpose, it is necessary to put the analysis in the context of how the SSATP has been working over the period from 2004 and to show the depth and breadth of the work done.

Methodological Issues

Whilst the LTDP set out a clear framework within which the SSATP should operate, the program has continued work on a set of themes. These themes do relate to the Outputs as shown in Figure 2.1. Most of the themes relate to more than one output. However this should not be taken to suggest that the work programs of the SSATP have been directed towards the Outputs. There has been no clear attempt to organize or manage the work in relation to the Outputs. All work programs are defined in relation to the themes. All reporting is provided under the heading of the themes.³ The budgets and expenditures are presented under the themes. Even the PRTSR, perhaps the activity which is most closely related to an Output, has been conducted separately from its corresponding Output.

The net result, or maybe the cause of this, is that the LogFrame has been largely ignored. There has been no working culture created which viewed the LTDP framework as the guidance to the SSATP on what they should be working towards and by which the work should be judged. This would be less difficult if the work under the themes was directed to any defined theme objective, so that the work could be assessed on the basis of the progress towards such an objective. However no such objectives were set.

None of the above should be interpreted to imply that the work being done is neither useful nor effective. Much of the work is highly appreciated and the outcomes are being effectively used by the partners.

Nevertheless the Output to Purpose Review is based on a specific framework which is not that which the SSATP has been working within. What has been necessary in this review therefore, given the rather abstract nature of the LTDP framework, is to assess to what extent the work on the themes has contribute to the Outputs.

³ Some attempt was made in the early progress reports to show a linkage between themes and Outputs but not in any monitorable fashion.

Program Integration

The LTDP was intended to integrate the various disparate components of the SSATP into one overall program approach and the LogFrame was the framework within which this integration was to take place. Given that there has been only limited attempt to portray the work as part of this framework, integration has been difficult to achieve.

One of the reasons for this disparity is partly, one suspects, because the work on certain themes - appropriate transport services and road management and financing, for example - has a long history and much of the work done in recent years has merely been a continuation of previous initiatives.

In the following pages the work on the various themes is described. An assessment of their effectiveness, efficiency and impact is made in Chapters 3, 4 and 5.

The work under the LTDP is structured under four main headings. Each theme has a theme leader and in countries where the themes are active, there will be a focal point for that theme in the relevant Ministry. In addition, a theme of program management is included in the reporting procedures.

THEME: RESPONSIVE TRANSPORT STRATEGIES

1. Poverty Reduction and Transport Strategy Reviews (PRTSR)

The PRTSR was designed as a structured, participatory process with clear objectives. These were i) to assess whether national transport policies included a consideration of the poverty alleviation potential of the transport sector and ii) whether the national poverty reduction strategies recognised the potential of the transport sector to contribute to poverty reduction.

Of the 32 member countries, 24⁴ are already involved at some stage of the PRTSR process. Of these, 14 have completed the process which has resulted in proposals being made for improvements both in relation to the national poverty reduction strategy and to the national transport policy. Participation has been drawn from government agencies, the private sector and civil society. It has consumed some 34 percent of the operational budget over the period and produced 40 percent of the publications of the SSATP since 2004.

This has been the real innovation of the SSATP. It has brought together both transport and non transport professionals, probably for the first time, to assess the function of transport and the demand on transport as expressed in national development plans and poverty reduc-

⁴ Burundi, Cameroon, Cape Verde, CAR, Chad, Congo DR, Côte d'Ivoire, Mali, Rwanda, Burkina Faso, Guinea, Niger, Senegal, Ethiopia, The Gambia, Ghana, Kenya, Lesotho, Malawi, Swaziland, Tanzania, Uganda, Zambia, Zimbabwe.

tion strategies. It has broadened the debate on the role of transport in the economic and social development of the countries involved.

The process of the PRTSR is well defined and should result in clear recommendations on both poverty and transport policy.

The LTDP defined the activities for the PRTSR as:

- Implementing transport/PRSP analyses, refining approaches, disseminating good practice, sharing findings;
- Development and implementation of fully participatory methodologies to formulate sectoral strategies;
- Definition of achievable policy targets, indicators, monitoring and evaluation procedures.

All of these activities have been introduced to a greater or lesser extent in each of the 24 countries where the PRTSR has been or is being implemented.

2. Promoting a Program Approach and SSATP coordination

Both the program approach and SSATP coordination are assessed in Chapter 3. This element of this theme is directly related to Outputs 1 and 5 and covers both the activities being undertaken to achieve program integration but also the steps taken to improve program coordination at the country level.

3. Transport Sector Performance Indicators

The attempt by the SSATP to set up a region wide data base of indicators is the only regional initiative of its kind so far. Given the lack of reliable data on the transport sector, this is seen as an extremely worthwhile activity. It would provide the basis for more effective planning. It would also be the basis for the monitoring of the transport sector on a regional basis as well as providing information at the country level.

The overall objective of this work is:

- To help to measure the contribution of the transport sector to the achievement of the Millennium Development Goals (MDGs)⁵
- To encourage countries, Regional Economic Communities (RECs), and agencies in SSATP countries to collect a common set of data needed for planning purposes.
- To give an indication as to where intervention in the transport sector is necessary in relation to the "minimum infrastructure platform" (MIP) notion.

⁵ In 6 countries, the collected data has already resulted in the definition of the number of people within 2 km of an all weather road, the proposed indicator of physical access for the MDGs

- To allow a comparison of sector performance over time and between countries

The first cycle of data collection involved 16 countries. The results were generally poor and ascribed to the complexity of the data requested. The data base was then revised and a second cycle involving 20 countries is now in progress.

Some basic data is already emerging such as the key transport indicator for the MDGs related to the distance of the population from an all weather road.

One of the problems foreseen is the sustainability of the data collection and analysis process at the country level. The sustainability of transport data management depends on an appropriate institutional framework - which is currently missing in most of the participating countries - as well as on financial resources. Such resources can be divided in three groups. The first is for the implementation of the data production and/or management unit. Simple and cheap solutions are certainly possible yet are generally beyond the scope of the government resources. The second group includes the operational costs of the data management unit. Because of their limited size, the cost of operating such a unit could be born by national governments. The third group relates to the production of primary data. Although their required recurrence makes them eligible for national budget funding, some are expensive to produce and might suffer from national budget constraints.

THEME: ROAD MANAGEMENT AND FINANCING (RMF)

The RMF theme is the second most important after the PRTSR. It has so far consumed some 27 percent of the operational budget of the LTDP budget. Under this theme, including activities on the Performance Assessment Model (PAM) and the Road Economic Decision Model (RED), the majority of the SSATP funded workshops, seminars and training courses have been carried out.

The work under this theme has consistently been involved with support to the development and operationalisation of Road Funds and the setting up of Road Agencies. It has contributed to the development of the African Road Maintenance Funds Association (ARMFA) and the *Association des Gestionnaires et Partenaires Africains de la Route* (AGEPAR) and has collaborative programs with them. It is also collaborating with the Association of Southern African National Road Agencies (ASANRA). This collaboration is an effective means of institutionalising the concepts embodied in the RMF theme

A detailed assessment of the work under this theme is made in Chapter 3 in relation to Output 3.

THEME: APPROPRIATE TRANSPORT SERVICES

In the reorganization of the Program from components into themes, this is an area that has suffered. Prior to the LTDP, The RTTP and Urban Mobility components were major ele-

ments of the SSATP. With the implementation of the LTDP, the physical infrastructure element of the Rural Travel and Transport component of the SSATP was placed with the RMF theme. The rural transport services and Urban Mobility elements were placed in the ATS theme.

Under the LTDP, the ATS theme has received reduced amounts every year since 2004. In 2004 it was budgeted as 18 percent of the total expenditure, by 2006 this had reduced to 8 percent. In 2004 ATS represented 32 percent of the operational expenditure; in 2005 this had reduced to 12 percent.

During the period, the ATS theme has carried out work on the regulatory framework for mobility in large cities and studies on mobility in Douala and Conakry. In addition it has completed studies on rural transport services and on the promotion of IMTs. It has also been concerned with setting up an African Rural Transport Association.

THEME: TRANSPORT AND REGIONAL INTEGRATION

The work on regional integration has been consistent over the period in terms of the funding committed to it. Most of the work has been done in conjunction with the various Regional Economic Communities (RECs). This has been strengthened by collaboration through the REC Transport Technical Committee bringing together the RECs and the SSATP.

Much of the work has been concerned with corridor management - setting up observatories, harmonizing border crossings and the assessment of legal facilitation measures.

SSATP is working in partnership with SADC, COMESA and ECOWAS setting up and/or supporting corridor management, axle limit and overload control, one stop border post initiatives, corridor information systems/databases (observatories) and providing resources and technical support (e.g. procuring consultants, funding workshops and peering)

For COMESA the program has provided resources for a management study on the Northern Corridor. Lessons learned will support institutional arrangement for the Dar es Salaam Corridor. Through the support of SSATP, a database consultant attached to the TTCA Secretariat is facilitating the implementation of the second phase of the Northern Corridor Transport Observatory on monitoring corridor performance

In Central Africa, SSATP is providing support for setting up corridor management committees on the CEMAC/ECCAS and on the CICOS corridors.

In West Africa, SSATP is co-financing the establishment of observatories along corridors, and is providing a concept note on corridor management committees

The SSATP has contributed to achievement of objectives which are shared or even derived from other organizations.

PROGRAM MANAGEMENT

At the start of the LTDP in January 2004, the SSATP PMT comprised two professional and several part time staff. In addition a major input of funds had just been received from the EC. Given the fact that the PMT had to set up a whole structure both at National and Regional level, it is perhaps not surprising that progress in 2004 was rather slow. By 2005 the full time staff had increased to 5 and two regional coordinators were in place in the region. In late 2005, the Program lost its Manager and he was only replaced in the second half of 2006.

The Program was confronted in 2004 with a major challenge. At one and the same time it had to build up the capacity at country level whilst reorienting the program away from a set of independent components towards an integrated and coherent program. Given that situation, the management needs to be congratulated on the progress they have made in setting up a working management system. Certainly there are problems. However these relate more to the capacity and the ability to change of the personnel involved. The basic approach to the management of the program is sound, based as it is on decentralization, developing country ownership and the right blend between policy and knowledge dissemination.

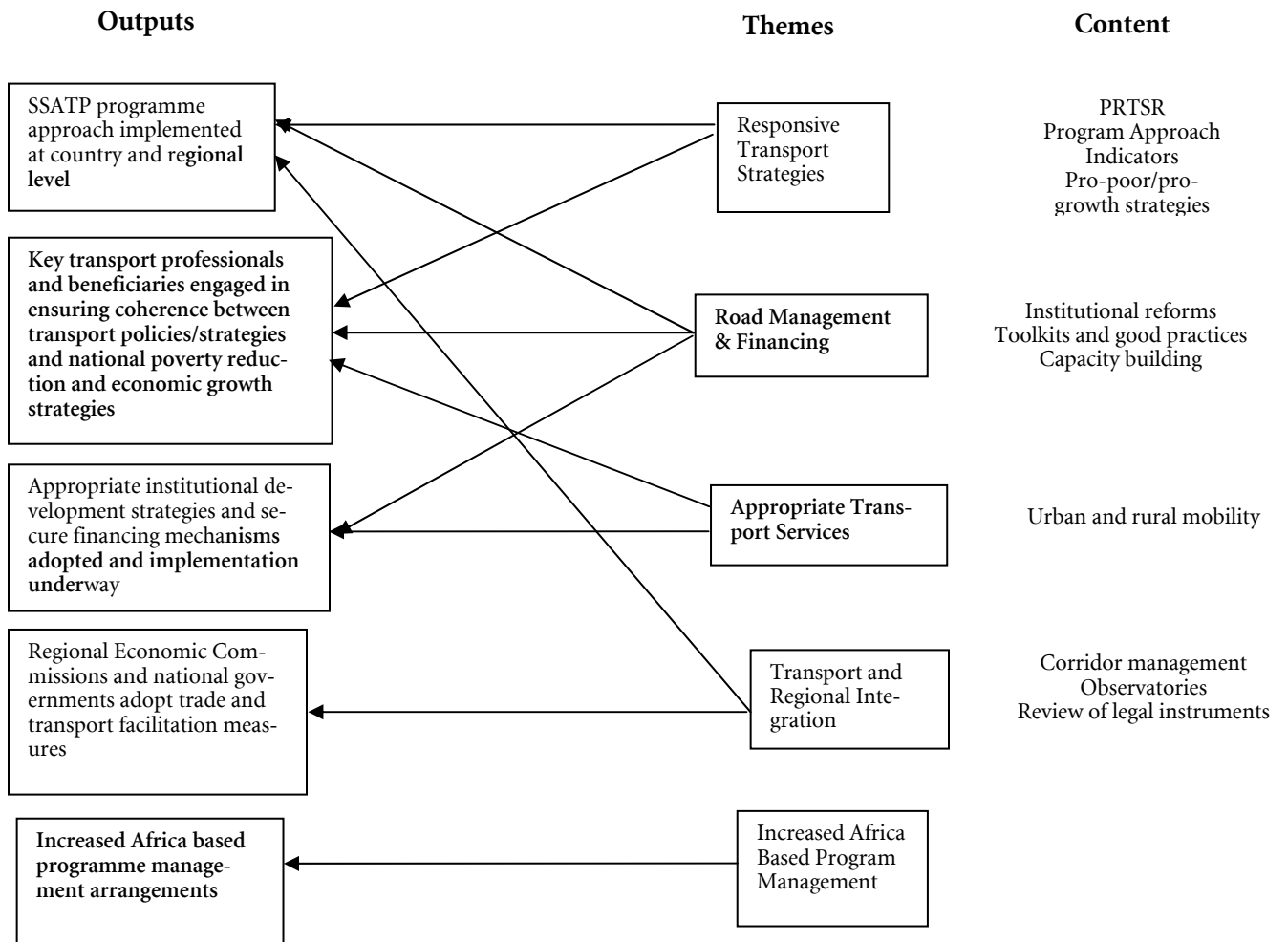
Program management, which includes both operational and non operational components, is by some distance the most important cost element of the SSATP consuming as it does over 40 percent of the total expenditure in 2004 and 2005. This does not include the staff time provided by the World Bank during that period.

Any program which is just becoming established will incur high set up costs. However these need to be justified in terms of effective management and implementation of the program.

Setting up of functioning and effective SSATP coordination units in each of the member countries has been perceived as the key organizational issue for the achievement of the LTDP purpose. Related to this is the support that should be provided to these units by the regional and international management staff.

An attempt has been made in Figure 2.1 to relate the themes of the SSATP to the LogFrame. In this way it is possible to assess to what extent the themes have contributed to the achievement of the Outputs.⁶

⁶ The Strategic Review suggested that each theme should have a LogFrame so that its contribution to the Outputs could be monitored and its work was directly linked to the achievement of those Outputs.



Chapter 3

Effectiveness

Foreword

The effectiveness of the LTDP has to be judged according to the framework that it has set for itself, i.e the LogFrame. More specifically it should be based on verifiable indicators of achievement of the Outputs. In Chapter 2 it was noted that no verifiable indicators were identified in the LogFrame. It was therefore necessary to develop such indicators. This was done through a participatory process at the Nairobi workshop involving RECs and SSATP country representatives.⁷

In this Chapter the effectiveness of the LTDP will be assessed with reference to these indicators and based on the questionnaires and case studies carried out under the review, interviews with the representatives of the donors contributing to the program and the program management team. The questionnaires were structured according to the Outputs of the LogFrame and the indicators that had been developed.

One of the major problems facing the review was that it was focused on the Outputs and Purpose of the LTDP. However in practice very little attention has been given, either in the work program or in the various meetings that have taken place over the period of the LTDP, to any discussion of the Outputs. Work programs have been developed in relation to themes. Progress has been measured in terms of the achievement of the theme work plans. In some cases, Outputs 2 and 3 for example, the themes are similar to the Output. In the case of Outputs 1, 4 & 5 however the linkage is not as clear.

The fact is that the program has not been guided by the LTDP LogFrame. Instead work has continued in relation to the themes and belatedly these have been related to the Outputs to try and show cause and effect. Consequently in assessing, for example, whether the Output 3 –“Appropriate institutional development strategies and secure financing mechanisms adopted and implementation underway” has been achieved, one is constrained to assess to what extent the activities on the Road Management and Financing theme has contributed to this Output. There seems to have been little concern to relate the activities of the themes to the Output, making an assessment of the progress made in terms of the Outputs difficult.

The country and RECs assessments

In order to ensure that the 32 member countries of SSATP had the opportunity to express their opinion of the LTDP, a questionnaire was sent to 24 member countries. In the remain-

⁷ See Appendix 9

ing ⁸, more detailed country case studies were implemented with the help of national consultants working with the SSATP coordinating unit in the country.

In addition, studies have been carried out with the Regional Economic Communities, one at the overall level and two others at the specific level of COMESA and CEMAC.

The studies and questionnaires were presented at a workshop in Addis Ababa and gave rise to constructive and informed discussion on the progress of, and the constraints affecting, the SSATP. Moreover suggestions were made as to modifications required to support the achievement of the Purpose of the present phase of the LTDP and also with regard to the future direction of the SSATP after the end of the present phase of the LTDP in 2007.

The analysis of the returned questionnaires (16)⁹ and the country case studies (8), covering 24 countries, assessed the progress in achieving the five defined outputs of the LTDP, all of which collectively should contribute to the Purpose of the SSATP, viz: “SSATP Stakeholders sustain integrated transport sector policies and strategies”.

In relation to Output 1 – “SSATP program approach implemented at country and regional level” – the responses indicated that the move away from a component approach to a more integrated policy approach, which is the hallmark of the LTDP, had had some success. This was mainly due to the influence of the PRTSR process which had drawn the transport sector into the debate on poverty reduction and had generated an effective participation both from the transport sector but also from those sectors served by the transport sector.

“An integrated approach that involves a broad based consultative process which provides coherence between the various themes of the SSATP and integrates the cross cutting issues. It contributes to the formulation, the implementation and the evaluation of transport policies and programs which aim for economic growth and poverty reduction.”

Nevertheless it was recognized that the integration of the various elements of the SSATP into a coherent program approach had had some difficulties.

In several countries, the stakeholders had difficulty to fully understand the meaning of the term program approach. - Only 5 countries expressed a full understanding of the term program approach.

The term “program approach” is not clearly defined in the LTDP documentation. The participants at the Nairobi workshop, representing 25 countries and 5 RECs defined it as:

⁸ Burkina Faso, Guinea, Malawi, Mali, Niger, Nigeria, Senegal, Uganda

⁹ Burundi, Cameroon, Congo DR, Côte d’Ivoire, Gabon, Guinea, Rwanda, Mali, Ethiopia, Gambia (The), Kenya, Lesotho, Swaziland, Tanzania, Zambia, Zimbabwe

One observation, which encapsulated the ideas of many, was that the SSATP has not emerged as an overarching program as against a series of components. This is as much to do with the managerial aspects of the country coordination as with the functioning of the themes. The former is dealt with under Output 5. As regards functional convergence however, one of the problems is that work on the themes precedes the setting up of the coordination unit. National theme focal points are often positioned in a different ministry from the coordinator and have little contact with him/her. A view expressed by one of the PMT dealing with one of the themes was that he would rarely be in touch with the coordinator even on visits to the country. Even when he was, he found the coordinator unaware of what was being done under the themes in the country.

Clearly a great deal of work has been done by the PMT to support the establishment of the country coordinators. More work needs to be done in order that the coordinator becomes a real facilitator and promoter of the SSATP in his/her country (see also Output 5).

Several countries had only recently set up a coordination unit and were still in the process of establishing the stakeholders in the unit. Consequently their ability to influence the implementation of the approach had been limited.

In general, there had been a rather limited private sector involvement in the coordination unit. It was suggested that whilst there was interest initially from the private sector, this interest faded when the allocation of their time to the activity was not resulting in any benefit to them. The absence of the private sector was particularly marked in the francophone countries.

Some countries – Cote d’Ivoire, Gabon, Gambia, Kenya and Zimbabwe–indicated that political support was lacking to the coordination unit. Others–Malawi and Burkina Faso for example–noted that if the coordinator was from one Ministry dealing with transport there was lack of interest from the other(s) which also dealt with transport.

In countries where the coordinator came from a Ministry dealing with the RTTP (Malawi for example) there was reluctance on the part of the main road agency to be involved. Moreover where the coordinator came from the PRTSR process, and therefore usually from the Ministry of Transport, the technical ministry responsible for roads was not eager to participate.

This issue of the physical location of the coordinator or the unit also surfaces in relation to Output 5.

Several coordinators mentioned that a lack of resources to effectively coordinate the various component activities constrained their activities. On the one hand one can appreciate that without resources it could be difficult for the coordinator to operate effectively. However, one measure of the Government’s commitment to the SSATP could be the provision of such resources.

The SSATP has taken the role and responsibilities of the SSATP coordinator, and the unit, seriously. For example, the coordinators were asked, at their meeting in Nairobi in June 2006 to define the goal, purpose and objective of the country coordination units. The results set out a large range of tasks for the coordinator. These are in addition to the workload that they already have from the current job. The member countries of course have all signed up to the membership commitment, set out in 2003, which obliges them to put in place:

- A conducive policy framework
- A suitable financing agency
- Appropriate institutional arrangements
- Robust monitoring and evaluation arrangements

Consequently, if they are to take all these commitments seriously, the additional workload of the Coordinator is considerable.

Whilst the Bamako meeting¹⁰ resulted in a strong support from the delegates for the SSATP country coordination, it appears that in some countries this has not been translated into practice. This may of course be due to a lack of understanding of the amount of work that is prescribed for the coordinator.

It is perhaps therefore not surprising that many of the coordinators who take their responsibilities seriously complain of the lack of support from the SSATP.

In relation to the indicators defined for the progress of this output, it was recognized that 18 countries¹¹ now had an officially designated SSATP coordinator, in 17 countries a coordination unit had been established and the SSATP coordinators were taking an increasingly proactive role in the transport sector.

Several countries - Angola, Togo, Benin, Chad, Congo, Mozambique—have not appointed a coordinator and have not participated in the OPR process. Whilst this of course is their choice it does raise the question of their commitment to the SSATP.

In relation to Output 2 – “Key transport professionals and beneficiaries engaged in ensuring coherence between transport policies/strategies and national poverty reduction and economic growth strategies”, it is clear that this has been a success for the LTDP. Moreover it has been the prime mover in establishing the visibility of the SSATP at the country level.

The PRTSR process has been successful at several levels. It has elevated the profile of the SSATP at the country level. It has generated an effective dialogue between the transport and non transport sectors raising issues for both parties generally not considered previously. The

¹⁰ SSATP Annual general meeting. 2005 Bamako Mali

¹¹ Burkina Faso, Cameroon, Central African Republic, Congo DC, Ethiopia, Gabon, Gambia, Ghana, Guinea, Lesotho, Malawi, Mali, Nigeria, Rwanda, Swaziland, Tanzania, Uganda, Zambia

participation in the process has included several government agencies outside the transport sector and good representation from civil society. Two examples typify the involvement.

In Zimbabwe the group included the National Council for the Disabled Persons of Zimbabwe (NCDPZ), Ministry of Finance & Economic Development (MOFED), Ministry of Labour, Public Service & Social Welfare, Ministry of Youth, Gender & Employment Creation, National Association of Non-Governmental Associations (NANGO), Poverty Reduction Forum (PRF), Zimbabwe Homeless People's Federation (ZIHOPFE), Zimbabwe Environmental Lawyers Association (ZELA), DIALOGUE Zimbabwe, Urban Councils Association of Zimbabwe (UCAZ).

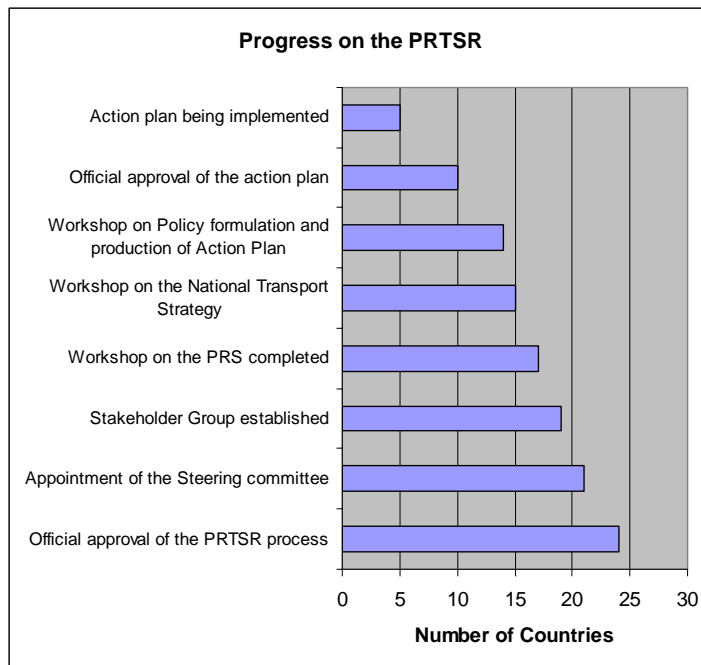
In Cote d'Ivoire the group included Ministries of Family, Women and Children, of HIV/AIDS Reduction, of Agriculture, of National Education, of Governance and capacity Building, the Imports Secretariat, Poverty Action Group and several NGOs.

In general the participation was comprehensive, covering government, civil society and the private sector.

Perhaps most important, it has demonstrated the facilitating role of the transport sector and indicated how changes in the transport sector can not only improve the delivery of transport services but can, by more effective integration, provide support and improvements in the implementation of services in other sectors, notably agriculture, health and education.

Of the 32 member countries, 24 are already involved at some stage of the PRTSR process. Of these, 14¹² have completed the process which has resulted in proposals being made for improvements both in relation to the national poverty reduction strategy and to the national transport policy.

¹² Cameroon, Congo DR, Côte d'Ivoire, Mali, Rwanda, Guinea, Senegal, Kenya, Lesotho, Swaziland, Tanzania, Zimbabwe, Malawi, Uganda



The final proof of effectiveness is whether the recommendations emanating from the process have been adopted and implemented. Given that several countries have not completed the PRTSR process, this may be too soon to assess. Moreover, the Output does not specifically ask for implementation. Nevertheless, it is clear that, whilst dialogue on the poverty reduction role of transport is important, such discussions do need to be translated into action.

Some of the countries which have completed the process have made recommendations for changes or modifications to the transport plans and the poverty reduction strategies. For example, in **Mali**, recommendations are presently with the Government for approval. Nevertheless the steering committee is included in the group developing the second generation Poverty Reduction Strategy (PRS) so that the recommendations can be taken into consideration. In **Senegal**, a comprehensive set of recommendations has been submitted to the Government for approval. Similarly to the work in Mali, the committee is working with the group appointed to develop the second generation of the PRS. In **Uganda**, recommendations have been made both on transport policy and for the poverty eradication action plan to the relevant Ministries. These await approval. In **Lesotho**, recommendations from the PRTSR were included in the recently completed Transport Sector Policy. In **Malawi**, elements of the outcome of the PRTSR have been included in the development of the Malawi growth and development strategy. In **Rwanda**, one of the pilot countries, recommendations have been included in the redrafting of the second generation PRS. Recommendations from the PRTSR in **Swaziland** have been submitted to the Government. However it is already agreed that where new legislation is not required for the proposed changes these will be made. **Tanzania** was also one of the pilot countries. The recommendations of the PRTSR have not been for-

mally approved. However, members of the steering committee have been involved in the drafting of the national transport policy.

Country representatives in Tanzania made the point that SSATP is not the only driver of more coherent transport strategies. The fact that the outcome of the PRTSR has not been endorsed does not mean that they are not acted upon. They are included in the ongoing broader discussions, for instance in relation to the development of the 10 year transport investment plan and the proposals emanating from the poverty focus group in government.

One negative aspect of the process has been the lack of involvement of the technical ministries dealing with roads such as Ministry of Public Works. In only a few countries are any other than the Transport Ministry mentioned as being involved from the transport sector.

The PRTSR has been effective in opening the debate in the countries involved on the facilitating role of transport and the relationship it has with other sectors. In several cases the work has resulted in useful inputs into both the development of national transport policies and poverty reduction strategies.

However the PRTSR has not effectively integrated the other themes of the SSATP, partly, one suspects, because it was set up as a stand alone exercise. PMT staff are critical of the PRTSR from the point of view that i) it does not have high level participation and therefore its credibility is diminished ii) the main line transport agencies were rarely involved which seriously impairs the credibility of the analysis and iii) whilst the output contributes to a better understanding of the relationship between transport and poverty it does not contribute to more integrated transport policies.

These are serious issues and raise more fundamental questions regarding the function of the SSATP which will be dealt with in Chapter 6. However the issues are summarized below.

There is little argument that the PRTSR has been successful in raising awareness and responding to one of the fundamental approaches on which the LTDP is predicated, “the re-appraisal of the relationship between the transport sector and other sectors so as to ensure an understanding of transport as an essential service”¹³ However it has not been successful in the other approach which relates to the organization of the program. It has generally not been a vehicle for the integration of the SSATP components at the country level because it was carried out as a stand alone exercise.

Moreover one can question, as the Tanzanian representatives have done, the degree to which the PRTSR has actually influenced policy. The argument is not that there has been no influence but rather that it has been a contributor but not a prime mover. In this regard the comment from the Zimbabwe representatives is pertinent. They pointed out that the level of the decision making professional in the process is also key. “Expected participants should be

¹³ SSATP The Long Term Development Plan 2004 -2007

at Permanent Secretary/CEO level or above to enable decisions to become policy without being seen as pushing from too low a level”¹⁴

A further question is another raised by the PMT which suggests that the emphasis on the PRTSR as a process has diminished the work on the practical tools and policy instruments for which the SSATP was rightly renowned.

In relation to the defined indicators for this Output, 14 countries have already completed their analysis of the transport policy and the poverty reduction strategy. Moreover in some countries some of the recommendations emanating from the analysis have already been adopted. There are still several countries (see Figure 3.1) that have some way to go to complete the process. To achieve the Output it is important that the PRTSR process is supported vigorously.

In relation to Output 3 –“Appropriate institutional development strategies and secure financing mechanisms adopted and implementation under way” – a whole range of activities which are components of the SSATP program have been carried out. Prominent amongst these is the support to the establishment of road agencies and second generation road funds. Other activities related to the SSATP are the establishment of coherent transport strategies, the development of transport indicators, the initiation of road safety measures and the use of local resources such as labor based methods.

It has been mentioned above that some of the country theme focal points may not yet be integrated into the SSATP country coordination. Consequently reporting of activities under Output 3 (and the RMF theme) needs to be complemented by the acknowledged work carried out under the RMF theme.

Four groups of activities are defined in the LTDP for the RMF.

- Awareness raising seminars for high level public and private sector actors, study tours, sub-regional conferences;
- Development of comprehensive management training courses and materials for Francophone partners;
- Training for SSATP coordinators (national and RECs), senior public and private sector managers (Francophone and Anglophone);
- Participatory comprehensive institutional development processes including legal and budgetary planning reforms

A range of activities have been carried out in relation to the first three items principally dealing with training and capacity building. Some of these, such as the courses in Birmingham, Paris and Nairobi (and soon in Ougadougou), have been carried out on a regular annual basis and the intention is to decentralise them all to Africa. Additional courses have been given on Low Volume Sealed Roads (LVSR) and on the Road Economic Decision (RED) model.

¹⁴ Zimbabwe Country Questionnaire Response

The former attracted 100 engineers from 10 countries whilst the latter involved 70 participants from 12 countries.

In addition visits have been made by the PMT theme leaders to many of the 32 countries of the SSATP. The work has been targeted at those countries involved with establishing or restructuring their road funds or road agencies. What should not be underestimated is the value of these visits. In many cases they can provide the trigger to either initiate or unblock reform processes. In addition, as the theme leaders work in collaboration with World Bank, EC and other donor partners in the countries concerned, their intervention can act as a catalyst for more long term support in these areas.

At the regional level, a major effort has been put into supporting the sub regional associations—AGEPAR, ARMFA and latterly ASANRA. The theme leaders see these associations as providing the most promising agents for change and knowledge sharing with regard to driving forward institutional development in the roads sub-sector in SSA.

The one area where there has been less activity is in the training of SSATP coordinators. This seems to be part of the divergence in the program between the themes and the national coordination and also between the PRTSR and the rest of the program. One theme leader has pointed that a traditional thematic area like RMF has limited contact with the SSATP coordinators. RMF issues are more related to management and funding institutions and the main stakeholders are others than the transport ministry/departments where many of the SSATP coordinators are located

It has been mentioned before and substantiated by theme leaders that it is difficult to assess to what extent the SSATP has contributed to the reforms. For example, whilst a great deal of work has been done on road funds and road agencies, the actual contribution that the RMF theme has made in this area is hard to quantify. Clearly a great deal of work has been done. However in the wording of the Outputs of the OPR that work has to be judged against an Output for which the SSATP cannot be responsible. Equally much of the RMF work is about changing attitudes which it is hard for the LogFrame process to assess. Other processes such as Outcome Mapping, developed by the IDRC would be more appropriate.

The RMF has however contributed significantly in terms of the development of basic tools and procedures to provide practical support to the transport sector professionals.

The RMI Matrix provides a region wide assessment of the policy reform process in the sector with particular relation to road funds and their management. In addition tools such as Roads Economic Decision model (RED), Standard Overall Ultra-lite Road Care Estimate (SOURCE), Tariff and Traffic and the Road User Charges Model (RUC) are all useful tools. They are available on the SSATP website. It is not clear however how these tools are more widely disseminated or promoted either by the SSATP itself¹⁵ or by SSATP partners.

¹⁵ Other than through the courses and seminars provided by the SSATP

One of the key elements of this theme has been capacity building. However as has been noted by the Management “Capacity building and delivering tools to road sector professionals are progressing, but we do not know much about the extent of use of these tools. Developing and disseminating tools consumes substantial resources, and we need to assess their impact in order to strike a balance with other parts of the program like thematic interventions, country support and collecting data.”¹⁶

A recent initiative of the RMF has been to commission a study to assess the use of tools in the countries of the region. This attempts to elicit from key partners which road management and financing tools they are using, to what extent the tools and procedures promoted by the RMF are being used and to provide an assessment of their usefulness. The results of this exercise will provide a guide to the SSATP management on the emphasis that the Program should place on this activity.

The other main contributor to Output 3 is the work on Appropriate Transport Services (ATS). The work that has been done is of a high standard and is a welcome addition to the body of knowledge on urban mobility and rural transport. Nevertheless it seems to have been carried out in isolation of the other themes of the LTDP. One area that seems not to have received much attention is rural transport. Whilst some studies have been carried out, work on improving rural access, a key factor in poverty reduction, has been largely ignored. Whilst the PRTSR process brought out the importance of rural transport and of urban mobility, the SSATP has reduced its support to ATS (see Chapter 4).

It is clear that the enthusiasm of the 80s and 90s for this topic has waned. This is partly because of the difficulty of dealing with the informal transport network in the rural areas. Donors have been more reluctant to put money into improving the access of the rural population in Africa when the lower orders of the road network (often the start of the rural transport network) are in such an appalling state. Moreover the issue raised by the ATS component are the responsibility of rural development and local government ministries not the main line road agencies.

There has also been an organizational problem that the ATS theme coordinator based in Africa is a full time operational staff member dealing with the road programs in three countries. Consequently he has little time to devote to this ATS theme.

Given however the importance of access and particularly rural access in any poverty reduction program¹⁷, it would seem that the ATS has a great deal to offer which is not being made use of.

The ATS has also promoted the establishment of an African Rural Transport Association. In the words of the sponsors, the ARTA is a response to the phasing out of the RTTP thematic area. It intends to provide a forum to voice rural transport issues under the SSATP. However

¹⁶ SSATP 2004 Progress report

¹⁷ G. Edmonds. Wasted Time: the Price of Poor Access. ILO 1999

the ARTA would be a regional institution going beyond the SSATP umbrella. A constitution, by laws and articles of association have been drawn up and presented at a meeting in Nairobi in July of this year.

Unlike the regional associations presently supported by the SSATP for road agencies and road funds, the ARTA has a much broader mandate and is presented as a pressure group for rural transport. Such an organisation does already exist in the shape of the International Forum for Rural Transport and Development (IFRTD) which has national groups in several African countries. It is not clear what the ARTA will do that IFRTD is not already doing. At least some dialogue with IFRTD should be initiated.

In addition the view of all the partners should be solicited on whether, and if so in what manner, the SSATP should support the ARTA.

In relation to Output 4 - “Regional Economic Commissions (RECs) and national governments adopt trade and transport facilitation measures” – SSATP has provided support, generally in collaboration with the relevant REC, on such issues as corridor management, border posts, the development of cross border legal frameworks and the development of transporters’ associations.

At the birth of the LTDP, the support activities envisaged under this theme were:

- RECs to undertake stakeholder analyses, workshops, participatory processes to establish regional SSATP functions bonded with REC’s, regional private sector organizations and high level sectoral actors in national transport communities;
- Identification of physical and non physical obstacles to, trade and transport, development of interstate and transit transport performance indicators

This theme has worked closely with the Regional Economic Communities (RECs). The establishment of the REC Transport Coordinating Committee, comprising the SSATP and the transport specialists from the various RECs has contributed significantly to the effective collaboration between the RECs and the SSATP.

There has been good progress in relation to the second set of activities. On the other hand the first set of activities was always very ambitious and indeed relatively little progress has been made in this area.

The work with COMESA seems to have been particularly effective. Their judgement was that “SSATP had been instrumental in bringing the various transport policy components on-board, which have been adopted by RECs”¹⁸.

¹⁸ OPR COMESA and the Northern Corridor, Ken Odera

As with Output 3, it is difficult to ascribe the degree to which the SSATP has contributed to the achievement of this Output. However, what is clear is that, without the SSATP support, the impact of the measures being taken would be more limited.

The regional economic communities are under resourced and generally lack capacity. They have therefore found it difficult to engage as effectively as they would have wished with the countries. One of the important effects of the LTDP has been to make the REC more aware of the countries concerns and requirements and vice versa.

Perhaps the area that needs more attention is defining the exact relationship between the SSATP and the RECs both at national and regional level. At the technical level the REC TTC provides the basis for collaboration. However SSATP sees the RECs, in the LTDP, as the building blocks of the NEPAD and believes that the work of SSATP should be integrated into their programs. At present the RECs see the SSATP as a useful partner which can provide technical expertise to their programs,

In relation to Output 5 – “Increased Africa based program management arrangements” – the country responses reflected both a fervent appreciation of the SSATP and at the same time a strong desire to improve the role and function of the SSATP coordination at the country level. On the other hand the response of the PMT and the theme leaders presented a much more ambivalent approach.

In relation to the Output itself significant progress has been made. This has had two aspects. In the first place the setting up of regional coordinator posts and the establishment of SSATP coordinators in the countries has been a clear signal of the intention to decentralize some of the management functions to Africa. In addition two of the theme leaders, albeit on a part time basis, are based in Africa, one in Dar es Salaam the other in Douala. Secondly serious efforts have been made to use African institutions and African consultants in the program. The RMF capacity building program, for example, is in the process of being established in Africa.

There are however major issues surrounding the management of the program which need to be raised under this Output.

The general view from the country coordination units is that is that the SSATP country units have had impact in relation to national transport policy and strategy. It was however mentioned that impact in relation to research and technology transfer had been limited.

Certain other key observations which were also emphasized at the workshop in Addis were that:

“The coordination between the country and the SSATP PMT and the regional coordinators should be improved.” The coordinators felt that they were seen as recipients of information and direction rather than as partners in the development of the program in their countries.

“The SSATP must be more visible.” This may of course relate to the level of seniority of the coordinator. However given the understood lack of coordination between the thematic leaders in the country and the coordinators, such lack of visibility may reflect a lack of knowledge of what is being done in the country

“The SSATP management should hold discussions at a high political level in the countries” This relates to the credibility of the SSATP coordination unit. Interventions on behalf of the program, not just a theme, by the PMT would elevate the visibility of the coordination unit.

“The PRTSR is often the only SSATP activity in the country.” This comment is an interesting one given the lack of theme coordination. Many countries have work going on under the themes but in some cases this is not understood at the country level. Nevertheless it is true that in several countries the PRTSR is the only ongoing SSATP activity.

“The SSATP should be more pro active in obtaining assistance from donors at the country level” Part of the coordinators job is, in fact, to interact with donors. In a perfect situation the coordinator should be able to present the work of the SSATP to donors initially for information but eventually so that the SSATP program work could feed into donors’ sector programs. Many coordinators either came from the PRTSR process or from one of the themes, often the RTTP. They are often unaware of the depth and scope of what the SSATP can offer. A course for the SSATP coordinators on all aspects of the SSATP program and what it can offer should be arranged.

“The coordination unit needs technical and financial support.” This issue came up time and again. The coordinators feel that they cannot be effective unless they have some resources to call people for meetings, to set up small workshops or to travel to interesting projects related to the SSATP. It remains unclear what was agreed with countries when setting up the coordinator posts. The issue of what resources SSATP can provide to the coordinators needs to be decided.

As far as the indicators defined for this output, it was noted that the SSATP management is presently dominated by African personnel. However there was concern regarding the mandate and authority of the regional coordinators. This was seen as an impediment to the more effective management of the program.

Questions were also raised regarding the level of involvement of the country members in the management of the program.

What emerged forcefully from the discussions at the Addis workshop¹⁹ was the belief that the SSATP country coordination units were the driving force of the SSATP and their role, authority and autonomy were key issues that needed to be more clearly defined.

¹⁹ See Appendix 10

The LTDP decided that country coordination was a key issue not only in relation to the integration of the SSATP into a program approach but also for the effective development of the SSATP program at the country level.

Whilst progress in 2004 was limited, the identification and designation of the country coordinators has developed more rapidly since 2004. Of the 32 member countries, 18 now have an officially designated SSATP coordinator. In addition, in 17 countries a coordination unit had been established. In some countries, whilst an SSATP coordinator has not been officially designated, the focal person is acting as a coordinator awaiting official approval.

The increase in designated coordinators may have been as a result of the Bamako Declaration which committed the country members to support the national SSATP coordinators in their role of coordinating and implementing SSATP activities at country level.

The SSATP has defined, in collaboration with the country members, the core functions and the objectives and responsibilities of the SSATP country coordination units.

For the LTDP, a key organizational issue for the achievement of the Plan purpose is the setting up of functioning and effective SSATP coordination units in each of the member countries.

One of the key problems is the lack of relationship between the national coordinators and the themes of the SSATP and their corresponding leaders both nationally and internationally and a consequent limited knowledge of the full scope of the SSATP.

One theme leader went as far as to say that the process of designation/creation of the country coordination was carried out unilaterally by the SSATP program management with each government without considering the strength of existing SSATP components in the countries (apart from the PRSTR process).

Another problem is the lack of seniority of the national coordinator. Clearly if the coordinator does not command respect he will be unable to function. More care needs to be taken therefore in the designation of the country coordinator with clearer advice being given to government on the criteria for selection of the coordinator.

Program management is by some distance the most important cost element of the SSATP consuming as it does a significant portion of the total expenditure in 2004 and 2005. This does not include the staff time provided by the World Bank during that period.

Any program which is just becoming established will incur high set up costs. However these need to be justified in terms of effective management and implementation of the program. At present the management of the program suffers from a lack of integration of the themes at the regional and country level. This was not of course an issue when the Program ran as a series of components. But if the management really wished to have an integrated program then all management staff needs to work towards the same objective. This does not mean

that work on themes needs to change necessarily. However the whole team needs to present a unified approach to the program.

Overall outcomes of the surveys

The general assessment of the LTDP by the countries and the regional economic communities is that it is generally on course to achieve its purpose. Nevertheless there are areas which need improvement.

SSATP has clearly added value in the development of coherent transport policies. In large part this has been due to the application of the PRTSR process supported by interventions from the SSATP theme activities. There is work still to be done in relation to the development of effective coordination at the country level, the collaboration with the RECs and support to the rural transport sector. Specific capacity building activities, particularly for the coordinators were also raised as an area for attention.

There was a strong demand for SSATP to respond to a demand for defined services which relate to the overall requirements of the transport sector as established by the countries themselves.

View from the SSATP Management and staff

The PMT reports on a regular basis on the progress of the SSATP through the annual reports and progress reports. In addition discussions with the PMT staff elicited more information and views.

The information provided in the published reports is informative, comprehensive and transparent. The financial information provided is sometimes inconsistent partly, one suspects, because of the intermittent remittance of funds. In regard to the actual implementation of work, the activities are described in the manner that they have been done, that is to say as part of the themes. Only limited attempts have been made to relate the implementation of the theme activities to the achievement of the Outputs.

At this stage of the LTDP, asking those responsible to report activities, budgets and expenditures on the basis of Outputs may be too much. Nevertheless some mention of the LTDP Outputs in the reporting procedures would be useful.

Nevertheless in the minds of the PMT there is no doubt that the work that has been done on road management and financing and on appropriate transport services has contributed to the development of more integrated and coherent transport strategies. In addition, this work and also that on regional integration is believed to have contributed practical tools and procedures for the more effective implementation of strategies.

It has to be said that the move towards policy reform in the LTDP is not without its critics. Not because of the lack of validity in emphasizing reform and policy change but because

there has been insufficient attention paid to the need for evidence based reform. It is argued that there is need for more reliable data and more examples of good practice to support the arguments for reform.

From the Washington viewpoint, the SSATP is a program of support to countries. SSATP should provide good practices, useful tools and procedures, like the RMI Matrix and RED, and focus on capacity building. It should also support policy reform but should not initiate it. That is the responsibility and prerogative of the governments.

A further problem is seen in the distribution of responsibilities within governments for transport. The theme/component activities generally take place with technical implementing agencies such as Ministries of Public Works or Roads/Highways. The SSATP coordination, and indeed the main focal point for the SSATP, is generally lodged with the Ministries of Transport which deal with policy and regulation. The result is that there is a disconnection between the coordination unit and the country theme leaders.

The PRTSR process, whilst seen as very effective in terms of broadening the approach to transport as a facilitating mechanism, is also criticized in this regard as it generally does not involve the mainline technical agencies.

The establishment of the regional coordinator posts is very recent and therefore subject to teething problems. The obvious benefits of having a member of the management team in the region are fully recognized by all the partners. Response time should be quicker, in country support can be mobilized more quickly, visibility of the program can be raised and there is a psychological benefit of the management being in Africa. The RECs in particular, whilst recognizing that it is too early to judge, welcome the move and expect this to improve collaboration.

There are however some problems. It was envisaged in the LTDP that there would be three regional coordinators and there are only two. It was also understood that each coordinator would have two support staff and there is none. This already constrains the work of the coordinators.

The regional coordinators terms of reference (ToR) state that they will have a large degree of autonomy and authority within the framework of the SSATP. They will act as Regional theme leaders on the themes of Responsive Transport Strategies and Regional Integration. They would not be responsible for administrative matters. They are directly responsible to the Program Manager in Washington. They are expected to travel frequently to the countries in their respective regions.

In principle this appears to respond to the call for more Africa based management of the program. The current situation however does indicate that some issues and perhaps attitudes need to be addressed if the coordinators are to effectively deliver on their ToR.

In the first place, to be able to effectively carry out their duties the coordinators need some financial resources at their disposal. Initially this relates to funds for missions and for workshops. Being theme leaders for two themes however would suggest that they will also need funds and authority to spend on local contracts. Clearly the credibility of the coordinator is compromised if at each instance of responding to requests from countries or the RECs he/she is unable to take a decision but must refer it to Washington. The best situation would be when he/she has a budgeted, yearly work program for which funds are provided to him/her.

Regional coordinators need to be given the authority that is attendant on their responsibilities. They also need to be provided with resources. In the first place they need a full time administrative assistant as planned for in the LTDP. Moreover they should be given direct local access to some funds related to their work programs.

Secondly, if the regional coordinators are really to be the “ambassadors” of the SSATP in the region then they will need to be presented and treated as such. As far as the program is concerned they are in direct line function from the Program Manager and all activities in the region would be coordinated by them. This will require a change of attitude on the part of the PMT who will need to see the coordinators as the representatives of the Program Manager in the region.

The view from the Contributing Donors

The views of the donors need to be seen in the light of both the retreat from the transport sector in most donor agencies and the reduction of staff time available. In addition most donors have moved away from project implementation to a programmatic approach and even to sector wide approaches.

In general the donors feel that the SSATP is well worthy of the support that they provide. They also recognize their own limitation in being fully involved in the program. In this regard they appreciate the role being taken by the EC, the major donor. They see the SSATP as key player in the transport sector in the region and they also recognize its unique role in being independent and moving towards African ownership.

They recognize the major impact of the PRTSR process in demonstrating the facilitating role of transport in economic growth and poverty reduction. Moreover, the participatory process has laid the basis for more far reaching processes involving other sectors not presently involved in the PRTSR process.

Their concerns are more focused on the management and organization of the program. The LTDP is seen as the first attempt to monitor the work of the SSATP which was lacking before.

Two consistent concerns are the lack of communication with donors other than the EC and the slow and cumbersome production of reports.

Capacity building is seen as a major need that the SSATP is not addressing. The limited capacity of the RECs was mentioned as one issue that the SSATP should tackle.

The SSATP coordination unit is seen as the cornerstone of the SSATP and their credibility should be enhanced so as to raise the visibility of the program.

It was also felt that the AGMs had become far too ceremonial and lacking in technical content and this should be addressed.

More generally, donors were asked whether the work of the SSATP was being fed into and ultimately used by their organizations. If a country coordinator went to the local country office of the donor would the official responsible for transport/infrastructure know that the SSATP was supported by his organization and that SSATP had activities in the country which may support the donor's program in the country? The answers suggested that no organized attempt had been made to inform the potentially concerned officials in the donor organization of the SSATP.

The PMT could assist the donors through an awareness raising briefing in the donor agency. In addition the donors should distribute a note to all their offices alerting them to the existence and support activities of the SSATP.

The ToR requests that apart from the review of the progress towards the Outputs of the LTDP, the consultant should look at commitments by governments and development partners to support the PRTSR process and outcomes,

The donors were supportive of the PRTSR process and appreciated what it had done to change attitudes regarding the role of transport. Apart from the EC, they registered a lack of detailed knowledge of the work on the PRTSR but hoped that it would lead to changes not only in policy but in funding allocations in the transport sector

For donors to justify their involvement in the SSATP they have to see that the work of the SSATP is not only being effective but is also supporting their programs. This has two sides to it. In the first place they have to be better informed of the work of the SSATP. Secondly donors themselves need to ensure that their offices are making use of the SSATP.

One final issue not addressed in the general discussion on the OPR is that of the responsiveness of the SSATP Governance arrangements to the demands of the enlarged partnership.

Several participants at the meetings of the RECs and the country representatives suggested that the Board should be expanded to reflect the involvement of the countries. The RECs representatives placed on record their desire to see their organizations represented. The country participants pointed out that the SSATP had given the coordination units the responsibility to promote the SSATP in their countries and as this was so important, country representation on the Board should be increased

	Conclusion	LTDP Recommendation	Post 2007
General	SSATP progress and thematic work plans not driven by LTDP outputs	Improve coordination particularly at country level	Define a coherent LogFrame
Output			
1	<p>The meaning of the term program approach is not widely understood</p> <p>limited private sector involvement</p> <p>Insufficient political support</p> <p>Lack of resources for the coordinator</p> <p>Higher level of responsibility for the coordinator</p> <p>Lack of integration of work of themes and coordinator</p>	<p>Accept the consensus definition.</p> <p>More promotion with the private sector organizations</p> <p>Need high level position (permanent secretary) for coordinator post</p> <p>Reassess imposed work load in relation to resources available</p> <p>Clear roles to be defined by Govt. not the SSATP (also see Output 5)</p>	<p>Question whether the imposition of the program approach is constructive</p> <p>A more thorough examination of the objective and thus the role and responsibilities of the country coordination unit</p>
2	<p>An effective participatory process engendering discussion between transport and non transport sectors</p> <p>Some recommendations being acted upon</p> <p>Limited involvement of main line road technical agencies</p> <p>PRTSR carried out as a stand alone activity not involving the other themes</p>	<p>Encourage Ministries of Transport to seek recognition of the PRTSR outputs</p> <p>Provide support to countries in order that they complete the process in 2007</p> <p>Secure involvement of main line technical agencies, e.g. MPW and theme focal points.</p> <p>Greater effort by PMT to integrate theme leaders both international, regional and national with the PRTSR</p> <p>Higher level participation required</p>	<p>Develop a similar process to promote the improvement of access, one of the fundamental means to reduce poverty.</p> <p>Locate the process in the relevant Ministry</p> <p>Incorporate good practices from the RTTP and ATS</p>
3	<p>Effective support to the sub regional agencies</p> <p>Capacity building programs being implemented and being institutionalized in the region</p> <p>RMF tools and procedures being promoted in the region and assessment of their usefulness underway</p> <p>Lack of interaction between national coordinators and theme leaders</p> <p>ATS activities on the decline</p> <p>ARTA being promoted</p>	<p>Further support to institutionalization</p> <p>Strongly support procedures which provide road condition and access data</p> <p>Management to institute effective interaction</p> <p>Use ATS outcomes to support PRTSR recommendations and action plans</p> <p>Assess sustainable viability of ARTA</p>	<p>Build up capacity of the sub regional organizations</p> <p>Work on tools, procedures and policy advice to continue but with clearly defined achievable objectives</p> <p>Define the role of the ATS theme in relation to transport and poverty reduction objectives and the RMF</p>

4	<p>As described the SSATP cannot be responsible for the Output</p> <p>SSATP work contributes to objectives set by the RECs</p> <p>SSATP accepted as a useful partner. Limited progress on RECs taking over SSATP role in the region</p>	<p>Define work plans not in terms of activities only but in terms also of objectives</p> <p>Reassess the substance of the relationship between SSATP and the RECs</p>	<p>Look for stronger regional linkages.</p> <p>Sub regional organizations such as ASANRA better equipped to carry forward SSATP policies</p>
5	<p>Disconnection between national coordinators and theme personnel</p> <p>National coordinators to be at high level</p> <p>Regional coordinators have limited authority</p> <p>Donors not fully involved in the SSATP activities</p> <p>The Board needs to be expanded</p>	<p>PMT to insist that country theme leaders are part of the coordination unit</p> <p>Theme leaders to interact with coordinators</p> <p>Annual country work plans to be budgeted and should include theme activities</p> <p>Criteria for selection to reflect this conclusion</p> <p>Provide support staff and some finance. Ensure that all SSATP staff aware of the responsibilities of the RC</p> <p>Awareness raising by PMT and coordinators. Donors to provide information to country offices</p> <p>Include one more country representative and representative of the RECs</p>	<p>A full debate with theme leaders both SSATP and country, coordinators and PMT on the value of national coordination</p> <p>Regional management of the SSATP to be assessed and detailed proposals made.</p>

Output 1. SSATP program approach implemented at country and regional level

Output 2. Key transport professionals (public and private) and beneficiaries engaged in ensuring coherence between transport policies/strategies and national poverty reduction and economic growth strategies

Output 3. Appropriate institutional development strategies and secure financing mechanisms adopted and implementation under way

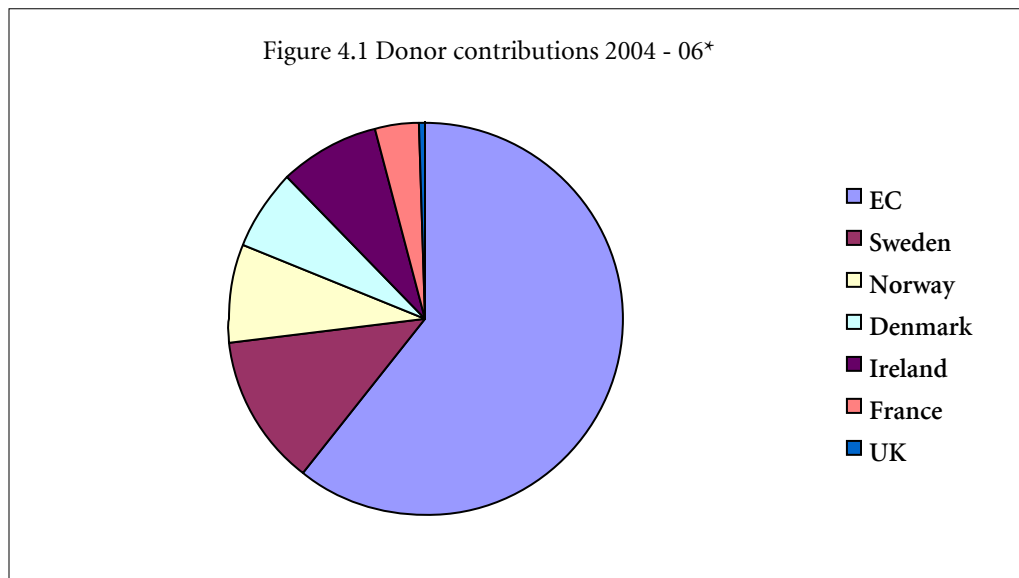
Output 4. Regional Economic Commissions and national governments adopt trade and transport facilitation measures

Output 5. Increased Africa based program management arrangements

Chapter 4 Efficiency

Overall Funding of the LTDP

The funding arrangements for the SSATP significantly changed with the advent of the LTDP. In line with the objective of establishing a more integrated and coherent program, donors were asked and agreed to fund the overall program and not individual components as had been the case previously. This significantly improved the potential for a more integrated program.



Given the preponderance of European donors, the funds of these contributors to the program (apart from Norway and France) were channeled through a multi donor trust fund within the EC-WB co-financing framework. The EC became a donor to the program from 2004 and has been itself the major contributor to the program. The only additional funding of the program has been the provision of some personnel whose staff costs were paid for by individual donors – the World Bank, SIDA and Norway.

Table 4.1 shows the overall funding committed or promised by the donors to the program excluding the additional staff time costs referred to above.

Table 4.1 Donor commitments to the SSATP

	End 2003	2004	2005	2006	Total
EC		4,624,600		2,880,000	7,504,600
Sweden		763,131	400,000	400,000	1,563,131
Norway		200,000	400,000	400,000	1,000,000
Denmark			400,000	400,000	800,000
Ireland		400,000		600,000	1,000,000
France	155,000	300,000			455,000
UK	72,825				72,825
Year Total	227,825	6,287,731	1,200,000	4,680,000	12,395,556

The total includes the roll over of the 2003 surplus.

The figures show the dominant role of EC funding, illustrated in Figure 4.1. The EC provides nearly 60 percent of the total operational budget of the SSATP.

The figures shown above represent the donors' commitments to the program. In terms of actual receipts from donors, however, this lags behind commitments as is shown in Table 4.2.

Table 4.2 Donor Contributions to the SSATP

	2004	2005	2006	Total
Donor commitments	6,287,731	1,200,000	4,930,000	12,417,731
Contributions from donors	6,143,489	2,340,396	2,781,504	11,265,389
SSATP Commitments	3,170,121	3,237,052	4,000,000	10,407,173

The overall commitments by the program over the three years since 2004 have kept pace with the donor contributions. The expenditures for 2004 and 2005 were fairly constant at around \$3 million. Thus, if expenditures for 2006 and 2007 stay at the same level, the donor contributions should be sufficient to cover expected expenditures until the end of the LTDP in 2007.

Application of funding

This chapter is concerned with whether the funds at the disposal of the SSATP have been spent in an efficient manner. The exact data available for this analysis is for 2004 and 2005 only. The program management has provided estimates of expenditure for 2006 which have been taken into account in the analysis.

The allocation and expenditure of funds are not recorded in relation to the Outputs but in relation to the themes. It is therefore not possible to assess efficiency directly in relation to the Outputs.

The funds have been spent under the four major budget items The Themes (Responsive Transport Strategies, Management and Financing, Appropriate Transport Services and Regional Integration), Meetings, Publications and Program Management.²⁰

Table 4.3 shows the distribution of funding for 2004 and 2005.

Table 4.3 Expenditures								
Year	Transport Strategies	Management & Financing	Appropriate Transport Services	Regional Transport Facilitation	Meetings	Publication	Management Costs	Total
2004	298,337	235,893	347,905	194,361	420,771	11,275	1,661,579	3,170,121
2005	496,917	426,552	150,946	212,030	545,091	68,772	1,336,742	3,237,050

Over the period the overall total annual expenditure has remained roughly the same. However the distribution between the four themes has changed.

- Expenditure on Transport Strategies and Road Management and Financing has increased considerably
- Expenditure on Appropriate Transport Services has more than halved.
- Expenditure on Publications increased dramatically over the two years. This reflects the major output of publications related to the PRTSR process. In 2004 the program lists a total of 22 publications of which 3 were on the PRTSR. In 2005 of the 40 publications listed, 23 were devoted to the PRTSR.

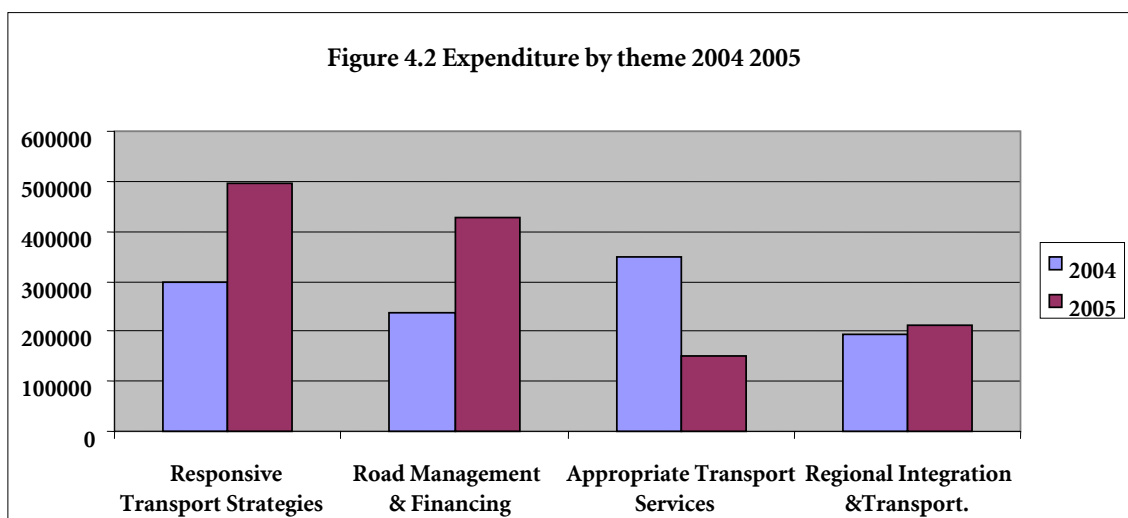
Of particular interest is the level of expenditure on the management of the program. In 2004 this amounted to 52 percent of the annual total expenditure and in 2005, 41 percent. This seems a very high percentage. Whilst this includes the cost of short term consultants, missions and some overhead charge, the bulk of this is in staff charges. Between 70 and 75 percent of the management costs is related to the salaries of the staff.

It is of course recognized that the staff time allocated to program management includes a portion which is devoted to technical support work. This is in addition to the staff time expenditure allocated to the work activities under each theme. There is also a range of consultancies, of meetings and technical support missions for each theme. It is estimated that the expenditure on non operational management inputs, what would be considered as an overhead, is of the order of 21 percent.

In 2004 the management of the program was over stretched. Most if not all of the time of the 5 staff paid from the trust fund was dedicated to management. It was projected by the management that in 2005, 50 percent of the time of trust fund supported staff would be devoted to management activities.

²⁰ It is worth noting that whilst the funds have not been allocated against the five outputs defined for the LTDP for the two themes on responsive transport strategies and road management and financing the figures do relate closely to Outputs 2 and 3 of the LogFrame.

One of the Outputs of the LTDP is increased Africa-based program management arrangements. However some 40 percent of the budget has been spent on the Washington based management and operation of the program.



Making allowances for the allocation of staff time to technical work in 2005, the percentage of trust funds allocated to each major budget item is shown in Table 4.4.

Table 4.4 Percentage of Trust Funds allocated to major budget items

2004 -2005	ATS	RIT	RMF	RTS	PGM	PMT	PUB
%age allocation	9.5	8.1	12.0	14.1	15.0	40.1	1.2

PGM, the program general meeting, accounted for a greater percentage of the budget than any of the themes. The bulk of this was spent on the Annual General Meeting. The AGM certainly serves a useful purpose. Whether it provides more value added than any of the themes is open to serious question. The structure, timing and content of the AGM needs to be seriously examined in the light of the major expenditure it involves.

Staff time expenditures

Staff costs attributed to the Trust Fund accounted for 34 percent of the total trust funds over the period 2004 and 2005. This was used to pay for the full and part time staff (5 in 2004 and 6 in 2005). In addition, in 2005 two technical staff were seconded to the program from SIDA and Norway respectively. Over the same period the WB provided funds in kind to the Program. These funds paid for the part time involvement of both technical and administrative staff. Over the period, the contribution of the World Bank amounted to 21 percent of the staff costs and 11 percent of the total expenditure.

Table 4.4 Use of TF funds and World Bank contributions for Staff inputs

	Trust Fund		WB	Total
	Full time TF	Part Time TF	Part time WB	
2004	5*	2	9	Technical 11 (2 FT 9PT), Admin 5 (3FT 2PT)
Cost	\$1,264,995		\$244,379	1,509,374
2005	6**	2	10	Technical 13 (3 FT, 10PT), Admin 5 (3FT, 2PT)
Cost	\$913,055		\$335,000	1,248,055

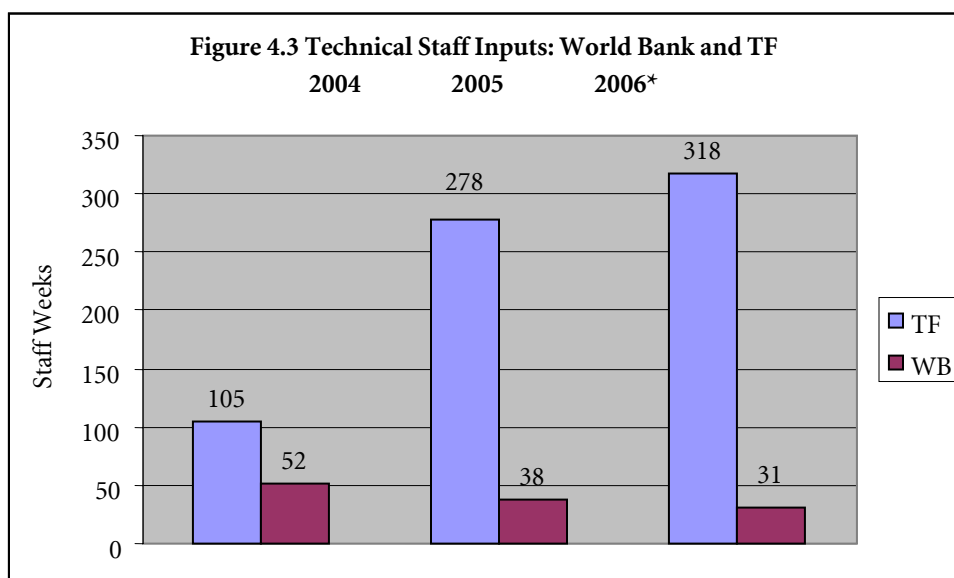
* In 2004 No full time TF funded staff directly related to themes

** In 2005 3 full time staff directly related to themes

The intention during the LTDP period was that the major part of the World Bank contribution would come from staff inputs from the Africa Region Transport Sector. This would ensure that the work of the SSATP had a direct linkage with the Transport Unit which provided both the means to draw on the expertise of the Unit staff and to act as a conduit of the SSATP into World Bank operations.

This contribution would be on a part time basis and was intended to support the work on the various themes of the SSATP. As early as 2004 the program manager was pointing out that the capacity of the PMT was limited because the staff time contributions from the World Bank “were less than expected”. This resulted in the program management capacity “being severely over stretched”²¹.

Again, in 2005 the World Bank funds were limited in terms of technical staff contribution, and the program manager noted that “the team capacity was over stretched during much of



²¹ SSATP 2004 Progress Report

the year”²²

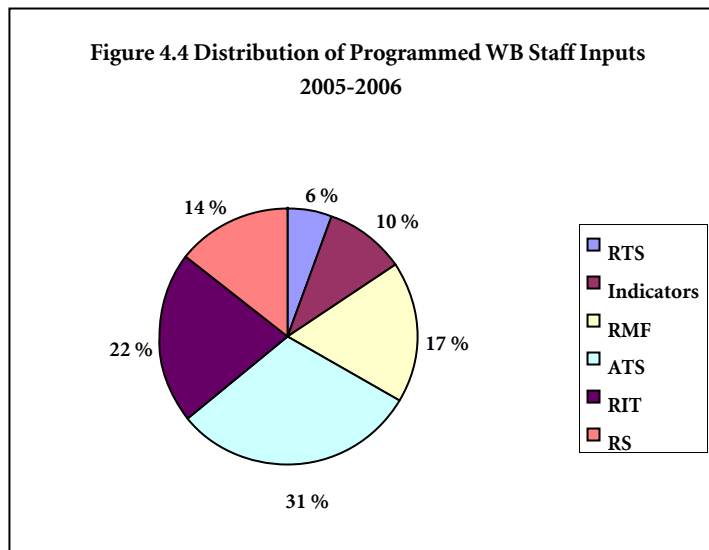
What is clear from the following figure is that whilst the staff time provided from the trust fund has increased over the years, the technical input from the World Bank has decreased.

The technical inputs from the Bank staff were a small proportion of that of the TF staff, 12 percent of the total in 2005, 9 percent in 2006. Nevertheless Bank staff were designated as theme leaders for the ATS, RMF, RIT and Transport Indicators themes.

The World Bank is committed to providing some 62 weeks of staff time per year to the SSATP. About half of this input is in administrative support.

Figure 4.4 shows the distribution of the World Bank technical staff inputs into the program. Some caution should be used in interpreting these figures as they are not actual inputs but reflect what was programmed. Actual inputs are not available. From discussions with the World Bank staff it seems that the level of input for the ATS theme was considerably less than that which was programmed.

The total programmed technical input of these staff over the two year period 2005 & 2006 was 6 weeks for ATS, 10 weeks for RMF, 15 weeks for RIT and 4 weeks for Transport Indicators, all themes where the World Bank staff are theme leaders. This does not seem an effective manner to be able to manage the themes nor an effective use of highly qualified Bank staff.



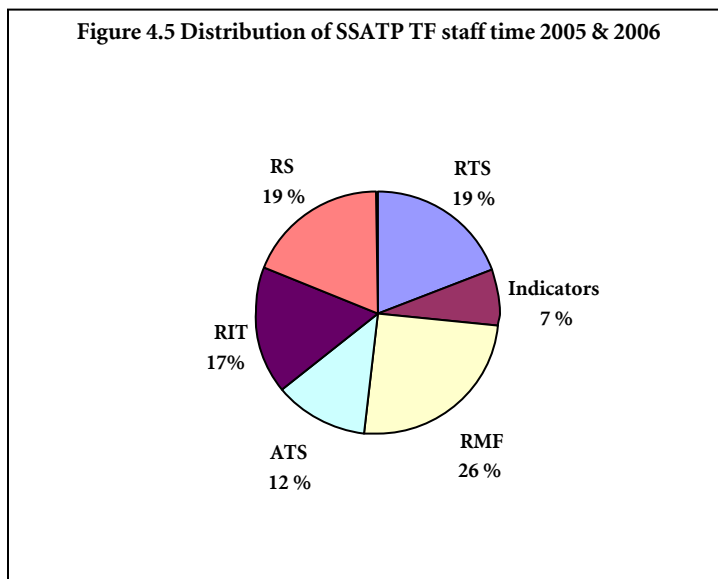
The level of staff time devoted by the World Bank to the SSATP may only represent some 11 percent of the total cost however the contribution could be vital to the work of the Themes. In 2004, four World Bank funded staff were working on the ATS theme, two on regional In-

²² SSATP 2005 Progress Report

tegration and one on RMF. In 2005, two staff were working on RMF, four on ATS, two on Regional Integration and one on Road Safety.

In 2005, three of the Themes were actually led by part time staff from the World Bank. For the ATS theme this has led to the situation where very little actual input has been provided to the development of the work program. Apart from the limited inputs from the World Bank, the only significant expenditure on the ATS theme over the two years 2004 and 2005 has been on consultancies.

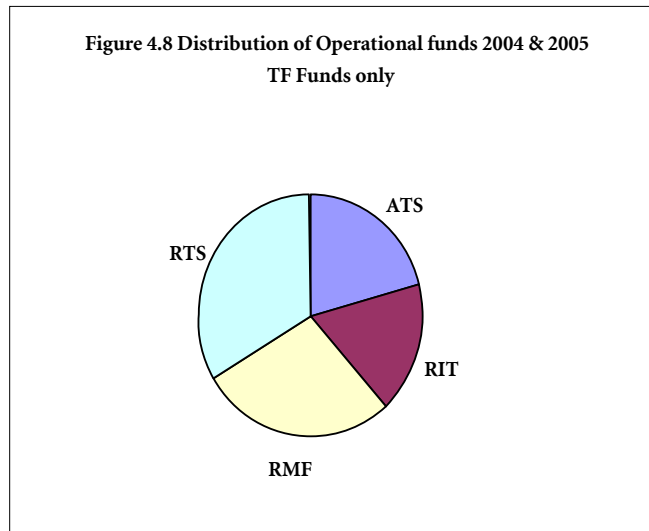
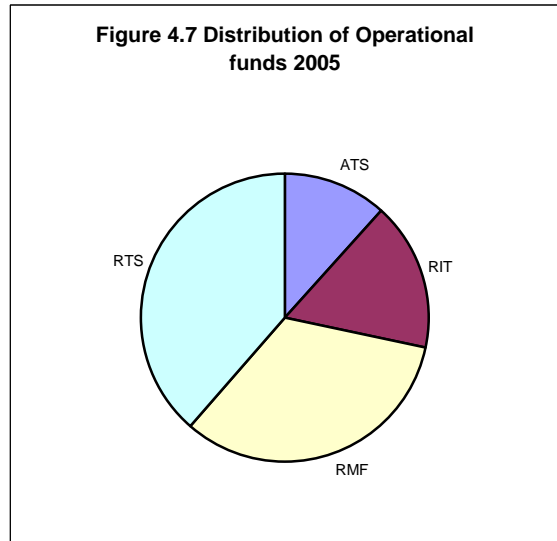
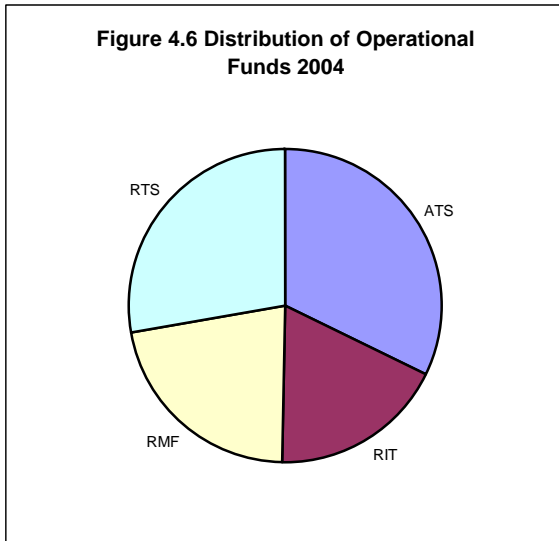
The distribution of SSATP staff time is shown in Figure 4.5.



In comparison, the work on the RMF theme, the PRTSR and road safety has been led by full time PMT staff and these are the three areas where most progress has been made.

The conclusion therefore must be that unless the theme leader is providing full time support the impact of the work will be limited. The distribution of expenditure on the four themes is shown in the following charts.

Figures 4.6 and 4.7 show the major decrease in funding to the ATS from 2004 to 2005 and the increase in funding to both the RMF and the RTS (mainly attributable to the PRTSR).

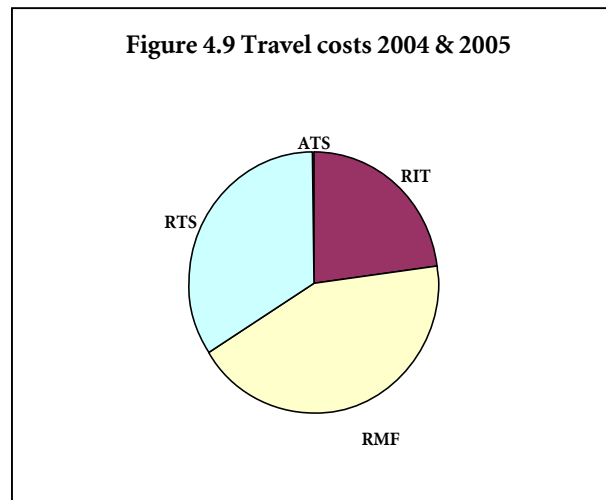


Consultancy funds represented a major part of the TF budget. Over the period 2004 -2005 they amounted to some 39 percent of the TF budget. Moreover the breakdown of the figures shows high level of dependency on consultants for all the themes, in particular the preponderance of consultancy funds allocated to the ATS.

	THEME			
	ATS	RIT	RMF	RTS
percentage of TF allocated to consultancy costs	100	65	68	75

An additional indication of the support provided in the region to the four main themes can be implied from the expenditure on travel which should be a representation of the number of visits made to the region by the theme managers.

Over the years 2004 and 2005, travel expenditure was fairly equally distributed between three themes as shown in figure 4.9. No expenditure was recorded against travel for the ATS theme.



Procurement has been a major problem in the implementation of the LTDP. This has caused significant disappointment and irritation and in some cases disruption. Complaints from consultants, country coordinators, institutions and also regional coordinators referred to late approval of contracts to the extent that consultants received contracts long after they had agreed, on trust, to start work; airline tickets, requested long in advance, arriving very late or not at all; workshops having to be postponed because the funds were not available in time; funds for local meetings agreed in advance not arriving before the event resulting in non attendance or the organizers having to use their own funds.

The expenditure of funds under the program is of course subject to the financial regulations of the World Bank which administers the program. Some of the problems may have arisen therefore because of the lack of understanding by the claimant of these regulations. A further problem, suggested as one which relates to the World Bank in general, may be caused by the fact that the payments are not handled in Washington but have been decentralized to India.

Nevertheless the problem is not isolated and seems to be common to many countries. The PMT is aware of the problem and has agreed to set out the financial rules more clearly. This is a good measure. However it seems that the problem is also related to the centralization of the procedures. Complaints were also made that requests for approval of expenditure or for release of funds were left unanswered.

The response from the PMT is that World Bank policy for procurement is not easy. A large number of documents have to be produced to comply with the regulations. If one detail is incorrect then the request will be rejected. As this often involves the Indian outsourcing group, this can lead to delays. In addition, for some payments the money is transferred to the

World Bank country office. If the recipient does not have with him the right information he will not be given the money.

However the main explanation was that the coordinators, consultants and institutions do not comply with the Guidelines.

Given the fact that the program wishes to decentralize it would seem that this problem can only get worse. Provision of the Guidelines may help. However a system where money is already lodged in selected World Bank country offices related to expected payments that will need to be made over a rolling six month period should be considered. It may indeed be worthwhile investigating whether authority for payment can be given to the regional coordinators with, of course, the requisite safeguards.

Summary

	Conclusion	LTDP Recommendation	Post 2007
General	<p>Procurement is a problem resulting in inefficiency in the use of funds</p> <p>Inputs from the World Bank staff, though useful, are inefficiently utilized</p>	<p>Prepare and disseminate guidelines Investigate potential for decentralizing the procurement and payment process</p> <p>Program management costs need to be reduced perhaps through further decentralization</p>	<p>Procurement and contract management issues to be resolved</p> <p>Management costs to be reduced and inputs from the WB staff to be rationalized</p> <p>Funds to be allocated against Outputs</p>
Key Budget lines			
RTS	Major increase in funding on responsive transport strategies related to the PRTSR process	Complete process in remaining countries	Focus on 4-5 countries to demonstrate pro poor approach
RMF	<p>Spending on Road Management and Financing has increased</p> <p>Inputs from full time TF funded staff compensates for theme management being the responsibility of part time WB staff</p>	Build up monitoring measures	Define clear objectives for road agency and road fund support and for capacity building
ATS	<p>Spending on Appropriate Transport Services significantly decreased</p> <p>Theme wholly managed by part time WB staff. No input from TF staff (100 percent of operational budget spent on consultancies)</p>	Allocation to ATS should be increased in line with the recommendation to make this theme more pertinent to the work of the PRTSR	<p>ATS to be provided with full time manager and work content coordinated with RMF theme</p> <p>Pilot pro poor approach in 4-5 countries in collaboration with RTS</p>
RIT	<p>Given part time management has done well.</p> <p>Good focus and efficient use of funds</p>	Continue to focus on 2-3 corridors	Require detailed discussions with RECs to ensure both value added and measurable outcomes

	Conclusion	LTDP Recommendation	Post 2007
Management	<p>Some 40 percent of the allocations in 04 and 05 ascribed to program management</p> <p>Part time World Bank staff responsible for work on three of the four themes</p>	<p>Improve accounting procedures to reflect actual expenditure on work programs</p> <p>WB staff inputs to be identified</p> <p>Move towards full time staff as managers</p>	<p>World Bank inputs to focus on specific tasks and time inputs allocated against specific annual work plan activities</p> <p>Each Output to have dedicated full time staff manager</p>
Publications	Averaging \$40,000 per year	Assess dissemination process	Requires a publications and dissemination strategy
AGM	Represents 15 percent of the budget of the SSATP	Consider more efficient way to organize and run such meetings	Consider more regional technical meetings. Restrict AGM to <100

Chapter 5

Impact

Measuring Impact

It has been noted elsewhere in this document that in several instances, whilst work has been done, it is difficult to measure the impact. This has two causes.

In the first place, much of the work is not independent of others, it is not discrete. The SSATP works with other organizations and partners in areas where there is mutual interest. Collaboration is based on the sharing of objectives. It is therefore difficult to assess the contribution of the SSATP or the partner organizations. One way of dealing with this is to assess whether the impact of work to which the SSATP has contributed would have had less impact if the SSATP had not been involved.

The SSATP is concerned with policy reform and institutional change. Effecting institutional change is a long term process and is as much to do with changes of attitude as with changes of procedures. In this chapter an attempt will be made to assess impact both in terms of procedural change and in terms of change of attitude.

The second reason for the difficulty is the LogFrame of the LTDP. Whilst the LogFrame exists it has been generally ignored. Consequently the main actors in the LTDP have not been working in the framework that was set out for them in the LogFrame. In addition, even if they had worked within the framework, the absence of verifiable indicators would have been a major impediment to assessing the progress of the LTDP towards the appointed outputs. An attempt was made to rectify this by the country participants at the training workshop in Nairobi in June, 2006. This was a very constructive session and consensus was reached among the 51 participants from 23 countries. These indicators will be used in this chapter to help in assessing the impact of the LTDP so far.

In addition, this chapter will assess the overall impact of the SSATP over the period of the LTDP.

By Output

Output 1. SSATP program approach implemented at country and regional level

As mentioned previously, the impact in terms of this Output is particularly difficult to measure as the term program approach is nowhere clearly defined in the LTDP. There is however a common understanding of what it implies. This has been well expressed by the country and

RECs participants at the Nairobi training workshop in June 2006. Their consensus view was that the program approach was:

An integrated approach that involves a broad based consultative process which provides coherence between the various themes of the SSATP and integrates the cross cutting issues. It contributes to the formulation, the implementation and the evaluation of transport policies and programs which aim for economic growth and poverty reduction.

What the Output requires therefore is a participatory process, which brings together the themes of the SSATP and **contributes** to growth and poverty reduction related transport policy.

The PRTSR has had impact on awareness raising and this should not be underestimated. It is too soon to assess impact on policy although there are some promising signs. It has been less successful in integrating the themes. However this is a general fault of the program not unique to the PRTSR. The PRTSR has the potential to contribute to policy reform in their particular area but not as part of an overall integrated approach. The reasons for this have been discussed in Chapter 3. However the disconnection between the work on poverty reduction and the themes has resulted in a lost opportunity to incorporate all the element of the SSATP.

Indicator	Impact	Remarks
Number of requests for the SSATP coordinator to participate in key policy and strategy discussions for the transport sector	In 4-5 countries the SSATP coordinator is regularly asked to key meetings	Depends on how long the coordination unit has been in place and the level of credibility it has engendered.
Nomination of an SSATP coordinator and the setting up of thematic groups within one year of the country joining the SSATP	18 national coordinators officially designated, however relatively few thematic groups have been set up	Some focal points not officially designated but accepted as the SSATP coordinator The lack of involvement of the thematic groups has limited the achievement of this Output
The existence, one year after the country joining the SSATP, of a national coordination committee comprising professionals from government, the private sector and civil society	17 national coordination committees established	Limited private sector participation Some of the national coordinators not senior enough to have serious influence
The country having officially adopted the SSATP program approach	None	As most countries do not know what the program approach is they cannot officially adopt it

The impact has to be seen in the light of whether the Output itself is a rational one. Certainly the concept that SSATP tools and procedures are or are not being used would be more valid than concentrating on an ill defined SSATP approach.

The establishment of a SSATP focal point at national level in 18 countries and the setting up of the REC TCC have had impact in that there is now a formalized channel for promoting SSATP tools and procedures

Output 2. Key transport professionals (public and private) and beneficiaries engaged in ensuring coherence between transport policies/strategies and national poverty reduction and economic growth strategies

This Output is directly related to the PRTSR process. It is worth noting that the Output only relates to ensuring coherence in transport and poverty reduction strategies. It is not concerned with the implementation of those strategies.

The indicators for Output 2 are assessed in the following matrix:

Indicator	Impact	Remarks
Completion of the analysis of the coherence between transport policies and strategies and poverty reduction strategies	14 countries have completed the analysis	Of the remaining 18 countries it is expected that a further 6 will complete in 2007
Number of recommendations emanating from the PRTSR being adopted by the Government	In 6 countries recommendations have either been adopted by the Government or are being included in transport and poverty reduction strategies	In the 10 countries where proposals have been made, some proposals required legal approval whereas others are being already acted upon. It is too early to assess whether the proposals have resulted in reallocation of resources, the attraction of donor funding or impacted on the poor.
The level of effective participation of transport operators and key beneficiaries in the development of the PRTSR	Government participation represented 50 percent of the total. Only the private sector were not well represented	Issue discussed in Chapter 3. Only if the private sector can see benefit will they involve themselves in the process

Of the 14 countries that have completed the PRTSR process, 5 countries (Cameroun, Cote d'Ivoire, Senegal, Kenya and Zimbabwe) have produced an approved action plan. A further 5 (Lesotho, Malawi, Mali, Rwanda and Swaziland) are in the process of obtaining approval or working with the respective agencies to accommodate the proposals.

There is little doubt that the PRTSR process has been a success for the SSATP and has had an impact in the countries. This is not only because of the topicality of the issue addressed. It is also due to the participatory process adopted and the fact there were clear objectives for the

exercise and indeed a defined time frame. People involved knew where they were going and how much time it would take to get there. The most significant impact has been the wider appreciation of the facilitating role of transport and the contribution it can and does make to other sectors and to poverty reduction.

The objective of the exercise of course is to ensure that the changes that are necessary, both in the PRS and in the National Transport Strategies are actually made. The lessons to be learned from the countries that have either produced or are in the process of implementing the action plans are therefore important.

In general there has been limited formal adoption by the Government of the action plans emanating from the PRTSR. This however should not be seen as a failure. Indeed the important point is that in all ten of the countries where action plans have been prepared, these have been used in the development of parts of the transport policy and the second generation Poverty Reduction Strategies (PRS). The PRTSR coordination groups are still active, not only because of the initiative of the group members but also because they are seen as a key resource in providing advice on how transport can support poverty reduction objectives.

Some countries either have not started the process or are in the early stages only. It is important to assist them to complete the process during the period of the LTDP.

It has to be recognized from what base the PRTSR work developed. Many felt, and still do feel, that roads have no impact on poverty. Indeed the retreat by donors from the transport sector in the late 90s and early years of this century reflected a rejection of roads as an instrument in poverty reduction. Recent work has vindicated SSATP's emphasis on the potential of the transport sector to facilitate poverty reduction. Nevertheless the PRTSR process can be criticized for not delving deeper into the transport and poverty relationship and also for not making a proper assessment of the access and mobility situation in the countries.

Output 3. Appropriate institutional development strategies and secure financing mechanisms adopted and implementation under way

This Output relates to the oldest components of the SSATP, those which were originally the RMI and RTTP. As such there is a wealth of knowledge and information that has been and still is being used by the country and regional partners. As mentioned the problem is to isolate the impact that the RMF and ATS themes have had in the achievement of this Output.

In this area the negative hypothesis is very appropriate. It is unlikely, to say the least, that the changes that have taken place in transport management and financing in the countries in the region would have been as effective if there had been no consideration of the SSATP work in this area. One also has to be aware of the work undertaken by the World Bank in general in relation to road funds and road agencies which the SSATP was able to draw upon.

It is also worth noting that institutional change takes a considerable period of time. The work in relation to this Output is not only hoping to effect such change but is also involved in de-

centralizing its operations to African institutions. The work with the three sub regional organizations dealing with road agencies and road funds – AGEPAR, ARMFA and ASANRA – has developed the capacity of these agencies.

Presently the SSATP is carrying out an assessment and evaluation in the member countries of the use and practicability of various management and financing tools including those that have been developed and promoted by the program. This is a constructive exercise and should guide the SSATP's work in this area in the future.

An area of concern is the reduction of activity on rural and urban mobility. Useful studies have been done and constructive documents produced. However, given the emphasis of the program on poverty reduction it is surprising that so little emphasis is placed on access and mobility which is one of the root causes of poverty both in the rural and urban areas. In addition work on rural road maintenance, a fundamental issue in terms of sustaining the benefits of improved access, has been conspicuous by its absence.

Indicator	Impact	Remarks
Second generation road maintenance funds operational and a road agency/authority established	24 Road Funds, 15 Road Agencies in place.	The RMF has contributed to the setting up of several of these agencies. In the longer term it is supporting and collaborating with AGEPAR, ARMFA and with ASANRA
Existence and implementation of legal instruments for institutional reform promoted by the SSATP	Development, monitoring and evaluation of a range of tools and procedures for improved road management	Potential for SSATP to be a knowledge clearing house on road management and financing issues

Output 4. Regional Economic Communities and national governments adopt trade and transport facilitation measures

The RECs studies²³ indicate that the work of the SSATP has been appreciated by the Communities. The impact has generally been in bringing a new dimension to the work of the RECs in relation to their work with the sub regional agencies such as ARMFA and the effective tools and procedures provided by the SSATP

²³ See Zerelli: SSATP Mid Term Review. Regional Achievements and Challenges. K.Odero. OPR Comesa and the Northern Corridor. E.Bizimana. Examen à Mi parcours du PDLT de la CEMAC.

Indicator	Impact	Remarks
Existence of national and regional transport facilitation committees	Not well developed	This is not within SSATP's power. However the contribution of the SSATP is providing a basis for such committees
Before the end of 2007 the existence of a legal framework for the management of regional integration (Corridor management committees, observatories)	This is work in progress but significant steps have been taken with COMESA, CE-MAC and UEMOA	The work on legal instruments and regulations is being effectively used by some of the RECs
Number of common border posts	Two border posts which SSATP has supported	Again an issue to which SSATP has contributed

The Regional Integration theme has suffered from a limited resource allocation and lack of technical staff time input. Nevertheless it is clear that the SSATP has created impact in providing effective tools and procedures for corridor management and observatories and in emphasizing the need for monitoring changes in traffic levels and transport costs.

Output 5. Increased Africa based program management arrangements

Major changes have been made in the way in which the SSATP is managed since the inception of the LTDP. The significant change has been the establishment of SSATP coordination units at country level. These units have a designated coordinator and are seen as the corner stone of the SSATP and, it is hoped, for African ownership and institutionalization. Much needs to be done, and, as with any decentralization process, there are concerns and difficulties to be overcome. These relate to the role and mandate of the country coordination units, financial responsibility, the authority of the regional coordinators and their capacity. Institutional change is never easy and much has to do with the goodwill of the key personnel involved. Nevertheless the SSATP has worked hard to stay with the spirit of the LTDP in this regard.

There has been a consistent attempt to use African consultants and institutions in the program. Apart from the fact that this has been generally considered to have achieved the results requested, it has also placed the SSATP in the African transport fraternity, emphasizing its African nature. Africans talking to Africans about transport issues is significantly better than non Africans lecturing to Africans.

In addition, of course, using African consultants and institutions has an element of capacity building and confidence building attached to it.

The issue of national coordination, discussed in detail elsewhere, is also relevant here. If the SSATP can ensure that coordination at the national level is not merely ceremonial but is also

functional, technical and effective, it should ensure that the ownership of the program starts to shift to Africa. However as mentioned elsewhere there is some way to go yet on this issue.

Indicator	Impact	Remarks
Number of African personnel employed at management levels at regional/international level (taking into consideration gender)	The majority of personnel are African. However there are no women.	
The level of decision making capacity (management and finance) of sub regional coordinators to respond to requests by national coordinators within a 3 month period	Too early to say presently constrained by resources and mandate	Coordinators only recently assigned. Hopefully the proposals made previously in this report will facilitate the achievement of this indicator
The level of participation of member states in the management of the program	No effective participation in the SSATP board Apart from the AGM relatively little chance for member countries to influence management decisions	Proposal that the Board be increase to 5 members as originally planned to include greater country participation. Need more structured representation from the countries
Number of local support agencies involved in the development of the program	A conscious effort has been made to Africanize the implementation of the program	The intention is clear. Major problem has been the cumbersome procurement systems rather than the lack of intent.

By Purpose

All of the Outputs are intended to contribute to the LTDP purpose that SSATP Stakeholders (regional and country level) sustain integrated transport sector policies and strategies.

As mentioned in Chapter I, the implicit assumption in the LTDP LogFrame is that the five Outputs will lead to integrated transport sector policies and that SSATP stakeholders will sustain them. Depending on the definition of integrated it is certainly possible that the five Outputs could contribute to such policies. Suggesting however that is the SSATP stakeholders who will sustain those policies is unrealistic.

What one can expect is that the work on the five Outputs is brought to fruition, then a significant contribution will have been made towards developing transport policies which are coherent and relate not only to economic growth but also to social development and eventually poverty reduction.

Summary

	Conclusion	LTDP Recommendation	Post 2007
Output 1	SSATP focal point at national level and the REC-TCC now provides a formalized channel for promoting SSATP tools and procedures	Define more clearly the role and responsibility of national coordinators	Provide achievable Output in relation to transport policies and strategies
Output 2	PRTSR process has been a success and has had an impact on attitudes in the countries. Relatively little impact so far on policy change	Ensure all countries complete the PRTSR Produce guideline on appropriate pro poor transport interventions	Define and support poverty related transport interventions in pilot countries Further work on access situation in countries
Output 3	Effective work with the three sub regional organizations Limited impact of work on rural and urban mobility	Act on results of tools use assessment and institutional change evaluation Define how rural road maintenance can be effectively incorporated in the RMF theme	Include capacity building for three sub regional organizations Merge ATS and RMF themes
Output 4	Has broadened the approach of the RECs in relation to corridor management	Discuss with RECs management how to integrate SSATP with the RECs Further work on reduction of transport costs and increase in traffic levels	Identify full time theme/Output leader Concentrate activities on selected RECs
Output 5	Regional coordinators have improved communication with countries. Their authority, responsibility and capacity not well defined. Country coordination has improved the visibility of the SSATP. Their role and mandate has not been well supported	Improve communication and information flow to regional coordinators Ensure country coordinators are treated as the SSATP representative in the countries	Provide sufficient resources and status to regional coordinators Enhance and support the position of SSATP country coordinator Develop a data base of African consultants and institutions

Overall Impact

The above analysis relates to an assessment of the impact in relation to the LTDP Outputs. It would be wrong however to leave the subject of impact without giving some acknowledgement to the impact of the program in the key areas which the SSATP works. As mentioned previously the SSATP intends to change attitudes in relation to policy and strategy in the transport sector. This it is doing. However this may not come out fully when the program is evaluated within the framework of the OPR.

Raising Awareness

The SSATP has always been a program which attempts to bring good practices and innovative ideas to the attention of its partners. This is an undervalued element of its work. No other regional organization has the capacity to be able to bring these ideas to the attention of such a wide and involved audience.

In the period of the LTDP the obvious area where the program has had an impact in developing a better understanding of key issues in the transport sector has been through the PRTSR. The process has its flaws. However there is no doubt that it has provided a forum for professionals within and outside the sector to discuss the potential of the transport sector to contribute to poverty alleviation. The common understanding both within and outside the sector has been that transport is marginal to poverty reduction. The PRTSR process has had an impact in that it has shown that this understanding is a misconception. Given the general move away in recent years from the transport sector by the bilateral donors, a full debate, which the PRTSR has engendered, on the potential of the transport sector can only be beneficial.

The PRTSR is the most obvious area where awareness has been raised. However the impact of the work on road funds and road agencies has also had impact by providing countries intending to establish road funds and road agencies with guidance on the key issues involved. Equally the work on the institutional aspects of road safety, although in its infancy, provides countries with a greater understanding of how to organize work on this key issue.

One area where SSATP could have had greater impact is in bringing all the work that has been done on rural accessibility and mobility into the arena of roads and poverty reduction.

The other area where the SSATP is a unique position to play a major role is rural road maintenance. This has been largely ignored in the LTDP despite the fact the SSATP and the World Bank have produced a wealth of good practices and analysis which could have been fed into the work of the RMF and PRTSR themes.

Institutional Change

The work of the RMF and Road Safety themes are essentially concerned with institutional change. Whilst working through other regional agencies makes the impact hard to assess, it is

clear the support being provided, for example, to the three sub regional associations can have a major impact on their sustainability.

At the national level, the missions carried out by the SSATP full time staff to support institutional change, have often led to overcoming constraints to effecting change whether that be in relation to setting up a road agency or developing national transport strategies.

Policy Reform

Policy reform is the responsibility of the governments. SSATP cannot affect policy reform. However its interventions can assist the countries to move towards the objectives of policy reforms. This is particularly so when it is done in collaboration with the team leaders of sector wide transport programs led by the Africa Transport Division

Capacity Building

This is an issue which has been the subject of some debate. On the one hand the SSATP will not get involved with implementation. On the other hand, the capacity to implement many of the SSATP good practices and procedures is often lacking. For there to be an impact of the work of the SSATP requires that the capacity is present. Seminars and workshops organized by the SSATP have gone some way to improve capacity. However it is necessary to assess whether the SSATP should at least provide an assessment of the capacity building needs in the country members of the SSATP

The other contribution to capacity building stems from the work on developing data bases. Planning for roads in Africa is often severely constrained by the lack of data. Supporting the institutions tasked with developing reliable data bases, as exemplified by Tanzania, has been a part of the LTDP work. However this needs to be better coordinated and clearly defined in terms of scope and content

Gender

In the rural areas of Africa, women bear the transport burden whether this is measured in terms of the time that they spent on transport or the effort involved. The LTDP has now raised the issue of women in transport to a level where it is being taken seriously. This has been mainly due to a vociferous and knowledgeable group of women from both anglophone and francophone countries.

To have impact, however, requires that the SSATP helps these countries to develop concrete proposals to alleviate the transport burden of women. This would move the issue away from general polemic on the disadvantaged position of women into practical interventions.

Employment

This is a cross cutting issue that has been largely ignored. This is somewhat surprising given that so much is known about the use of labor based methods both in construction and more importantly in maintenance. The World Bank itself has a wealth of knowledge on the subject and the ILO has a regional program, ASIST, focused on this issue.

Value added

Compared with many similar aid programs, the SSATP is not large. It has a yearly budget of \$3 million. Again however one is faced with the problem of measuring the financial impact of the program. By how much has the work on corridor management reduced transport costs? To what extent has the support to the setting up of road funds contributed to the reduction in vehicle operating costs? These are questions that are almost impossible to answer.

Value added in terms of increased knowledge, in the use of the information and procedures supplied by the SSATP cannot be quantified. However the overall perception gained from discussions with the practitioners from the country members of the SSATP is that the SSATP is a major source of support in their daily working activities.

Chapter 6

Conclusions and Recommendations from the OPR

The Output to Purpose Review (OPR), as its name suggests, was implemented to measure the progress of the Outputs defined for the Long Term Development Plan in achieving the Purpose set out in the LogFrame for the plan. It was not initiated as a general assessment of the progress of the SSATP.

One of the major benefits of the Strategic Review of the SSATP in 2001 was the decision to provide a framework for the SSATP which could be used both as a guide for its activities and as a means to measure progress. For the first time the SSATP defined a clear objective (Purpose) for its work and set out a series of Outputs which would directly contribute to the achievement of that Purpose. It was intended to achieve its Purpose over a four year period.

The LogFrame, which defines the framework in which the programme was to operate, was to be the basis for the development and implementation of the SSATP programme from 2004 -2007, defined as the Long Term Development Plan (LTDP).

The OPR was intended to measure the progress of the LTDP using the framework defined in the LogFrame.

In this Chapter an attempt is made to provide some conclusions in relation to the progress made on the achievement of the Outputs and based on these some recommendations on how improvements could be made.

The LTDP in practice

Before moving into the detail of the OPR, it is necessary to make comments on the actual implementation of the LTDP.

The LTDP has a defined framework. However, this framework has almost completely been ignored during the plan period. Until the start of the OPR, when the framework for the implementation of the review was demonstrated, the LTDP and its framework had been of generally academic interest to those involved in the SSATP.

The first conclusion of the OPR therefore is that:

- The LTDP has been implemented without reference to the framework which was set up by the programme management to guide and monitor it
- SSATP progress and thematic work plans are not driven by LTDP outputs

What follows from these conclusions is that an attempt must be made in the remaining lifetime of the LTDP to relate progress to the Outputs defined in the LTDP. In practice this means that:

- Clear objectives with verifiable indicators, which relate directly to the Outputs, must be set for the Themes
- Annual Progress Reports should provide information in relation to the progress made towards the Outputs
- Annual work plans should be expressed in relation to the Outputs not only in relation to the themes
- Budgeting and expenditure should be identified against each Output

As far as the future programme of the SSATP after 2007 is concerned:

- The programme should be defined through a participatory, LogFrame process which has to result in a coherent and rational framework with achievable Outputs and Purpose defined.
- This framework will serve as the practical basis for the implementation of the next phase of the LTDP and planning, budgeting, allocation, reporting and monitoring will be related directly to the framework

The Outputs

Output 1. SSATP programme approach implemented at country and regional level

The conclusions in relation to Output 1 are:

- There is no definition nor general understanding of the term “programme approach”
- The PRTSR process has encouraged an inter-sectoral appreciation of the role of transport in poverty reduction
- Integration of the SSATP programme has been constrained by the lack of coordination between the themes and the lack of influence of the coordinators
- The SSATP approach to road fund management and road agency establishment are being incorporated into sub regional organisations (ASANRA, ARMFA, AGEPAR)

The recommendations are:

- Countries should be urged to provide high level representation on the SSATP coordination unit.
- The SSATP PMT need to ensure the coordination between theme leaders (both national and international) and the coordination unit.
- SSATP coordination units should define and cost annual work plans including SSATP theme activities

Output 2. Key transport professionals (public and private) and beneficiaries engaged in ensuring coherence between transport policies/strategies and national poverty reduction and economic growth strategies

The **conclusions** in relation to Output 2 are:

- The PRTSR has initiated a cross sectoral discussion of the role and function of transport in relation to poverty reduction
- There has been limited input from the main line technical agencies in the transport sector or from the other SSATP themes
- The RMF theme has contributed significantly in relation to the coherence of transport policy and economic growth strategies

The recommendations are:

- Organise sub regional seminars for policy makers on the means to implement a pro poor transport approach incorporating the pro poor elements of the SSATP in particular the ATS
- Main line technical transport agencies should be co-opted into the PRTSR process
- SSATP PMT should provide in country support to ensure the recommendations of the PRTSR are incorporated into policies

Output 3. Appropriate institutional development strategies and secure financing mechanisms adopted and implementation under way

The **conclusions** in relation to Output 3 are:

- Sub regional associations are using and promoting SSATP approaches on road funds and road agencies
- Countries are engaged in developing and using data bases for the more effective planning and monitoring of road programme
- Activities on rural transport and urban mobility have significantly been reduced
- Capacity building workshops are being institutionalised in African agencies

The recommendations are:

- An assessment is required of the need for training on SSATP RMF approaches and the most appropriate delivery mechanisms
- Finalise and act upon the results of the assessment of the use of RMF tools and procedures
- A reassessment of the resource allocation to the ATS theme in the light of its potential contribution to poverty reduction strategies

Output 4. Regional Economic Commissions and national governments adopt trade and transport facilitation measures

The conclusions in relation to Output 4 are:

- The RECs are collaborating with SSATP however the programme is seen as a useful source of knowledge and technical support rather than a partner whose approaches are to be promoted by the RECs
- REC TTC provides a formal basis for effective collaboration
- The use of SSATP resources has been both effective and efficient

The recommendations are:

- Use the inputs being provided on corridor management, border posts, legal and other regulations to develop guidelines for RECs implementation
- Carry out before and after studies on reduction in transport costs engendered by the work on the corridors

Output 5. Increased Africa based programme management arrangements

The conclusions in relation to Output 5 are:

- Establishment of regional coordinators has improved support to and coordination with countries however issues of mandate and authority remain
- National coordinators are often not influential enough to effect change
- Donor and World Bank country offices often unaware of responsibilities given to the national coordinator by the SSATP

The recommendations are:

- There needs to be a full debate of the role, function and responsibility of the national coordinators which has to include the theme leaders both national and international
- Regional coordinators need to be provided with administrative support and have direct access to a clearly defined budget and their roles and responsibilities full understood by all SSATP staff
- Serious consideration should be given to the additional seat on the SSATP board being accorded to a country representative

Purpose: SSATP Stakeholders (regional and country level) sustain integrated transport sector policies and strategies

Unfortunately the wording of the Purpose is vague and almost anything that the SSATP is doing could be argued to contribute to it. Moreover the term “integrated” is open to interpretation and is not specific enough to relate to the specific approaches being adopted by the SSATP.

The five Outputs, if achieved, will contribute to more coherent transport policies which recognise that facilitating role of transport both in relation to economic growth and poverty reduction.

The implications for the Themes

The conclusions and recommendations have been presented above in relation to the Outputs of the LTDP. However, as discussed previously the programme is in practice based on a set of themes. As shown in Figure 2.1, the themes do contribute to the Outputs. To be of practical use for the present phase of the LTDP the recommendations need to be related to the themes.

Responsive Transport Strategies

- Strengthen the country coordination
- vigorously pursue basic data collection
- Support poverty related strategies for implementation
- Sub regional seminars for decision makers on how to implement a pro poor transport approach using the pro poor elements of the SSATP (ATS)
- Main line technical transport agencies should be co-opted into the PRTSR process
- Provide support to ensure PRTSR recommendations incorporated into policies
- Feed access and mobility data into the PRTSR process

Road Maintenance and Financing

- Continue to develop institutional impact measures
- Reinforce support to sub regional associations
- Develop the approach to rural road maintenance
- Assess the need for training on RMF approaches & appropriate delivery mechanisms
- Finalise and act upon the results of the assessment of the use of RMF tools and procedures

Appropriate Transport Services

- Further efforts to promote the body of knowledge on rural access and mobility
- Promote data analysis on rural access
- Incorporate access and mobility good practices into PRTSR recommendations
- Reassess resource allocation to ATS (2005 5%)
- Assess the objectives and role of the ARTA
- Promote rural road maintenance strategies

Regional Integration

- Support fuller understanding at country level of RECs corridor work
- Use the inputs being provided on corridor management, border posts, legal and other regulations to develop guidelines for RECs implementation
- Carry out studies on reduction in transport costs engendered by the work on the corridors

Program coordination

- Countries should be urged to provide high level representation on the SSATP coordination unit.
- The SSATP PMT need to ensure the coordination between theme leaders (both national and international) and the coordination unit.
- SSATP coordination units to cost annual work plans including SSATP theme activities
- There needs to be a fuller debate of the role, function and responsibility of the national coordinators which has to include the theme leaders both national and international
- The additional seat on the SSATP board should be accorded to a country representative
- Regional coordinators to be provided with administrative support and have direct access to a clearly defined budget and their roles and responsibilities full understood by all SSATP staff
- Visits by SSATP PMT should be used to raise the overall status of the coordinators
- Procurement guidelines need to be disseminated and used

Partnerships

The SSATP programme is predicated on the concept of partnership. This relates to countries, regional institutions and development partners. From the OPR some conclusions can be drawn.

- SSATP partnership with countries has moved from a top down, supply driven to a more demand driven approach
- Whilst countries suggest that they should have more control over the programme in their countries, the management of the programme at the country level needs to be improved for this to happen
- The relationship with the RECs is more a collaboration than a partnership
- The work with the sub regional associations has good potential for a robust partnership
- The relationship with the donors is strong in principle. With the EC there is clearly a close partnership and the EC provides significant inputs into the programme. On the other hand the other donors are one step removed.
- The relationship with the World Bank was previously less than optimal although this seems now to be improving.

Some proposals follow from this:

- The SSATP needs to set up a process whereby the support presently provided by the programme to countries is decentralised to recognised institutions as is being done with the sub regional associations under the RMF theme
- Donors need to be made fully aware of what the SSATP can offer at the country level and ensure that country offices are made aware of the SSATP capabilities
- There needs to be a closer relationship between the SSATP work in a country and the work of the World Bank. This is particularly pertinent in relation to the PRTSR.

Summary of Conclusions

	Relevance and Coherence	Effectiveness	Efficiency	Impact
Output 1	There is no definition of the programme approach	High level of responsibility given to the coordinator Lack of integration of work of themes and coordinator		SSATP focal point at national level and the REC TCC now provides a formalised channel
Output 2	Clear and achievable	An effective participatory process PRTSR carried out as a stand alone activity not involving the other themes	Major increase in funding on responsive transport strategies related to the PRTSR process	PRTSR process has had an impact on attitudes in the countries, however relatively little impact so far on policy change
Output 3	Is not achievable by the LTDP alone	Effective support to the sub regional agencies ATS activities on the decline	RMF and ATS theme management the responsibility of part time WB staff	Effective work with the three sub regional organisations Limited impact of work on rural access and urban mobility
Output 4	Addresses a key issue in the Goal related to transport costs	SSATP accepted as a useful partner. Limited progress on RECs taking over SSATP role in the region	Given part time management has done well. Good focus and efficient use of funds	Has broadened the approach of the RECs in relation to corridor management
Output 5	Whilst addressing a very important issue, is a means of action and not an output	National coordinators to be at high level Donors not fully involved in the SSATP activities	Some 40% of the expenditures in 04 and 05 allocated to programme management Part time World Bank staff responsible for work on three of the four themes	Regional coordinators have improved communication with countries Country coordination has improved the visibility of the SSATP

Summary of Recommendations

	Relevance and Coherence	Effectiveness	Efficiency	Impact
Output 1	Accept the definition provided by the countries and the RECs	More promotion with the private sector Need high level position (permanent secretary) for coordinator post	Produce and disseminate guideline on procurement	Define more clearly the role and responsibility of national coordinators
Output 2	PRTSR deals with poverty aspects, need to relate also to economic growth	Provide support to countries to complete the process in 2007 Greater effort by PMT to integrate theme leaders with the PRTSR	Complete PRTSR process in remaining countries	Produce guideline on appropriate pro poor transport interventions
Output 3	Will require assessment of SSATP contribution	Further support to institutionalisation Assess sustainable viability of ARTA	Build up RMF monitoring measures Allocations to ATS to be increased	Define how rural road maintenance can be effectively incorporated in the RMF theme
Output 4	Will require assessment of SSATP contribution	Reassess the substance of the relationship between SSATP and the RECs	Continue to focus on 2-3 corridors	Discuss with RECs management how to integrate SSATP with the RECs Further work on reduction of transport costs and increase in traffic levels
Output 5	Should be treated as a separate issue dealing with the overall management of the programme	Annual country work plans to be budgeted and should include theme activities Donors to provide information to country offices	Improve accounting procedures to reflect actual expenditure on work programmes Move towards full time staff as managers	Improve communication to regional coordinators Ensure country coordinators are treated as the SSATP representative in the countries

Chapter 7

The Lessons Learned

The OPR review is intended to provide a basis for the discussion and eventual development of the LTDP after 2007. The initial recommendations that emanated from the OPR were presented at the SSATP annual meeting in Maseru at the end of October 2006. This provided an opportunity for comments and suggestions from the whole of the SSATP family. In addition, the recommendations were used as part of the input into the various theme discussions that took place during the annual meeting.

In this part of the report an attempt is made to bring together the various comments and proposals that have been made by the SSATP stakeholders together with the outputs of the OPR process to demonstrate the principle lessons that have been learned over the period of the process.

The lessons learned fall into several categories.

Framework

The key conclusions from the OPR in relation to the LogFrame set as the framework for the LTDP are:

- The LTDP has been implemented with little reference to the framework which was set up by the program management to guide and monitor it
- SSATP progress and thematic work plans are not driven by LTDP outputs

The fact is that a framework was devised for the LTDP which has been effectively ignored since the implementation of the Plan.

The individual components/themes have worked according to their own individual objectives or plans and in the case of the RMF and Regional Integration themes have achieved good results. The RTS theme, in the case of the process of the PRTSR and the development of data bases, has been effective. Nevertheless, as a coherent program, the overall picture is of a disconnected set of components working independently.

Such a disconnection between official policy and the reality of the program has led to difficulties of implementation of the LTDP.

Whilst the concepts of the LTDP – coherence, coordination and improved management and organization – have been generally adhered to, at least in the documentation of the LTDP, no attempt was made to be guided by the defined Outputs to which the LTDP was committed. This meant that it was not possible for management to measure progress or impact against

the defined Outputs. (It should be mentioned that this would have been difficult in any case as the Outputs defined had no verifiable indicators ascribed to them).

The fact that the overall framework of the LTDP has not been followed has led to other difficulties. Thus whilst the manner of working of the program has been as individual components; the official policy has been in terms of working towards a program approach. This has, for instance, been one of the factors driving the interest to set up national coordination units. These were supposed to bring the various themes into a unified approach. Such an approach did not exist at the management level of the program, thus leading to difficulties in imposing such an approach at country or even regional level. It was not helped by the fact that the “program approach” was never clearly defined in the LTDP documentation.

One of the main aspects of the LTDP was to ensure that the SSATP focused on the potential of the transport sector to impact on poverty reduction. This provided the SSATP with a real opportunity to build on the work that had been developed in the late 90s and early part of this century²⁴ showing how transport as a facilitating mechanism could impact on poverty reduction. The PRTSR process was intended to put these ideas into practice. There is no doubt that the PRTSR as a process has been useful in changing perceptions both within and outside the transport sector. Nevertheless little attempt seems to have been made to use the work of the other themes of the SSATP in supporting this process. The obvious area which could have provided support, both in terms of concepts and of practical, proven solutions, was the former RTTP. However this was broken into two themes, the ATS working on transport services and the RMF which dealt with the infrastructure aspects of the RTTP. Moreover, as mentioned elsewhere the ATS, for a variety of reasons, has been the weakest component of the SSATP in recent years.

The language of the promotion of the SSATP – anchoring transport in poverty reduction – actually refers to only one element, the PRTSR. This is principally because there seems to have been no serious attempt to draw on the other component themes in the development and application of the process.

It can of course be argued that, if the individual components have been reasonably successful, the fact that they have not been working in any coordinated way is not a problem. However, this ignores two key issues. In the first place there is the question of presentation. Is the SSATP a set of useful, but unrelated initiatives which support governments and regional bodies to improve policies and strategies in the transport sector or does it have an overriding objective to which all components/themes subscribe? Secondly, if the components work independently with no guiding framework how does one measure the value added of the program? This latter point is particularly important for a program which is dependent on donor funding. Such a program has to demonstrate the real benefits that it provides to allow the

²⁴ See for example DFID: Making connections: Infrastructure for Poverty Reduction. 2002, ADB Impact of Rural Roads on Poverty Reduction: A Case Study-Based Analysis 2005 and the OECD DAC Network on Poverty Reduction. Guiding Principles on Using Infrastructure to Reduce Poverty. 2005

donor agencies to justify contributing funds for its operations. This is doubly so at time when several donors have reduced their funding to the transport sector.

Finally, the SSATP has developed, and is still developing, a wealth of good practices and case studies. But on the basis that the sum of the parts is greater than the individual parts together, it makes sense to bring the knowledge base to bear on the key issues that the SSATP is asked to address. This will not happen if each component/theme works without reference to the others.

The key recommendations in relation to the development of the overall program post 2007 are that:

- The future program should be defined through a participatory, LogFrame process which has to result in a coherent and rational framework with achievable Outputs and Purpose defined.
- This framework will serve as the practical basis for implementation and the planning, budgeting, allocation, reporting and monitoring should be related directly to the framework
- Clear objectives with verifiable indicators, which relate directly to the Outputs, must be set for the Themes
- Annual progress reports should provide information in relation to the progress made towards the Outputs
- Annual work plans should be expressed in relation to the Outputs not only in relation to the themes
- Budgeting and expenditure should be identified against each Output

Management

The key conclusions from the OPR in relation to the Management of the program are:

- Establishment of regional coordinators has improved support to and coordination with countries however issues of mandate and authority remain
- National coordinators often do not have enough influence to effect change
- Donor and World Bank country offices often unaware of responsibilities given to the national coordinator by the SSATP
 - Little attempt by management ensure any synergy between the different themes

The management of the SSATP over the period of 2004 to 2006 has been constrained by a series of factors. In the first place there has been the departure of the Program Manager at the end of 2005. He had been a very dynamic leader of the program and had solidly promoted the ideas of a program approach and the emphasis on poverty reduction. After his departure there was a hiatus for a period of 8 months before the new Program Manager took up his post.

In the progress reports, the program management pointed out that they were constantly overstretched because of the lack of staff. In 2004 the SSATP had 5 full time staff and 2 part time staff. No full time staff were directly responsible for the themes although the program manager was heavily involved with the PRTSR process. This small team however was supposed to be augmented by staff provided from the Africa Transport Unit on a part time basis. In 2004 the World Bank contributed to the program through the part time involvement of 7 technical and 2 administrative staff.

In 2005 the number of technical staff was increased to 8. Three of the part time World Bank staff were designated as team leaders (for RMF, ATS and RIT). This seems a strange management organization where part time staff whose primary responsibility is to the head of the Africa Technical Unit and whose major workload is not with the SSATP should be responsible for the themes. This is particularly evident in the ATS theme where the theme leader, though physically based in the region, recognizes that his other duties have not allowed him to provide the input to effectively manage the theme work.

It would seem obvious that the theme leaders should either be drawn from the full time staff, funded from the TF or donors, or from the regional coordinators.

The LTDP provided an innovative approach to transport and poverty reduction. The management clearly believed that this was an important development of the program which also responded to the donors' concerns. There is also no doubt that the process of the PRTSR was a major step to involve the stakeholders in a broad ranging discussion of the facilitating role of transport. The emphasis of the senior program management on this facet of the program seems however to have been at the cost of bringing the rest of the SSATP into a coherent program. As has been mentioned, the LogFrame, which could have served as an integrating framework, was largely ignored. In addition the fact that the themes were, in the majority, managed by World Bank operational staff provided a further obstacle to an overall team approach to the LTDP. It is salutary to note that the two themes managed by full time SSATP staff – RMF and Road Safety – have been the most productive in terms of the progress made in developing effective collaboration with the countries and sub regional institutions.

The LTDP program document did envisage that the management group of the SSATP in Washington would be small and the theme management would be the responsibility of transport specialists from the World Bank. However it seems that it was expected that the technical input of these theme managers would be a lot greater.

None of the above is to denigrate the work of the part time inputs of the World Bank staff. Their inputs have been considerable. Moreover, the inputs from the Bank's operational staff ensures a concrete link and feedback between the work of the SSATP and the Bank's operational activities.

However it is unreasonable to expect them to be the theme leaders/managers.

The involvement of the Bank staff should be based on the same principles that also apply in the Bank itself. The sum of money which the Bank will allocate in in-kind contribution to the program should be decided on at the beginning of each year. The services of those Bank staff able and willing to contribute to specific aspects of the annual work program should be procured against that set budget. This would ensure that the involvement of the Bank staff would be well defined and geared to the objectives set for the theme with which they are to be involved.

The regional coordinators have only recently been put in place. Their ToRs define their four major functions:

- They speak for the Program Manager (PM) in their respective regions. They are responsible to the PM and they have a large degree of autonomy and authority within the framework of the SSATP;
- They are “the face of the SSATP” in Africa, and represent the program as a whole;
- They report to the PM and will copy key reports, emails, letters to the SSATP Board. The PM will ensure that the AFTTR Unit Manager is kept fully in the picture
- Their first priority is to maintain the strategic integrity of the SSATP, always keeping the focus on transport’s contribution to poverty reduction in SSA.

In addition they will be the theme leaders for the PRTSR and for RIT.

The functions and responsibilities seem eminently sensible. The important issue now is to put them into practice. Presently the regional coordinators are reliant on the goodwill of the World Bank offices for office space and administrative support. They have no resources of their own. It would be sensible to provide them with some administrative support solely responsible to them as was envisaged in the LTDP program document. In addition it should not be too difficult to provide them with funds for their operational expenses. This could be done through a rolling provision based on forecast and actual expenditure.

In relation to the management of the program the key recommendations are:

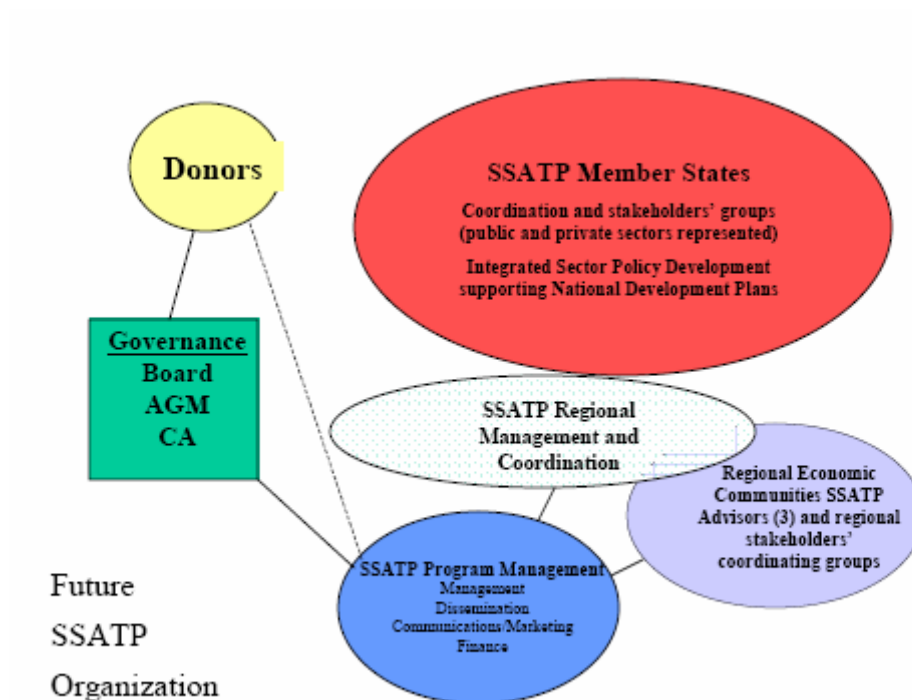
- The themes should be managed by full time SSATP staff members
- Management has to ensure that the team working on the program are fully accountable for the achievement of the objectives of their theme.
- Those working on the program are encouraged to work as a team and not as individuals only focused on their particular theme speciality
- Involvement of the World Bank staff on a part time basis should be defined and attributed at the beginning of each year against a set budget and work program
- Regional coordinators should be provided with administrative support and have direct access to a clearly defined budget and their roles and responsibilities fully understood by all SSATP staff
- The additional seat on the SSATP board should be accorded to a country representative

- Procurement guidelines need to be disseminated and used

Organization – International and regional

At the Bamako the delegates posed the question “do current arrangements respond effectively to the aspirations of Sub-Saharan African partners and institutions?” Here there will be an attempt to answer this question in relation to the organization of the program.

The structure of the SSATP as defined in the LTDP is shown below:



The governance of the program rests with the Board and the Consultative Assembly. The latter involves the donors to the program and a representative of the countries – in practice the ECA. The CA annually selects the members of the Board. The Board presently consist of the four members - one each from the World Bank, from a representative of the beneficiary countries – again represented by the ECA, from the private sector and from the donor community – represented by the EC. The main responsibility of the Board is to approve work plans and progress reports.

The work of the CA and the Board is concerned with the overall management of the SSATP as a program. Its function is to ensure that the contributions of the both the donors and the World Bank are wisely and efficiently spent. This involves the board in an assessment of the manner in which the program is implemented.

Both the RECs and the countries have suggested that there should be increased representation on the Board which would reflect their concerns. The SSATP is promoted as a partnership and this proposal therefore seems logical. On the other hand, one has to consider that the Board is there to provide overall oversight of the program. The manner in which the SSATP operates is a matter for the SSATP management team, who themselves are responsible to the Board – the program manager is an invited observer to the Board meetings.

The countries and the RECs are the clients of the program and their requirements are discussed specifically during the development of the annual work plans. The SSATP should clearly respond to the demands of its clients. However the overall management of the SSATP should remain with those whose responsibility is to ensure the effective use of the funds provided to the SSATP. It would therefore be inappropriate for the countries or the RECs to have greater representation on the Board.

One of the intentions of the LTDP is that there should be greater Africa based management of the program. An attempt to respond to this intention has been made by placing two regional coordinators in place. The original proposal in the LTDP was in fact to have three. Whilst the regional coordinators in Nairobi and Yaounde have been in post for only a short time, the move has been appreciated by the countries that they serve. Issues of their mandate and authority have been raised in previous sections and these are issues that should be easy to resolve. Of more concern is the question of the location of the SSATP management team.

This was discussed in detail in a working group at the Bamako AGM in 2005. The basic question was whether the management team should remain in Washington or move elsewhere – either to Europe given the preponderance of EC funding or fully to Africa.

The rationale for keeping the team in Washington is that this ensures that the team is close to the World Bank. This is seen to have two particular advantages. The first is that the prestige of the SSATP is enhanced by being placed in the World Bank. The Bank is a major financier of transport projects in Africa and is respected for its professionalism. Countries and regional organizations feel comfortable with a program which is associated with the World Bank. There could also be a feeling that being involved with the SSATP provides access to Bank funding. The second advantage is that the work of the SSATP can be fed back into the lending program of the Bank.

The first argument is still valid. It is clear that the perceived stamp of approval of the World Bank of the SSATP does have an impact on the countries and regional organizations. Many of the beneficiaries of the SSATP see the program, incorrectly, as a World Bank program with the credibility and kudos that this implies to them. There is nevertheless a growing understanding that involvement with the SSATP does not imply easier access to Bank funding. SSATP has of course no funds for implementation. Moreover many operational staff of the Bank are not fully aware of the work of the SSATP and have been advised that SSATP is not a World Bank program but one with which the Bank is involved along with donor agencies.

The second argument is less valid. Over the last five years and until recently there was a conscious effort by the SSATP senior management to distance the program from the Bank. This was partly in response to criticism that SSATP staff were acting as free consultants to Bank operational staff through identification and appraisal missions. This has led to a less than satisfactory feed back into Bank operational work.

One of the benefits of working from Washington was thought to be that the contribution in kind of World Bank operational staff to the program would augment the technical capacity and competence of the program. However as has been mentioned this has had its drawbacks in terms of the limited length of time of the involvement of these staff and questions of reporting responsibilities.

Overall however there are still good arguments for keeping the management team in Washington.

An option would be to move the SSATP management to the EC. This would then place the program with the agency that provides the majority of the funding to the program and the one which provides a major share of external funds to the transport sector in Africa. Nevertheless the issues in relation to the World Bank may also be problematic with the EC.

A third option, discussed in Bamako and expressed during the meeting is “should the program management be based in Africa? There are obvious benefits of this viz:

- Being closer to the clients
- A clear signal that the SSATP was indeed an African program
- Improved collaboration with the AU, NEPAD and the sub regional organizations
- Closer access to African institutions and consultants
- Potential for quicker decision making and approval process

There are of course some issues in relation to a move of the team to Africa: Not least would be where they should be located and with which institution should they be lodged. The latter would very much influence the former. Various options seem to be available. The team could be attached to a World Bank country office, with an EC office (there is a regional office in Addis), completely independent or with the Africa Union.

In the preparation of the next phase of the LTDP, this issue needs to be analyzed and a decision taken.

The Structure of the PMT

The basic change from the previous organization structure in place prior to the LTDP was to bring the various components, previously separately funded and managed, under one program umbrella. The intention was to integrate the components into one coherent program approach. As we have seen, for a whole variety of reasons, that was never achieved. Moreover there is a sense that the program approach was often promoted in the documentation but

relatively little was done to put it into practice. In hindsight it is doubtful whether this was a realistic objective. The SSATP is not a package which needs to be adopted and used to effect institutional, financial and organizational change. It is a program which provides advice, knowledge and expertise to assist the region to develop transport policies and strategies that deliver safe, reliable, and cost-effective transport.

In addition to the lack of reality of the program approach however, the present organization structure is not optimal. Part time staff are responsible for themes, regional coordinators are relatively impotent, part time inputs are generally limited and they are governed by their line manager not by the SSATP. Two of the theme leaders who are based in Africa are full time Bank staff providing part time inputs to the SSATP.

It would seem clear that the themes of the SSATP have to be the responsibility of a full time staff member whether he/she is financed by the Trust Fund, individual donors or the World Bank. In turn the theme leaders would be uniquely responsible to the Program Manager. Short term technical inputs from the World Bank, which in 2005 amounted to 38 person weeks, should be programmed into larger blocks of time against the work programs for each theme.

Beneficiaries

The intention of the restructuring of the program management under the LTDP was to provide some synergy between the various components of the SSATP. This has generally not been achieved for the reasons already mentioned. The LTDP however went a stage further and proposed that the beneficiaries (the countries) should also adhere to this policy. To implement this, national coordination groups were proposed which would ensure that the SSATP program approach was implemented. At the time of writing, 18 of the 32 countries have identified a national coordinator. In relation to the establishment of these coordination groups the main recommendations of the OPR were that:

- Countries should be urged to provide high level representation on the SSATP coordination unit.
- The SSATP PMT need to ensure the coordination between theme leaders (both national and international) and the coordination unit.
- SSATP coordination units should define and cost annual work plans including SSATP theme activities

However a more fundamental recommendation was that:

- There needs to be a full debate of the role, function and responsibility of the national coordinators which has to include the theme leaders both national and international

Country members have their own programs in the transport sector. Indeed most of them are working on areas which the SSATP supports – transport policy, road funds and road agencies, road maintenance, urban transport and mobility etc. The SSATP is therefore a source of information, knowledge and experience on aspects of a wide range of the issues that are faced by the country in developing effective transport policies and strategies. SSATP activities in any country form a very small part of the overall work program in the roads sector. This is reflected in the progress reports presented by the SSATP coordinators at their meeting in Nairobi in June 2006. Many activities are assigned under the various SSATP theme headings. However, whilst some of these activities may have been supported by the SSATP, they are the regular activities of the work program in the sector.

In the LTDP program document, the role of the country coordinator is defined in terms of bringing about the convergence of current country based component activities into a coherent program approach. The logic of this has always been unclear not least because the program approach was never clearly defined. Statements that allude to the program approach do not vary much from the general statements in country transport policies. Moreover in practice there has been little attempt to achieve convergence.

What then is the role of the SSATP coordinator? Naturally this relates to the overall objectives of the LTDP. Does the SSATP intend to promote a unified program approach or is it a program which provides support to the development of integrated transport strategies and policies? If, as seems logical and relates to the main findings of the OPR, it is a support program, then the role of the coordinator needs to be set more in terms of the strengths of the program as a local knowledge base. He/she is the person that people will turn to for information on SSATP activities. By the same token, he/she is the propagator of SSATP information and knowledge. The recommendation that he/she should be a sufficiently senior person still stands as he/she would be required to promote the SSATP knowledge resource in the development of transport policies and strategies and in the development of sector approaches. The coordinator would also need to be fully aware of the ongoing theme work of the SSATP in the country.

There is also an issue of what is the personal benefit of being coordinator? It should bestow some status. He/she can be seen as a repository of knowledge and information on the transport sector and entitles the incumbent to represent his country in internal discussions on transport policy and strategy both with counterpart agencies and the donor agencies. He would of course be the principal representative at SSATP organized meetings and workshops.

Value Added

One of the key issues of the LTDP is the extent to which the work under the SSATP has provided value added. Whilst some conclusions have been drawn in Chapter 6, it has been difficult to assess the value added given the limitations of the LogFrame. However in this section an attempt is made to draw some lessons in this regard to provide a basis for future programming.

The Program has in practice 6 themes, viz:

- Responsive Transport Strategies
- Transport Indicators (Data bases)
- Road Management and Financing
- Appropriate Transport Services
- Regional Integration and Transport
- Road Safety

In addition, of the cross cutting issues, only Gender has been tackled in any structured manner

Responsive Transport Strategies – In practice, and treating transport indicators as a separate issue, this theme relates to the PRTSR process.

The conclusions from the OPR were that the PRTSR process has encouraged an inter-sectoral appreciation of the role of transport in poverty reduction and some of the outputs have been incorporated into national policies. However there has been limited input from the main line technical agencies in the transport sector or from the other SSATP themes.

It should be recognized that, from a formal point of view, the LTDP envisaged that the process of the PRTSR would result in coherence between national transport plans and poverty reduction strategies. However, one of the main issues to arise from the OPR was the demand from the countries for the SSATP to assist in the implementation of the recommendations emanating from the PRTSR. Moreover, for the PRTSR to show real value added requires that positive practical action is taken. This would be most effectively supported by the SSATP by providing good practices in the area identified in the PRTSR.

The PRTSR has provided a solid platform on which to build. For it to have credibility however it needs to move from proposals into practical application within the confines of the existing transport policies and strategies.

For those countries which have not completed the process it is important to take into account the recommendations of the OPR which are:

- vigorously pursue basic data collection
- Support poverty related strategies for implementation
- Main line technical transport agencies should be co-opted into the PRTSR process

For the SSATP PMT, the OPR recommends:

- Organizing sub regional seminars for decision makers on how to implement a pro poor transport approach using the pro poor elements of the SSATP (e.g. ATS)
- Providing support to ensure PRTSR recommendations incorporated into policies and strategies

Road Management and Financing

The RMF theme has benefited from the support of two full time and one part time staff. It has been impressive in its ability to build upon previous work. It has also contributed to the achievement of SSATP objectives in relation to the coherence of transport and economic growth strategies. It has also initiated a process of working closely with ARMFA and AGEPAR and intends to develop a closer collaboration with ASANRA. The objective is that these three institutions will not only be self supporting but will take ownership of the SSATP work on road financing and maintenance. The work of the theme has also been focused on developing African capacity to implement the various training programs which it has developed.

No clear indicators of value added have been set for the RMF, consequently the impact of the RMF theme is hard to measure. The main recommendations of the OPR are :

- The Institutional reform impact measures being developed need to be applied within the period of the LTDP
- Clear milestones need to be set for the process of institutionalizing the RMF work in the sub regional associations
- The RMF needs to develop a realistic approach to rural road maintenance
- Before embarking on the development of capacity building in local institutions, an assessment of the demand/need for training on RMF approaches & appropriate delivery mechanisms is required
- Finalize and act upon the results of the assessment of the use of RMF tools and procedures

Perhaps the major lesson to be learned in regard to the RMF theme is the need for an assessment of the comparative advantage of the SSATP in this area and the need to focus on area where the SSATP can have a major impact.

Appropriate Transport Services

The first lesson that can be drawn from the OPR is that the activities on rural transport and urban mobility have significantly been reduced. This is in direct contradiction of the importance of this theme in relation to the key issue of anchoring transport strategies in poverty reduction. There seems, for example, to have been no concerted effort to use the outputs of the rural travel and transport program as inputs into the PRTSR. In addition the false division between rural transport infrastructure and rural transport services has meant that the whole issue of rural road investment, rehabilitation and maintenance has been largely ignored. This, coupled with the fact that there has been no effective management of this theme, has consigned rural transport to the sidelines. The only funds allocated to the ATS theme in 2004 and 2005 have been for consultancies.

Figures for 2006 are not yet available, however it can be assumed that little will have changed with the exception that some funds will have been spent on the development of the African Rural Transport Association. The latter is a concept that needs further assessment to ensure that it reflects demand and is not a duplication of other mechanisms already in place. The one positive aspect of the ATS is the work on Urban Mobility which provides a practical and constructive approach.

The lack of progress on the ATS theme has been inferred as a lack of interest and lack of demand in this area. This would be a mistake. Rural transport is still a major issue in the region and the SSATP could contribute significantly in this area whilst at the same time supporting the achievement of its poverty reduction objectives.

The key recommendations from the OPR in relation to the ATS are:

- Strongly promote the body of knowledge on rural access and mobility
- Promote data analysis on rural access
- Incorporate access and mobility good practices into PRTSR recommendations
- Reassess resource allocation to ATS (2005 5 percent)
- Assess the objectives and role of the ARTA
- Promote rural road maintenance strategies

The key lesson from the ATS theme is that each theme needs a full time theme leader. More specifically the lack of visibility of the ATS is leading to a lack of understanding and recognition of the excellent work that has been previously been undertaken especially on rural transport.

Regional Integration and Transport

The main work of the SSATP with the RECs has been with the regional integration and transport theme. This has been well received and the systems and procedures developed have been seen to be effective. The work has been mainly with COMESA, UEMOA and to a lesser extent CEMAC. The work has been at the technical level and there has been relatively little progress in relation to overall policy and strategy. This is a pity as the RECs are seen as key support agencies for the implementation of the AU/NEPAD Action Plans. Clearly it is important that the links between SSATP and the RECs are not confined to the technical level in order that the SSATP concepts are embedded in the RECs and with NEPAD.

Presently the REC TTC provides a formal basis for effective collaboration. However the SSATP is seen as a useful source of knowledge and technical support rather than a partner whose approaches are to be promoted by the RECs.

The OPR has made specific recommendations in relation to the RIT theme, viz:

- Support fuller understanding at country level of RECs corridor work

- Use the inputs being provided on corridor management, border posts, legal and other regulations to develop guidelines for RECs implementation
- Carry out studies on reduction in transport costs engendered by the work on the corridors

Within the context of regional infrastructure development this theme has a major role to play and provides an entry point for greater policy dialogue with the AU and NEPAD and the African Development Bank.

Road Safety

Road safety as a theme was not included in the OPR. However since 2005 it has been included in the program of the SSATP. In addition it is clear that this is a major issue in the region and the SSATP can have a major role to play in this area. Given the number of other organizations working on the subject²⁵, it is vital that the SSATP defines its program on Road Safety so as not to duplicate other programs and in relation to its comparative advantage and the value added it can provide.

For the moment the emphasis is on policy development and dissemination of good practices. To provide a basis for the work a baseline survey has been undertaken. This has not been wholly successful given the inherent difficulties in data generation and management discussed more broadly below.

Gender

Whilst the title of this cross cutting issue is gender, the overwhelming emphasis has been on women and transport. As a result of the Bamako meeting discussions a committed and energetic group of country representatives have firmly established the issue of women in transport as an important area for the SSATP.

This cross cutting theme has also matured in the sense that it is now pursued as a transport issue not merely as a general plea for women's rights. More specific proposals have been made in relation to the core work of the SSATP, such as the proposal to include gender disaggregated data and indicators in the data collection and management processes being promoted by the SSATP. There are still several proposals for more gender equality in the management and organization of the SSATP, however the cross cutting issue is beginning to focus on practical positive action in relation to the transport sector.

It has been mentioned previously that an opportunity was lost in the development of the PRTSR by not highlighting the facts in relation to the proportion of the transport burden that rests on the shoulders (actually the heads and backs) of women both in terms of time and effort.

²⁵ ADB, ASEAN, Global Road Safety Partnership, Global Road Safety Facility, WHO and the UN

Other cross cutting issues

The strides taken in relation to women and transport have not been mirrored in relation to three other cross cutting issues – Employment, HIV/AIDS and the Environment.

Despite the wealth of knowledge on labor based methods there has been only limited attention to Employment. Key questions still remain. Why, for instance, when it is abundantly clear that labor based methods are both technically and economically viable for unpaved roads is there use not widespread? Why, with the success of the local contractors using labor based methods in Ghana and Lesotho, has this experience not been transferred elsewhere? Why has there not been greater collaboration with the ILO and its regional program, ASIST, on this issue?

In relation to HIV/AIDS, the main focus of work would be most appropriately with the RIT work on corridor management. However this may be an issue where the RECs have a comparative advantage.

Issues of the environment related to traffic generated pollution in urban areas, poor regulation of polluting vehicles and assessment of gravel road impact on the environment have not been looked at.

Data management

Currently the work on transport indicators has been the main repository of the work on data base development. It has become evident however that data management constraints are a major issue for all the themes in particular PRTSR, RIT, ATS and Road Safety. For example, it is clear that without a good base data, it is difficult to substantiate proposals emanating from the PRTSR. It would seem logical therefore to treat data management as a cross cutting issue. This is especially logical as the main thrust of the work on data management is on finding the right institutional mechanisms for the collection, storage, analysis and dissemination of data.

Focus - themes and spread of the program

The issue of focus has two elements, viz. - geographical and functional.

The SSATP now comprises 35 country members (with the recent addition of Sierra Leone, Liberia and Namibia) compared with 19 in 2001 at the time of the Strategic Review. This size of membership puts an enormous strain on the capacity of the SSATP to respond to demand. In addition spreading the relatively limited resources of the program thinly is not the most efficient use of those resources.

In the case of geographical coverage the SSATP is already focusing by default. The progress report for 2005 in its description of country based work mentions only 10 countries²⁶ where SSATP activities were taking place apart from the PRTSR. Much of the work of the RMF is now focused on the sub regional organizations, the RIT work is generally in conjunction with the RECs. The work of the ATS on rural transport and urban mobility involves a small group of countries. Only the PRTSR is involved in all countries.

It has been argued above that the move to support the regional and sub regional organizations is a rational one. However the SSATP still need to provide solid evidence and good practices based on in country work. This however would be more productive if such country based work was focused on a small number of countries so that the requisite level of resources could be placed against such work. Thus, for example, measures to support the implementation of the PRTSR recommendations, work on urban mobility, assessment of sustainable improvement for rural road maintenance, detailed assessment of the impact of reforms in road management and finance and the assessment of the reduction of transport costs from improved corridor management could all be carried out in a small group of countries. The result would provide a real assessment of the effect of the application of SSATP supported policies and strategies which could be replicated in other countries.

The SSATP comprises of work on six themes and there has also been a proposal to include Gender and Transport as the seventh. There is a need to rationalize the program so that it is more manageable and commensurate with the resources available to it. One obvious move would be to combine the RMF and ATS themes. Not only would this ensure that the program was addressing the road network in a comprehensive and inclusive manner but resources could then be focussed on both the national, rural and urban networks. It has already been suggested that data management (including transport indicators) should be treated as a cross cutting issue as with gender and transport. However resources need to be made available to each of the cross cutting issue in relation to a defined work program

Partnerships

The SSATP counts many partners of the program. Officially these are:

The Regional Economic Communities - CEMAC, COMESA, EAC, ECCAS, ECOWAS, IGAD, SADC, UEMOA,

15 Public and Private Sector Regional & Sub-Regional Organizations (though these are not identified),

International Organizations and Donors UNECA, AU ,NEPAD, AfDB, ILO, EC, Denmark, France, Ireland, Norway, Sweden, World Bank*

* Cote d'Ivoire, Niger, Tanzania, Lesotho, Uganda, Swaziland, Zimbabwe, Malawi, Cameroun, Burkina.Faso

In addition the program has links to other organizations involved with transport in the region including the IFRTD and AFCAP.

The relationships with the RECs and the sub regional organizations have been covered elsewhere in the report. Relations with the donor organizations have been touched on but briefly.

The SSATP clearly has to demonstrate to the agencies which are funding the program that their money has been spent effectively and efficiently. Moreover they have to demonstrate that the program has had impact. More specifically SSATP has to provide to the donors a justification for their involvement in the program.

The donors are involved for a variety of reasons. Some have been part of the SSATP for some time and therefore feel an affinity with the program. Some are more recent contributors. In both cases they must be given cause to believe that the funds invested in the program will bring benefit to the countries and provide support to the programs of the donor agencies.

Donors in general are moving away from project lending. In general they would like to put money into sector wide approaches either directly or as budget support. Consequently the SSATP has to show that it makes a significant contribution to the improvement of the management, financing and organization of the sector. In addition most donors wish to see the transport sector being more collaborative with other sectors such as agriculture, health and education in order that transport's facilitating role can effectively contribute to economic growth and poverty reduction.

In addition, several donors, in line with the Paris declaration, are focusing on fewer sectors and for those who are not heavily involved with the transport sector need a clear indication of the SSATP's impact in developing transport policies and strategies which address issues of access and transport costs in other sectors of the economy.

The RMF theme and the PRTSR process clearly respond to this concern. Nevertheless the emphasis that the SSATP has put on elaborating strategies in the transport sector which recognize the inter-relationship of transport and the other related sectors will need to be clearly spelt out in the document for the next phase of the LTDP.

Financial issues

Some of these issues – procurement and the allocation of staff time, for example, have been dealt with under different headings. One other issue is the manner in which financial expenditures are reported. The trust fund expenditures are of course reported according to World Bank budget lines. From these it is difficult to assign the figures to recognizable headings such as salaries, training and meetings. In the case of the World Bank inputs the 2004 input is disaggregated into components. For 2005 only a lump sum is shown.

The AGM

The AGM is an expensive item, representing as it does between 15-20 percent of the total annual budget of the SSATP. To justify such expenditure the meeting must show a major value added for the program.

Certainly it lifts the profile of the SSATP. At the meetings in Bamako and Maseru, several ministers attended. Moreover a meeting which is attended by over 200 transport professional from the region is bound to raise the visibility of the SSATP. However that hardly justifies the expense. Country member participants and members of the PMT have criticized the meeting on the grounds that it is more form than substance and that in depth discussion of the content and organization of the program is not possible in such a large gathering.

The main perceived problem is that the meeting attempts to both present a high profile involvement of the countries and at the same time deal with technical matters. An additional problem is that some of the country representatives are not fully conversant with the SSATP which results in a group of participants who need to be on a very fast learning curve.

One solution may be to have a high level meeting on annual basis including ministerial level participants to provide both direction and endorsement of the program. Technical meetings, focusing on the specific Outputs and key issues of the program, could then take place separately.

Summary of Key Lessons Learned

Framework	<ul style="list-style-type: none"> • The future program should be defined through a participatory, LogFrame process which has to result in a coherent and rational framework with achievable Outputs and Purpose defined
Management	<ul style="list-style-type: none"> • The themes should be managed by full time SSATP staff members • Involvement of the World Bank staff on a part time basis should be defined and attributed at the beginning of each year against a set budget and work program
Organization	<ul style="list-style-type: none"> • There are still good arguments for keeping the management team in Washington. • An option would be to move the SSATP management to the EC, however the problems related to the World Bank may also be problematic with the EC • A third option is to base the program management in Africa • In the preparation of the next phase of the LTDP, this issue needs to be analyzed and a decision taken.
The Structure of the PMT	<ul style="list-style-type: none"> • Part time staff should not be responsible for themes • Regional coordinators should have more authority
Beneficiaries	<ul style="list-style-type: none"> • There needs to be a full debate of the role, function and responsibility of the national coordinators which has to include the theme leaders both national and international
Value Added	<ul style="list-style-type: none"> • RTS - PRTSR process has encouraged an inter-sectoral appreciation of the role of transport in poverty reduction • For the PRTSR to show real value added requires positive practical application of the process recommendations • RMF - Work has been focused on developing African capacity. • Need for an assessment of the comparative advantage of the RMF and to focus on areas of potential major impact. • ATS -Activities on rural transport and urban mobility significantly reduced. Rural transport a major issue in the region and SSATP should contribute significantly • RIT - Important that links between SSATP and RECs not confined to the technical level in order that the SSATP concepts are embedded in the RECs and with NEPAD. • Provides an entry point for greater policy dialogue with the AU, NEPAD and AfDB. • RS - SSATP can have a major role to play in this area. Vital that the SSATP defines its program so as not to duplicate other programs • Gender - Beginning to focus on practical positive action in relation to the transport sector. • Employment - Despite the wealth of SSATP knowledge on local resource based methods there has been only limited attention to this issue. • Data Management - Treat data management as a cross cutting issue.
Focus - themes and spread of the program	<ul style="list-style-type: none"> • Work to be focused on a number of countries so that the requisite level of resources could be placed against such work • Rationalize the program so that it is more manageable and commensurate with the resources available to it
Partnerships	<ul style="list-style-type: none"> • Donors need a clear indication of the SSATP's impact in developing transport policies and strategies which address issues of access and transport costs in other sectors of the economy.
The AGM	<ul style="list-style-type: none"> • It raises the visibility of the SSATP, however hardly justifies the level of expense. • Reduce the annual meeting to a high level meeting including ministerial level participants to provide both direction and endorsement of the program.

Chapter 8

Sustainability and the Future

The long term goal of the SSATP must be to support the application of transport policies and strategies which ensure both economic growth and poverty reduction objectives of the countries of Sub Saharan Africa.

The prognosis from the OPR is that the LTDP is moving in the right direction and with support in various areas – focus on areas of high value added, improving country coordination, clearer definition of country, regional and international responsibilities, closer coordination of the themes – it will make significant progress towards achieving its purpose.

However, the sustainability of the LTDP Outputs depends on a variety of factors and these are assessed first.

Is there sufficient commitment at the country level? The work on the various themes of the SSATP has generally responded directly to the demand from the countries. It is not only the useful documents, tools and procedures that the SSATP provides. It is also the effective and timely technical advice and the knowledge that the SSATP is a network of countries, regional institutions and international bodies through which countries can obtain the information, knowledge and advice that they require in their daily work dealing with the myriad problems of the transport sector. As has been said repeatedly in this summary report, the impact of this is difficult to measure but is no less productive for that. There is no other organization dealing with transport in Africa in the practical and easily available manner that the SSATP provides.

Commitment from the countries therefore is there because SSATP responds to the interest and eventual benefit of the practitioners.

In addition transport professionals are under pressure to look outside their sector and be aware how transport impacts on the lives of their compatriots as well as on the economy of the country. Rather than be told how they must be do this, the PRTSR process has provided those involved with the opportunity to take the lead and show other sectors how the transport sector can contribute to poverty reduction. More, it has allowed them to advise those dealing directly with poverty reduction strategies how transport could assist in the fight against poverty.

It is therefore in the interest of the professional in the countries where SSATP is operating that the program will continue and that the gains achieved by the program are safeguarded.

Is there sufficient commitment at the regional level?

Some of ideas represented above also apply at the regional level. However the collaboration with the RECs is relatively new and they seem to see the SSATP as a useful source of knowledge but not as an indispensable partner. There is as yet insufficient interlocking between the SSATP and the RECs, despite the fact that collaboration between the two is effective and appreciated by both sides.

Where the SSATP is more appreciated is with the more focused sub regional associations such as AGEPAR, ARMFA and ASANRA. These organizations have specific mandates which relate directly to the work of the SSATP.

Is there sufficient commitment from the Donors?

Discussions with the donors suggest that their commitment to SSATP is based on a variety of factors.

In the first place, donor agencies are reducing the number of specialist they have, partly to reduce staff but mainly because they are moving away from project and program approaches to a more general support in particular sectors where they see that the necessary institutional and financial policies are in place. SSATP provides the regional technical and policy advice which supports these policies. Thus as long as donors remain in the transport sector in Africa they are likely to support the SSATP. (Even donors not fully involved in the transport sector see the benefit of improved transport policies in other sectors where they are involved.)

Secondly, donors are of course committed to the MDGs. The move by the SSATP to directly and practically address the issue of poverty reduction from a transport perspective provides an opportunity to demonstrate that funds spent on transport can be a significant contributor to poverty reduction.

Finally, the Africa Commission and the Africa Union have suggested major inputs into infrastructure to provide the region with the potential for growth and poverty reduction. An efficient regional program dealing with transport would provide support to effective spending of the funds in the transport sector that may come from the initiatives of the AU.

Naturally the commitment of the donors still rests on their management being prepared to put funds into transport. There has been a general retreat from the sector in recent years and there is still a risk that more limited funding will be available.

The Future

The Overall Context

The future program of the SSATP will be developed within the context of a renewed emphasis on transport in the region. The Commission on Africa for example has called for a com-

mitment to double infrastructure spending in Africa, with an initial increase in donor funding of \$10 billion a year up to 2010 and, subject to review, a further increase to \$20 billion a year in the following five years.

In addition there have been a range of initiatives which will shape the approach and programming of funding to the transport sector in the region, viz:

- The AU-NEPAD Infrastructure Action Plan
- The infrastructure Consortium for Africa
- The Paris declaration on Aid Effectiveness
- The World Bank Africa Action Plan and
- The EU-Africa partnership on Infrastructure

Several of these initiatives recognize either directly or by similarity of objectives the key role that SSATP can play in ensuring that the additional investment in transport is expended within an effective policy framework and with rational strategies to ensure improved access and reduced transport costs in the region.

The EU-Africa Partnership on Infrastructure specifically recognizes the role of the SSATP in the development of the transport sector. It has noted that “*SSATP believes in sound transport policies and strategies that deliver safe, reliable, and cost-effective transport,*” More specifically, it sees SSATP providing a key role in facilitating rational policies in the sector, implementing SSATP approaches and practices and providing the framework for sustainable transport investments.

The Africa Action Plan of the World Bank recognizes the need for a massive increase in investments in infrastructure and for the transport sector. Under the Action Plan, they will undertake actions in the transport sector which will focus on rehabilitation of road networks and reform programs to establish independent financing and management mechanisms.

The World Bank sees the key areas for the SSATP in terms of regional trade facilitation, the importance of rural access in relation to rural development, improving the design of urban transport systems, sector programming and measuring the impact of the initiatives taken.

The African Development Bank sees the role of the SSATP as supporting the AU/NEPAD action plans. More specifically it recognizes the importance of the SSATP in relation to coherent and integrated policy in the sector and the ongoing work on institutional and financial reforms.

NEPAD sets the following objectives for bridging the Infrastructure gap:

- To improve access to, and affordability and reliability of, infrastructure services for both firms and households;
- To enhance regional co-operation and trade through expanded cross-border development of infrastructure;

- To increase financial investments in infrastructure by lowering risks facing private investors, especially in the area of policy and regulatory frameworks;
- To build adequate knowledge and skills in technology and engineering with a view to installing, operating and maintaining "hard" infrastructure networks in Africa

Clearly the SSATP can be a major contributor to each one of these objectives. It is providing advice and support on improved access, to improved cross border transport, improving policy and regulatory frameworks and developing skills and knowledge. The short term action plan of NEPAD, principally concerned with improving cross border transport and corridor management, is being implemented by the AfDB.

Given the Paris declaration which commits donors to concentrating on particular sectors there will also be a need to be more pro active in interacting with the key donors in the transport sector, in particular the EU, the World Bank and the AfDB.

More specifically the role of the SSATP in the implementation of these initiatives can be:

- Greater dialogue with government and key donors especially in relation to effective sector wide policies and programs
- Providing effective support on corridor management and reducing cross border transport costs
- Ensuring the sustainability of transport investments
- Implanting the SSATP principles into sector programs
- Ensuring that beneficiary needs are met through the SSATP's participatory and demand driven strategies
- Serving as a centre of knowledge and good practices for coherent and equitable transport sector strategies
- Ensuring that poverty reduction remains a principal objective when designing sector investment programs

The view of the beneficiaries

The next phase of the SSATP must of course respond to this changing environment. However it must also be cognisant of the views of the beneficiaries. During the OPR and at the AGM Maseru, the country representatives were asked to define their key requirements of the program post 2007.

Their particular requirements were:

- An emphasis on integrated transport policies
- Capitalizing on the success of PRTSR
- Capacity Building
- Regional Integration
- Greater national interaction with donors

- Mechanisms for implementing Bamako declaration
- Improved information dissemination and knowledge transfer
- Anchoring SSATP in Africa
- Greater emphasis on cross cutting issues

Two of these requirements – integrated transport policies and regional integration relate to the ongoing program of the SSATP and therefore are supportive of the work of the respective themes.

The PRTSR has been recognized as success in terms of the process itself. There is however a strong desire to transform the ideas and proposals that have emanated from the process into concrete action.

The issue of capacity building has been raised throughout the whole OPR process. There is a recognition that the SSATP is not an implementation program and will not become involved in programs of training and education. However as a policy and strategy program there is a demand for the development of coherent capacity building strategies in relation to the approaches and procedures that the SSATP promotes.

The country representatives perceive that at the country level the SSATP is not very active in promoting the program with the locally based donors. They believe that as champions of the SSATP they should be more involved in the development of donor financed programs and in particular in the development of transport sector programs.

Whilst the Bamako declaration serves as an official endorsement of the SSATP approach, the countries do not yet see the mechanisms for putting the declared principles into practice.

The issue of information exchange is also one that requires reassessment in the sense that there is still, apart from discussions and presentations at SSATP meetings, a lack of automatic exchange of useful documents and good practices both between the SSATP PMT and the countries and between the countries themselves. The website of the SSATP is a good source of information. However internet access, though improving, is still mediocre in the region.

The issue of Africa based management and implementation of the SSATP has been discussed in detail, not least at the Bamako meeting in 2005. There would seem to be a strong case for placing the bulk of the SSATP in the region in the next phase of the SSATP.

The Gender issue has certainly illustrated the need for more proactive measures on the part of the program. In addition it is clear that the issue of Employment is an area where SSATP does have a comparative advantage.

The Next Phase - some pointers

In developing the next phase all of the above suggestions and the contextual framework need to be taken into account. In addition certain criteria which have grown from the review of the LTDP should be set out.

- The SSATP will need to take account of the changing and positive attitude to the transport sector in the region and by the major partner donor agencies and financial institutions
- How can SSATP act as a catalyst for implementation?
- Should SSATP be more involved in capacity building?
- SSATP should focus on selected themes and improve effectiveness
- Poverty Reduction and economic growth or just poverty reduction?
- The objective of the next phase needs to take into account the real demand from the countries involved
- The definition of the next phase has to be based on a participatory process involving the countries to the fullest extent possible
- Not only must a coherent and rational LogFrame be developed but equally importantly it needs to be understood and used as the monitoring mechanism of the program.
- In addition the Outputs defined for the next phase must form the basis for the activities that are set out in the work plans and these must be directly related to the Outputs
- The issue of Gender and other cross cutting issues needs to be considered much more robustly
- The management and organization of the program should be established in direct relation to the objectives of the program

Program Goal

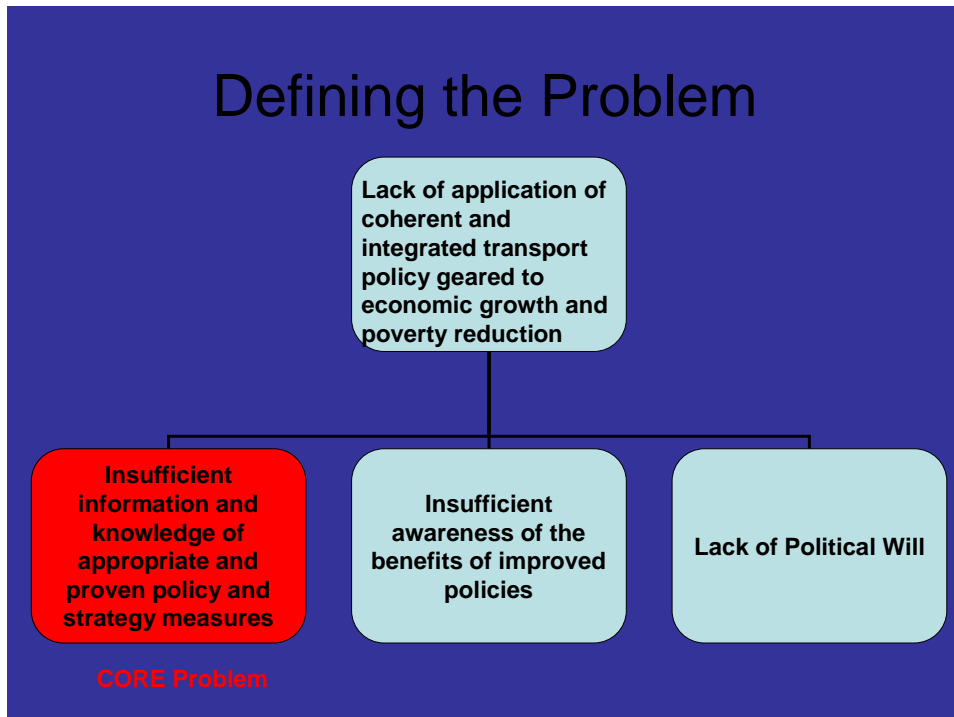
The goal of the program is that which the SSATP is contributing towards. It is not expected that the goal will be achieved by the program alone. However the program would contribute significantly to its achievement.

The Goal of the current LTDP is “Cost effective transport and affordable access and mobility contributing to poverty reduction and economic growth” In defining a LogFrame, there is merit in being pedantic. The Goal, the Purpose and the Outputs need to clearly define what the program is intended to achieve or contribute to. In addition they need to relate directly to the problem that the program is intended to solve and the causes of that problem.

The transport sector in Africa suffers from a variety of problems. However the overall problem that the SSATP seeks to address is concerned with the lack of coherent and integrated policy. The overall goal of the SSATP needs to be couched in terms of the achievement of more effective policies.

Figure 8.1 sets out one approach for the future program of the SSATP. The overall problem is the lack of application of coherent transport policies. This is a problem which the Government's of the region have to solve. However this is overall problem which the SSATP intends to contribute significantly towards.

Some of the underlying problems which result in the lack of application of coherent policies are set out in the second row of the diagram. It is at this level that the program will define its purpose. It will decide which underlying problem it intends to significantly contribute to solving over the life span of the new LTDP. This problem is known as **the core problem** and the Purpose of the LTDP then becomes the solution to this problem.



Using the above as an example the overall goal of the next phase of the LTDP would be:

Goal: The application of coherent and integrated transport policies geared to economic growth and poverty reduction

Program Purpose

It is important to recognize that it is not the Program which will be responsible for the achievement of the Purpose. The Purpose is the change in the target population behavior which the program hopes to assist the target population to achieve. This is why it is so important to include the target beneficiaries – particularly the country agencies – in the development of the LogFrame in order that they are committed to the achievement of the Purpose.

In this example the core problem that the SSATP would intend to resolve would be concerned with the application of appropriate policy and strategy measures.

Purpose: Transport agencies apply procedures and good practices which reduce transport costs and provide affordable, sustainable road transport access.

This definition of the purpose would be in harmony with several key criteria:

- It would be achievable with the support of the countries. It would not be dependent on external factors and it would be feasible objective for the program to commit itself to.
- It recognizes the key role of the country partners in the implementation of the SSATP promoted approach
- It recognizes that policy change is not in the hands of the SSATP and is a higher order problem to be solved.
- It responds to the countries demand for practical and proven solutions which they can implement.
- It recognizes that the reduction of transport costs is a key factor in the transport sector's ability to contribute to economic growth
- It also recognizes that access to transport infrastructure and services is a key element in any poverty reduction strategy. Lack of access being a fundamental cause of poverty
- It implicitly addresses the issues of institutional reform and improved financial mechanisms for the more effective management of the sector

Definition of Outputs

Having defined the objective, the next step is to define the Outputs of the program which will ensure that the Purpose can be achieved. This is the key element in terms of the practical application of the program. It is the area over which the program management has unique control. It will define the various element of the program. Moreover the next phase of the LTDP will be monitored and measured in relation to progress to the achievement of these Outputs.

Clearly however the identification of the Outputs will not be done in isolation of the ongoing work in the LTDP. It will also take into account the results and recommendations of the OPR and the specific demands of the countries, regional institutions and the partners.

At this stage therefore it is useful to revisit the proposals that emanated from the AGM in Maseru in relation to the current themes.

Theme	Emphasis for post 2007
Responsive Transport Strategies	Capacity building; Proper M & E of the System; Definition of new strategic direction in line with OPR recommendations
Indicators	Capacity Building; Advocacy at national level; Improvement of dissemination process; Extension to other themes
Road Safety	Standardize road safety norms by region; Establish data bases/observatories
RMF	Dissemination of models & guidelines; Train industry experts; Promote application of standards; Transfer RMF activities to regional associations; Promote a network of mgt. & train experts
ATS	Develop the Urban Mobility discussion group Develop Data Base; Provide capacity building; Share innovative ideas and good practices;
RIT	Implementation of regional conventions Corridor based activities; REC based activities; Strengthen capacity of SSATP team to deliver
Organization and Management	Detailed impact assessment of LTDP; Reduce portfolio & focus on those that have impact; Change SSATP to ATP; Strengthen SSATP's partnership with NEPAD & other Donors
Cross cutting issues	Establish data on inclusion of women related issues in transport projects. Establish analytical baseline data to be used in the preparation, ,design & implementation of transport projects

The challenge now is to assess how the ongoing themes can contribute to the Purpose of the program taking into account the recommendations of the OPR and the outcomes from the Maseru AGM and the need to focus on the activities of the SSATP which have potential for real value added.

Responsive transport strategies - This theme has comprised two elements. The first has been concerned with the development of transport indicators. This has shown some progress but

has been dogged by problems of institutional location and the difficulty of finding simple and cost effective procedures for data collection, analysis and dissemination. At the same time the issue of data availability and management has arisen in several other parts of the SSATP program – road safety, ATS, RIT and PRTSR. It would therefore seem rational to treat the whole issue of data collection and management as a cross cutting issue and provide sufficient resources to it in order to have impact across the whole range of SSATP activities.

The other element of this theme has been the PRTSR. The process has been generally considered to be a success. It has been particularly useful in showing the facilitating role of transport and emphasizing that transport is a catalyst for action in other sectors in particular health, education and agriculture. However for the PRTSR to show real value added requires that positive practical action is taken. This requires that the program should support poverty related strategies for implementation, vigorously pursue basic data collection through the data management cross cutting theme, include main line technical transport agencies into the process and emphasize more integration between transport plans and other sectoral plans.

Road Management and Financing – the activities have been concentrated on road agencies and road funds. The value added of this work is in relation to the improved management and financing of the road network and the initiatives it has taken in transferring the ownership of the work to the sub regional institutions. Given the scale of the issues being addressed by the RMF theme, it has been mainly concerned with the national networks and only to a limited extent with the sub national network. The theme is important in that it focuses on the role of the road network in the development of the national economy.

Appropriate Transport Services – for the reasons explained elsewhere this theme has underperformed. However it would be quite wrong to ignore its potential. It is the theme that deals with rural and urban transport and has the possibility to provide real substance to the poverty reduction objectives of the SSATP. Given the need to deal with the whole of the road network and to maximize the use of the limited management resources available it would be rational to merge the ATS theme with the RMF.

Regional Integration and Transport – This is the only part of the program that deals with the regional transport issues. It is also the one that relates in the clearest way to the objectives of NEPAD and the Regional Economic Communities. One of the major impacts of the work of this theme could be to contribute to the reduction of the severely high level of cross border and key corridor transport costs.

Road Safety – has become an important issue in the region and the SSATP can provide added value here by concentrating on the soft, but often more difficult, issue of the institutional arrangements for developing effective road safety strategies. Clearly this has to be done in close collaboration with the various other international and regional agencies working on road safety.

Cross cutting issues – Under the LTDP these have been dealt with only sporadically. With the strong exception of Gender, the other issues - HIV/AIDS, Employment and Environment – have been given limited attention. In order to have any impact, these issues should be treated in a concrete and resourced manner. This is beginning to happen with gender. In addition it has been proposed that data management should be dealt with as a cross cutting issue.

Of the others, one can argue that the only one where SSATP has a comparative advantage and thereby provides real value added is employment. For example the SSATP has long been involved, through the RTTP, with labor based methods and the use of local resources. Employment creation through the use of labor based methods, the use of local contractors and the development of local skills can be effectively promoted by the SSATP based on experience and the knowledge base.

The same cannot be said of HIV/AIDS and the Environment and whilst they are important issues they would be better left to others to deal with.

Taking all of the above into consideration the key Outputs that would most effectively contribute to the defined LTDP Purpose could be defined as follows:

1. Pro poor transport strategies identified, tested and promoted (Ex RTS)
2. Effective institutional and financial arrangements for affordable, accessible and sustainable road transport infrastructure and services (ex RFM & ATS)
3. Institutional arrangements to support effective road safety policies (Ex RS)
4. Establishment of effective measures for regional corridor management (Ex RI)

In addition there would be three cross cutting issues clearly defined both in terms of work activities but also in terms of resources allocation. These are **Gender, Data Management and Employment**.

Management

Some firm recommendations were made in Chapter 6 regarding the management of the program. These were principally concerned with two issues – effectiveness and accountability.

It is clear that the SSATP program management team has been under pressure. In addition, however expert the part time inputs of the World Bank staff has been, their role as theme leaders is untenable. Theme leaders have to be full time members of the PMT not least because they can then be held accountable for the Output for which they are responsible.

Resource allocation to the themes, as presented in the work plans, has generally had little resemblance to the funds actually expended as reported in the progress reports. Clearly it is necessary to be realistic regarding the fund allocation and this should be based on an equally realistic assessment of what can be achieved over the year. In addition, the allocation of the

part time staff contribution from the World Bank should be clearly defined both in terms of the defined activities of the work plan and in their own overall work program.

It has been suggested that the program should be more focused. Focus in relation to the actual work elements is discussed below. However there is also the question of greater geographical focus. The program now has 35 member states. It is clearly not possible to think of having SSATP activities in each and every country. In any case this would not be in keeping with the rationale of the program which is to use information and knowledge from specific country cases to demonstrate the effectiveness of good practices. There is a strong case for the program to concentrate its activities in a smaller group of countries. Resources could then be brought together to maximize the value added for the country activity. This would be appropriate in the work to support practical interventions in relation to the PRTSR proposals, in relation to rural transport and urban mobility activities and also in relation to institutional mechanisms to improve road safety

The intention in the LTDP was that there should be three regional coordinators. What has transpired is that two regional coordinators have been put in place and one post has been allocated to work on the RMF theme principally to strengthen work on francophone Africa. The two regional coordinators have been in post for less than a year. Consequently it is too soon to make a full assessment of the impact of this move. It seems clear however that if they are to be the face of the program in Africa then they need to be provided with both the authority and the resources to fulfill that role. Moreover consideration should be given to putting a third regional coordinator in place as originally planned. The three spheres of operation would then be East and Southern, Central and West Africa respectively.

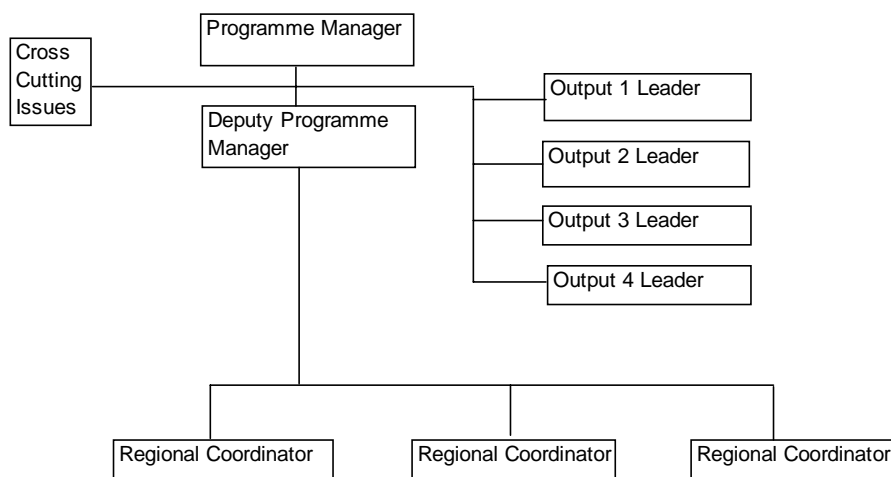
Organization

The key question here is of course whether the SSATP team should be based in Africa. This issue was also discussed in some detail in Chapter 7. From an African perspective it seems clear that a regional program should be based in the region. Moreover, as mentioned, basing the program in Africa has other advantages not least the possibility of closer collaboration with the African regional partners.

Nevertheless there will be strong arguments put forward for retaining the program in Washington. It would therefore be useful to prepare a discussion document regarding the advantages and disadvantages of the move to Africa. This then can be discussed with the partners and a decision made in 2007.

The overall organization structure of the Program Management Team follows from the discussions above and in Chapter 7 and is illustrated in Figure 8.2.

Figure 8.2 A proposed Organizational Structure of the Program Management Team



The PMT would include a Program Manager, a Deputy Program Manager who would also be an Output leader dealing with what is currently the Responsive Transport Strategies theme, and Output leaders for the other three Outputs defined above. Under this structure the professional presently working on the RMF from Yaoundé would be the Output leader on the regional integration issue. In total there would be 8 professional staff

The Output leaders would be responsible for the work under each Output. They would be coordinated by the Program Manager. The cross cutting issues activities would, in general, be carried out by consultants, but coordinated by the Program Manager.

The Deputy Program Manager, in addition to his role as Output 1 leader would be directly responsible for the work of the Regional Coordinators.

Partnerships

The SSATP has many partners of the program. These can be grouped into donors, regional institutions and regional transport related programs.

Donors – The donor support to the program has been much appreciated and their involvement has done much to reorganize the program into a more coherent form. In the future, and consequent to the Paris declaration, donors will concentrate on specific sectors of the economy so as to avoid duplication and to concentrate resources. This will mean that the main donors in the transport sector are likely to be the major financiers such as the World Bank, the African Development Bank and the EC. Others donors supporting the program, such as Norway, SIDA, Danida and Irish Aid, may place less emphasis on the transport sector. It would be important therefore for the next phase of the LTDP to demonstrate how it will maximize the potential for linkage between the transport and other sectors particularly in relation to the poverty reduction potential of these linkages.

There should also be a greater effort into promoting the SSATP within the donor agencies, whether by the SSATP management or by the SSATP focal point in the donor agency.

The AfDB has signaled its intention to explore how its funds could be channeled into the SSATP. In addition DfID has committed to providing £1.25 million to the SSATP over a five year period starting in 2007. Discussions are still ongoing with the Islamic Development Bank.

Regional Institutions – The relation between the SSATP and the AU and more specifically with NEPAD have been good. However they have tended to be in terms of agreement on the validity of the SSATP approach. In the long term the SSATP will need an institutional home in Africa and the AU/NEPAD would appear to be the obvious place. More will need to be done in the next phase to put the relationship between them and the SSATP on a more formal and concrete basis.

As has been mentioned the RECs see the SSATP as a useful source of knowledge and technical support. The establishment of the REC TTC is a useful step to coordinate their activities with those of the SSATP. Again however there needs to be a concerted effort to harmonize the SSATP activities with those of the RECs and to work towards the RECs being the technical instrument for the application of the SSATP tools, procedures and guidelines.

A good start has been made with working with the three sub-regional agencies dealing with road agencies and road funds. This needs to be consolidated in the next phase. SSATP should provide technical support, probably from consultants, into these agencies.

Other regional institutions – In specific areas the SSATP needs to strengthen its collaboration with other regional institutions. IFRTD for instance has an extensive network throughout Africa and is a mine of information and knowledge on all aspects of rural transport. They can also be used as effective channels for both the production of good practices and the dissemination of knowledge.

The ILO ASSIST program, which has been based in Africa for over 15 years, has been and is still a major resource in relation to all aspects of labor based methods and also on other local resource based approaches to road planning, design and implementation. It also has an extensive and well managed technical information service based in Nairobi. Whilst the SSATP is not an implementing program it could certainly use the ILO ASSIST program as a means to support the practical application of good practices.

More recently, DfID has set up the African Community Access Program (AFCAP). This program, judged by its promotional literature, intends to carry out projects which are very similar to those being implemented by the ILO ASSIST. It is as yet only in a formative stage. Some discussions have taken place regarding the SSATP collaborating closely with AFCAP but the form of that collaboration is not yet clear.

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