Governance and Anti-Corruption in the Transport and Public Works Sector in Senegal

Executive Summary

In 2009-2011, a Governance and Anti-Corruption (GAC) diagnostic was conducted in Senegal, concentrating on the transport and public works sectors. The diagnostic involved a survey of 1357 households, a survey of 501 public officials, focus groups of enterprises, and consultations with high-level public officials and NGOs.

The diagnostic is part of a new sectoral approach undertaken by the Public Sector Governance Group of the World Bank (PRMPS) to evaluate governance challenges and potential areas for reform in the transport and public works sector. The approach utilizes a set of governance diagnostic instruments which were piloted in Mauritania during the first half of 2008, and have now been fully implemented in Senegal. The instruments aim to capture perceptions and experiences of users and providers of transport and public works services. The diagnostic involves surveys which are administered to households and public officials and, in Senegal, focus groups or consultations which are conducted with enterprises, NGOs and high-level public officials. The Senegalese diagnostic included focus groups of enterprises which are routine users of road and/or Port transportation. These enterprises included rice and petroleum importers, as well as transporters of charcoal, peanuts, cotton, and construction materials (i.e. sand, cement, etc.). These users provided invaluable input about cost, quality, and access associated with road construction and maintenance, passenger and freight transport, and service associated with importation and exportation at the Port Autonome de Dakar.

In general, GAC diagnostic focus on institutional vulnerabilities which affect service access and quality, proper management of public resources, and government accountability to its citizens. The data generated by these surveys provides a critical framework for designing an action plan for reform, as well as a baseline and means of monitoring to measure the progress of reform over time.

The selection of Senegal for the first complete transport and public works sectoral GAC diagnostic was based on evidence that the government was committed to governance reform in this sector. The operations of both Customs and the Port Autonome de Dakar were being modernized, and the Dakar taxi fleet was in the process of renewal in order to eliminate outdated and unsafe vehicles from the road. The progress of these reforms signaled receptivity to continued efforts to improve governance and reduce corruption in the transport and public works sector in the country.

The Executive Summary is organized in the following sections: (i) Main Findings, (ii) Detailed Findings, and (iii) Recommendations.

Main Findings

The main findings of the diagnostic are summarized below:

1. The transport sector in Senegal needs restructuring in order to improve efficiency and service delivery. All respondent groups indicated that quality of transport service is mediocre at best.
2. Corruption is a notable part of the problem in the sector (as well as in other sectors). But efficiency and a better management of resources also need improvement.
3. The costs of inefficiency and corruption are significant for citizens and the country as a whole.
Detailed Findings

A description of the detailed findings follows:

- The quality of general public services, including service related to transport and public works, is mediocre. This is reflected in the evidence of poor quality related to passenger transport, traffic police, the judiciary, electricity, tax administration, passport issuance, and other public services. Within the transport and public works sector, the quality of service ranges from good to poor, depending on the organization and the officials involved. The quality of transport service also varies based on the region of the country. There is a notable distinction between transport service in Dakar center and that provided in other regions of the country, including the suburbs of Dakar. Lastly, little emphasis is placed upon customer satisfaction, information provision to users (i.e. in terms of access, quality, and cost), and promoting strong relationships between public officials (providers) and customers (users).

- Seven out of ten citizens in Senegal believe corruption in the public sector is an important problem. The problem is also considered significant by enterprises (37.1%), foreign investors (26.3%), and public officials themselves (27.7%).

- The frequency of corruption is highest in the health (47.3%), education (30.7%), and the electricity sectors (29.3%). While citizens do experience corruption in the transport and public works sector, the corruption in this sector tends to involve enterprises and public officials more than the general public.

- The intensity of corruption in the transport and public works sector is significant. Often the largest bribes involving the public sector are associated with the transport and public works industries. The diagnostic found that the average amount of a bribe was 202,000 Fcfa at the Port Autonome de Ziguinchor; 191,895 Fcfa at the Port Autonome de Dakar; 47,583 Fcfa at the motor vehicle registration bureau; 43,723 Fcfa at Customs; and 28,964 Fcfa at the agency issuing driving permits.

- Management capacity in the transport and public works sector is limited by the general state of disorganization within the sector and the lack of coordination amongst the relevant public sector actors, both Agencies and Ministries. In addition, informal facilitators involved in passenger transport lack structure or organization and, ultimately, contribute to the inefficiency and chaotic nature of the sector. The sector is riddled with duplication of functions, obsolete rules, and a lack of planning and enforcement. The fragmentation is accompanied by a lack of political vision and will to unify and organize the sector. The result is a sector governed by 5 Ministries and at least 8 Agencies. These organizations are further divided by salary level and capacity. The lack of cohesion results in constant turf battles, inefficient project implementation, and diminished service quality and access for citizens seeking transport services.

- The lack of a freight transport regulation contributes to significant inefficiencies, safety concerns, and negative environmental effects. These problems stem from pricing liberalization which occurred around 1985. With the removal of government pricing constraints, the industry was able to adjust its pricing. However, the liberalization was not accompanied by regulation or enforcement and, thus, significant distortions and inefficiencies flourished. In order to remain competitive,
transporters have continued to maintain lower pricing based on earlier tariff levels, yet these low prices do not cover costs and generate profits. Consequently, transporters seek additional means to generate revenue. A common method is to collect surcharges by overloading shipments, a practice which creates safety concerns on the road and contributes to road damage, excessive petroleum use, and additional maintenance costs. Furthermore, there does not appear to be rigorous monitoring of axle load regulations, which contributes to accidents and road deterioration. The significant decline in trucks transporting charcoal is related to these market distortions.

- Passengers face numerous problems when using passenger transport. Vehicles are routinely overcrowded, traffic congestion in the Dakar area is significant, and taxi parks are disorderly and chaotic. Many of these problems are the result of poor management in the sector and, in particular, the lack of effective regulatory supervision and enforcement.

- Citizens seeking a driver’s license experience frequent requests for bribes. 29.7% of the time, requests for bribes are made directly by public officials, while 30% of the time these requests are made by an intermediary on behalf of a public official. The direct requests by public officials occur more frequently outside of Dakar, where such requests occur 34.4% of the time, compared to requests in Dakar which occur 15.4% of the time. The requests tend to be associated with expediting the bureaucratic processes for receiving the license.

- While citizens have participated in the policy-making process, including in the transport and public works sector, many believe that their participation has not been useful or effective. The low level of accountability appears to have limited the potential value of citizen engagement and input.

- There is evidence that Senegalese citizens are interested in real change as it relates to improved governance and anti-corruption. In 2003, the National Commission against non-Transparency, Corruption and Misappropriation was created. In addition, the National Program for Good Governance supported the enactment of major procurement reforms in 2007, which increased competition and transparency in procurement. However, the former effort has been hindered by a limited legal mandate and capacity, and the latter has been gutted by a repeal of the 2007 law.

- There are clearly reformists and reform supporters in the country. These individuals reveal a tendency to participate in good governance reform and a willingness to support change. These individuals include both citizens and civil servants, and generally appear to be middle class. The public officials appear to be at middle and high levels of administration.

**Recommendations**

The results of the diagnostic indicate that there is interest in and support for reform in the country. Citizens are dissatisfied with the quality of service. Enterprises and civil society organizations are eager to improve procurement, policy-making, implementation, and monitoring related to transport of passengers and freight. Furthermore, numerous mid- and high-level public officials believe governance reform is important. In sum, the moment presents an opportunity for sectoral reform.

Based on the findings above, the recommendations proposed in this section focus on 3 potential areas of reform:
1. A better legal framework
2. An overall strategy to improve efficiency and governance in the sector
3. Initiatives targeted to promote empowerment in the sector

A brief discussion of each of these reforms follows. An optimal approach would focus on establishing a clear and effective legal framework first and, subsequently, implementing a strategy to improve sectoral governance and empower key actors.

**Better Legal Framework**

The transport and public works sector in Senegal evidences a low level of institutional coordination, amongst Ministries and Agencies. The weak coordination – in planning, policy-making, and program implementation – results from the lack of a proper legal and administrative framework for the sector.

Evidence of this weak framework can be seen by:

- the multiplicity of organizations managing the sector, totaling 4 Ministries and 8 Agencies governing the transport sector and an additional Ministry and multiple Agencies and Bureaus governing public works;
- overlaps and duplication by project and function amongst these organizations; and
- territorial battles amongst the Agencies and Ministries.

Reform initiatives create an opportunity to reduce institutional complexity and to clarify procedures, ultimately resulting in increased efficiency, rationality, and confidence in the sector. Specific reforms for consideration are discussed below.

**Improve organizational structure and clarification of responsibilities.** The plethora of public Ministries and Agencies in the sector results in significant inefficiencies, at the policy level as well as with individual projects. A revised organizational structure would eliminate duplication and overlap of responsibilities and improve organizational expertise. We recommend a restructuring which establishes an efficient organizational structure for effective governance of the transport and public works sector. The restructuring would be accompanied by the establishment of a timeframe for completing legal and implementation reforms.

**Creation of a national authority for coordinating policy, budget, and project monitoring.** Governance of the national transport system can be improved by creating a body which facilitates coordination between sectoral Agencies and Ministries. One approach to meeting this objective is to establish a national authority to harmonize and promote better coordination amongst the actors in the sector. Ideally, the authority would be placed under the Prime Minister; and would hold monthly meetings of governmental Ministries and Agencies involved in the national transport and public works sector. Civil society and donors would attend each meeting as observers. The national authority would establish standard procedures for coordination at the project level, and it would play a key role in monitoring transport and public works projects on a case-by-case basis.

**Establishment of a separate coordinating body to improve governance in the Dakar metropolitan zone.** The Dakar metropolitan area also has governance problems which could be improved by creating a local authority to harmonize and promote better coordination. The authority would include actors in the local transport and public works sectors in Dakar, Rufisque, and Pikine; national transport and public
works entities involved in these communities; and CETUD, PAD and other relevant parastatal organizations operating in this zone. The authority would be placed under the control of CETUD and it would hold monthly meetings of all organizations involved in the local transport and public works sector. Similar to the proposed national authority, civil society and donors would attend each meeting as observers. The authority would also establish standard procedures for project coordination, and it would play a key role in monitoring transport and public works projects on a case-by-case basis.

Revise regulatory structure to promote an efficient and customer-oriented transport system for passengers, particularly in the Dakar Metropolitan Area; implement accordingly. For passengers living in and around Dakar, transport is chaotic, inefficient, crowded, and often of poor quality. Customer satisfaction and comfort are rarely considered as priorities, resulting in a transport system which benefits providers and intermediaries first, and others second. We recommend a regulatory restructuring and implementation which focuses on customer satisfaction (including access, cost, and comfort) as the highest priority for passenger transport, and which addresses the daily problems of public transport users, particularly in the Dakar area. This restructuring should include a redesigning of the policy and management of “taxi parks” to create an orderly, less chaotic, less crowded, and more safe public transport environment. Consideration would be given to creating a more efficient and organized approach to dealing with “facilitators” in taxi parks, and to establishing on-site supervision to promote increased organization and a more positive customer experience in taxi parks. In addition, the policy should consider the establishment of transparent, available, and non-negotiated prices for passenger transport in the Dakar area. Furthermore, regulation and enforcement should address problems related to overcrowding, pick-up and drop-off locations, clandestine taxis, and vehicle registration. In addition, CETUD’s vehicle replacement program needs to be reevaluated and improved, as numerous old and outdated vehicles remain on the road.

Establishment of a central coordinator of road construction and maintenance. In Senegal, there are multiple public and private entities involved in road construction and maintenance but there is no central coordinator. As a result, one often sees public entities making arbitrary decisions. One central entity should play a more active role as supervisor and regulator of the road construction and maintenance function. The existence of a central coordinator and supervisor avoids duplication of roles, reduces delays, and promotes efficiency.

Establish and enforce effective regulations related to freight transport. There is a need for effective regulations and regulatory enforcement to promote a competitive, safe, and environmentally sensitive freight transport industry. Weaknesses in this area currently contribute to accidents and road deterioration. There is a need for a standard definition of a freight transporter in the regulations. In addition, the axle load regulations established in 1992 via the ECOWAS Agreement should be enforced rigorously by field-based monitoring organizations which have properly trained staff and equipment.

Integrate environmental concerns into transport regulations and implementation. Numerous steps can be taken in the transport arena to improve the environment. These include renewing the fleet so that trucks meet higher environmental standards, eliminating the use of vet trucks, avoiding petrol mixing, and reducing overloading which can cause accidents. (It should be noted that Malian trucks are of higher environmental standard than those of Senegal, and there is some indication that this is due to better government regulation and enforcement.) Consideration should be given to involvement of the Ministry of the Environment in transport decisions (an initiative which would have industry support) in order to ensure better consideration of environmental factors in transport regulation and decisions.
Review the Customs Code to enhance the competitiveness of the Port Autonome de Dakar. The Customs Code, particularly related to the oil sector, lacks clarity. As a result, importers are forced into negotiation and compromise, a process which expands opportunities for bribery. In addition, the code does not allow for stocking of products to be shipped to another country, deterring investment. In collaboration with oil and other importers, government should review and modify the customs code as a means of improving service quality and overall competitiveness at the Port Autonome de Dakar.

Re-establish a procurement code which promotes transparency and minimizes opportunities for corruption. In 2007, Senegal made a bold move to establish an open and transparent approach to procurement. Open competition in procurement increased, and negotiated contracts were limited to urgent situations. Unfortunately, the 2007 Procurement Code was repealed in 2010. This reversal opened the door for procurement-related bribery, collusion, and other forms of corruption, particularly in sectors experiencing a high volume of procurements. The transport and public works sector involves high volume and high amounts (in terms of money) procurements, making the sector particularly vulnerable to corruption. A reinstatement of the 2007 Procurement Reform is an essential step for reducing corruption and improving quality in the sector.

Strengthen the procurement and anti-corruption agencies to enhance their anti-corruption ability. Lastly, two key public Agencies need strengthening to improve their ability to tackle corruption – the Procurement Agency (ARMP) and the Anti-Corruption Commission (la Commission Nationale de Lutte contre la non transparence, la Corruption et la Concussion). It is necessary to strengthen the legislation and effective mandate of these institutions to promote: (i) open, competitive procurement, and (ii) thorough investigation and enforcement of anti-corruption cases. In particular, the National Commission needs improved management capacity and broader procedural flexibility for investigation, enforcement, and monitoring. Both of these authorities should have adequate capacity to address procurement irregularities and problems related to contract enforcement.

**Overall strategy to improve efficiency and governance in the sector**

Operational inefficiencies and poor management are evident in multiple areas of the sector including in:

- The lack of comprehensive planning and implementation of an intermodal transport system, nationally and in the metropolitan zone of Dakar;
- The absence of routine procedures for coordinating across Agencies or Ministries for individual transport and public works projects;
- The absence of road studies and plans assessing citizen need for and access to road transport;
- The chaotic nature of taxi parks in the Dakar metropolitan zone;
- The poor quality of freight transport vehicles which creates road safety and environmental concerns, and increases maintenance costs or roads and vehicles;
- Routine requests for bribes on major roads, particularly of freight transporters;
- The lack of monitoring and enforcement of corruption-related cases.

Reversing these trends requires not only an updated institutional framework but, also, new strategies which place greater emphasis on customer satisfaction – including access, affordability, safety, and efficiency. Specific strategies to be considered include:
Implement an intermodal transport policy for the country and the Dakar area. Implement a comprehensive and cohesive policy related to all modes of transport (including rail, maritime, roads, and air) based primarily on serving and benefiting users, both passengers and freight transporters. The approach should be grounded in intermodal linkages which promote: (i) efficient passenger transport particularly in the Dakar area (such as establishing and connecting a suburban train with ground transportation, i.e. taxi, bus, etc.), and (ii) efficient freight transport (such as linking shipping with rail, ground and, if practicable, air transport).

Develop and implement a national road transport plan which is based upon providing citizens access to road transport; involve citizens in the road planning process. The lack of proper road planning in the country results in limited access to transport for many citizens in Senegal. Road studies are needed to assess which areas of the country require improved access to transportation, and procedures should be developed for ensuring that road planning and implementation is based upon objective need assessments. Strategies should be implemented to involve citizens in the road planning process.

Strengthen policies and systems for monitoring and evaluation. Governance in the sector can be improved substantially by engaging and expanding the role of critical players. For example, public Ministries and Agencies currently have a weak culture of audit which allows corruption and weak management to flourish. Transport and public works Ministries and Agencies could broaden and reinvigorate the role of auditing in order to improve internal governance. In addition, meaningful citizen involvement in an Agency or Ministry can boost accountability and, ultimately, governance. Consideration should be given to incorporating “citizen audits” into transport and public works policy-making and project implementation in order to provide citizen input into the determination of priorities and to ensure compliance with technical and social standards.

Re-evaluate accountability and efficiency of using one or two firms to conduct design and quality control of public works projects. Assess the advantages and disadvantages of involving one or two firms in project design and quality control (Bureau d’Etude and Bureau de Control) of infrastructure projects, and develop a standard principles and practices which optimize project efficiency and accountability. Consideration should be given to basing the determination on the complexity of the contract. For example, the design and quality control may best be performed by one firm (a firm which provides both services -- d’Etude and de Control) for highly complex projects, while use of two firms may be optimal for less complicated projects. Additional consideration should be given to the Anglophone model where the entity charged as the Bureau de Control (i) supervises the construction, and (ii) reviews the design before the construction begins.

Initiate a process involving industry and the public sector to evaluate problems experienced by freight transporters (including charcoal transporters), and to implement recommendations to improve competitiveness, quality and safety, as well as to decrease related bribery. Government and industry should work together to develop an effective solution to improve the overall health of the freight transport industry and to address problems faced by transporters. The need for improvements is particularly apparent with charcoal transporters. Charcoal vehicles are often old and of poor quality because the transporters do not have the funds to properly maintain their trucks or to buy new ones. The lack of funding is partially the result of pricing distortions which limit revenues and, ultimately, opportunities for maintenance and purchase. These problems are exacerbated by the need for drivers to pay bribes to pass vehicle inspection, which otherwise they may not pass. (There is some anecdotal information which indicates that about 80% of the charcoal transport vehicles on the road may not pass an inspection today.) Government should convene a process to work with industry to assess the
problems experienced by freight transporters, including charcoal transporters, and to devise a solution which will result in higher quality trucks on the road, reduction of related environmental impact, less opportunities for bribery, and other problems which have been highlighted by the industry.

Evaluate bribery involving taxis and car rapides. Conduct a basic survey of drivers of car rapides and taxis to understand the nature of bribery with passenger transport vehicles. There is some indication that the bribery occurring with passenger transport vehicles involves vehicles which are not complying with laws and regulations. A survey would provide more detailed and useful information about the nature of the corruption in this industry, and related governance problems.

Evaluate the financing and the allocation of vehicles for the Taxi Sister program. The “Taxi Sister” program operated by the Ministry of Women and Social Affairs, has involved numerous abnormalities in its implementation. All aspects of the program should be reviewed in order to better understand why (i) only 12 taxis were awarded, in spite of numerous applications; (ii) small taxis were provided to the awardees, which placed the women taxi owners at a competitive disadvantage in the market, (iii) the original terms of the financing provided by the Ministry increased without explanation, increasing monthly payments for the owners and raising the total loan amount to twice that provided by a private car dealership; and (iv) the warranty associated with the financing was not honored.

Streamline procedures related to granting a driver’s license, and minimize discretion of public officials and intermediaries. Technical government authorization processes often create an opportunity for bribery. These opportunities surface when public officials and their agents are provided a high level of individual discretion, unmonitored interaction with the public; and few deterrents to corruption. These trends can be reversed by streamlining processes to maximize efficiency, and limiting individual discretion of civil servants and their agents. Setting up a one-stop shop for securing a driver’s license as well as a vehicle license would be a good first step toward improving efficiency and enhancing customer satisfaction. In addition, we recommend a complete evaluation and re-engineering of all processes associated with granting a driver’s license, focusing on the need to maximize efficiency and minimize individual discretion. The evaluation should also assess the role, selection, and results of the intermediaries involved in the process of securing a driver’s license. Consideration should be given to incorporating ICTs into the driver’s license authorization process. The evaluation and process restructuring should be supervised and monitored by the Minister of Road Transport.

Eliminate customs inefficiencies at the Port Autonome de Dakar. Historically, there has been notable inefficiency and poor customer service in customs processing at the Port Autonome de Dakar. Users referenced problems related to poorly defined regulations and procedures, long waiting periods of goods at the Port, high levels of Port congestion, customs risks related to hydrocarbon products, and poor execution of cross-country shipments requiring the accompaniment of a customs agent. These problem areas should be assessed and improved, recognizing that efforts are underway to modernize Customs and Port procedures through the use of ICTs. In addition, consideration should be given to the harmonization of tariffs to levels consistent with the "ability to pay" of users with the sustainability of the service.

Evaluate the efficiency and competitiveness of the pricing related to stevedoring (loading/unloading) at the Port Autonome de Dakar. In Senegal, pricing for stevedoring services is based upon product types as well as weight. The code of product types is complex, creating unnecessary complication and discretion, ultimately increasing opportunities for bribery. Senegal’s approach to pricing for stevedore services is different than numerous other Ports which base the cost of loading and unloading solely on weight. The
approach to pricing for stevedore services should be reviewed for efficiency and with the aim of improving the competitiveness of the Port Autonome de Dakar.

**Publish procurement data in order to promote transparency.** The findings reflect a broader concern about transparency and competitive bidding related to the procurement process. In order to enhance transparency and competition, the government should monitor and make publicly available the percentage of procurements which are subject to open competition, and the percentage of procurements which utilize evaluation criteria.

**Establish consistency in procurement practices throughout the sector.** Revised procurement procedures should ensure that selection criteria are published and utilized as a part of the selection process. In addition, efforts should be made to make selection criteria and procurement practices consistent across transport and public works Agencies and Ministries.

**Establish responsive mechanisms for investigating, enforcing, and monitoring corruption complaints.** Adopt a strategic approach to reducing corruption by putting in place procedures which allow for easy filing of complaints in the cases of: (i) bribery, extortion, or other forms of corruption; (ii) the lack of basic human rights; or (iii) poor service quality. Ensure the procedures are accompanied by an adequate information campaign, and that mechanisms are put in place to ensure a rapid response to the identified problem and ongoing monitoring of enforcement actions.

**Initiatives targeted to promote empowerment in the sector**

Governance improvement requires the meaningful participation of multiple public and private sector actors. To be effective, these organizations must have substantial capacity and a broad mandate for promoting good governance. Strengthening takes a variety of forms including additional funding, knowledge, skills, or other capacities.

Effective policy development and implementation requires public and private actors to work collaboratively to ensure that transport and public works activities, first and foremost, meet the needs of the public in a manner which promotes accountability and efficiency.

Specific suggestions for empowering selected actors include:

**Increase decision-making role of social actors (especially civil society and enterprises) in the transport and public works sector.** Broaden the involvement of the public in the ‘upstream’ phases of the investment cycle, as well as in the ‘downstream’ construction phases. Specifically, include civil society and enterprises as critical partners for developing policy implementing programs, and supporting evaluation. Ensure that their involvement is substantial, meaningful, and integral to the process. Consider opportunities to utilize citizen scorecards, and other social accountability tools, to measure citizen satisfaction with passenger transport.

**Improve public capacity to detect corruption and enforce related sanctions.** Identifying and acting upon corruption in the transport and public works sector requires public institutions with a clear and strong mandate to detect corruption and enforce sanctions, and the necessary resources to support these objectives. In Senegal, a critical public institution which needs reinforcement to be effective in this area is the Cours des Comptes. We recommend that the Cours des Comptes be provided with additional human and financial resources to improve its ability to identify and act up corruption.
Reduce the disparity in compensation levels between Agencies and Ministries. Create more equality between the salaries of high public officials of the Ministries with public officials of the same level in the Agencies in the transport and public works sectors.

Promote improved organization of freight transporters to enhance their ability to secure regulatory changes from the State. Freight transporters in Senegal are not well-organized. The lack of organization limits their ability to advocate for regulatory change that would improve quality and efficiency within the industry. By contrast, Malian transporters are well-organized and well-engaged in policy-making processes. Consideration should be given to supporting the formal organization of freight transporters so that they can proactively engage in the process of regulatory development in their industry. Initial steps might include a 3-day workshop of freight transporters: (i) to develop an industry definition of a freight transporter to serve as a starting point for state regulation, and (ii) to create a plan of action for sustained industry organizing.

Support stronger organization of rice importers. Rice importers are significant users of the Port Autonome de Dakar, yet they have limited ability to advocate for improved regulation and service quality (of Customs and the Port Autonome de Dakar) due to their weak organization. The industry is fragmented, comprised of many informal importers and a handful of formal importers. Effort should be made to develop more cohesion and structure in the industry so that it can advocate for better policy and service related to importation.

Strengthening the ENA (École Nationale d'Administration). Provide resources to the ENA to ensure that it is capable of generating strong public administration officials who also have reform-oriented and good governance competencies.

Targeted Use of ICTs. Where appropriate, use ICTs in the public administration in order to support capacity building and increased efficiency within the public sector.

Promote ethics clubs. Consider instituting voluntary ethics clubs inside transport and public works Agencies and Ministries in order to create a broad group of experienced technicians who are also good governance reformers in government.

Build capacity of key social actors. Strengthen the capacity of social actors through institutional strengthening initiatives, leadership training, citizen training throughout the country, and technical capacity building.