



Sub-Saharan Africa Transport Policy Program
The World Bank and Economic Commission for Africa



Long-Term Development Plan 2004-2007

Final Draft – April 2003

Africa Region



The World Bank

ACRONYMS AND ABBREVIATIONS

AFDB	African Development Bank
AGM	Annual General Meeting (of the SATP)
AU	African Union
CA	Constituent Assembly (of the SSATP)
CEMAC	Communauté économique et monétaire de l'Afrique centrale
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
ECOWAS	Economic Community of West African States
EU	European Union
IMT	Intermediate means of transport
IT	Information technology
LTDP	Long Term Development Plan
MDP	Municipal Development Program
NEPAD	New Partnership for Africa's Development
NGO	Non-government organization
NMT	Non-motorized transport
PAM	Performance Assessment Model
PRSP	Poverty reduction strategy paper
REC	Regional Economic Community
RED	Road Economic Decision Model
RMI	Road Management Initiative (SSATP component)
RR	Railways Restructuring (SSATP component)
RT	Rural transport
RTPS	Rural transport policy and strategy
RTTP	Rural Travel and Transport Program (SSATP component)
SADC	Southern Africa Development Community
SME	Small and medium enterprises
SRO	Sub Regional Organization
SSA	Sub-Saharan Africa
SSATP	Sub-Saharan Africa Transport Policy Program
T&T	Trade and Transport (SSATP component)
TS	Transport sector
UEMOA	Union économique et monétaire ouest africaine
UM	Urban Mobility (SSATP component)
UNECA	United Nations Economic Commission for Africa
WB	World Bank

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SUB-SAHARAN AFRICA LONG TERM DEVELOPMENT PLAN 2004 – 2007

Executive Summary

Set against the backdrop of the African Union and NEPAD, the Sub-Saharan Africa Transport Policy Program (SSATP) has reached a turning point in its record of service to its partners. Demands on the SSATP as the single most tried and tested transport policy development program in SSA are being heard from a wider than ever range of institutions and stakeholders. These stakeholders clearly recognize the crucial role of efficient transport in Africa's development.

Since 2000 significant changes have taken place in the SSATP. Governance and management arrangements, greatly improving transparency, accountability, and responsiveness, have become firmly rooted. The Program's agenda is now clearly in the hands of its stakeholders and partners, and its focus on the contributory role of transport in poverty reduction has never been clearer.

The Program cannot respond to those demands without profound changes in the way in which it delivers the services demanded by its partners, and without transformation of the way donors and sponsors provide support. This development plan is predicated on two linked approaches, conceptual and organizational:

1. **Conceptually** there needs to be a re-appraisal of the relationship between "transport" and other sectors so as to ensure understanding of transport as an essential service, contributing to the objectives of national development aspirations and to those sectors (social, productive, and economic) leading countries out of poverty. The notion of transport as a sector in competition for scarce resources needs to be changed so that the champions of transport are primarily in other sectors. This requires education and awareness-raising that targets transport users, as well as a change in the attitude of transport sector actors. The latter should not consider their function as being primarily the defenders of the interests of the transport "sector".
2. **Organizationally** the plan proposes management and funding arrangements which will address constraints both in SSATP program management and in partner institutions. It does this through proposing an expansion of program management arrangements in Africa, and by strengthening regional economic community (REC) ownership. Additionally the LTDP includes a range of resources to both public and private sector stakeholders to enable the establishment of effective, sustainable, participatory policy and strategy development processes. The LTDP hopes to achieve adequate funding commitments from donors, conditional upon approval of annual programs throughout the plan period, alongside monitoring and reporting arrangements.

Responding to the demands of the 2002 NEPAD Short Term Action Plan, in 2003 the Program will strengthen its relationship with the African Development Bank (ADB) – NEPAD's designated

institution for technical advice with the development of its infrastructure programs. The intention of this is to ensure partnership and complementarity between the institution and the Program in order for the SSATP to play a major role in support of Regional Economic Communities, the AU's designated building blocks of regional integration, and the chosen implementing agencies of NEPAD programs. This will provide a sound basis for strengthening Regional Economic Communities' share in Program ownership.

The LTDP will strengthen that process by making available resources to address any human resource and technical capacity constraints within RECs. This will help promote the development and implementation of strategies (and policies if needed) addressing priority concerns to do with the facilitation of inter-state and transit traffic. It will also help to coordinate member states' policies and strategies to ensure coherence and complementarity as well as alignment with obligations of regional agreements and transport protocols. In short the ADB/REC/SSATP partnerships will shape the Program's response to the demands of NEPAD priority objectives and AU regional integration policies.

At country level a **clear programmatic approach** will be employed to address integrated policy development anchored in PRSPs, entailing collaborative, participatory analyses of PRSPs and transport sector strategies. This process, as well as validating or reshaping transport inputs to PRSP objectives, will also provide a valuable tool to engage the attention of multi-sectoral actors and to sensitize transport practitioners to the role of transport as a service.

SSATP coordination will be established to guide the program approach bringing about convergence of components through addressing core cross-cutting themes so as to ensure coherent collaborative approaches to policy, institutional, and financial priorities. It is expected that convergence between components will be achieved during the early part of the plan period (2004-2007), developing an integrated transport approach at country and regional levels.

Private sector participation in policy formulation processes and resulting regulatory implementation will be promoted through SSATP coordination arrangements at national and regional levels. These arrangements will have clear stakeholder bases which will rely heavily on private sector participation.

By 2007 the program's target is that the 32 countries who participated in the 2002 Annual Conference and resolved on the long-term strategic goal should all have in place integrated transport sector strategies that are responsive to national development objectives and plans, and that each country will also have a national transport sector development priority action plan that fits within available resource envelopes.

To reach this target an estimated US\$25.6M will be needed over the four year period, or just over US\$6M a year. It proposes that this be provided by bilateral and multilateral donors against approved annual plans and satisfactory progress reports.

Very significant contributions to the Program in terms of human resources and material facilities will be provided by the core of the Program's partners and stakeholders in Africa. The time inputs are likely to exceed the equivalent of more than 5000 person weeks (in contract with the 3000+ person weeks of management time).

All these figures should be set against the likely US\$1B per annum current level of WB and IDA support to transport investment in Sub-Saharan Africa, and the very large transport component of 8th and 9th EDF funding allocated by the EU. Additionally the significant contributions from national treasuries and bilateral donors pushes the annual “transport” sum into the region of US\$2 B. The development policy promotion, emphasizing poverty reduction, capacity building, knowledge generation and dissemination facilities offered by the program will cost significantly less than one third of one per cent of the money going into the sector.

INTRODUCTION

Overview

1 Without affordable access, without adequate mobility, Africa's poor will be unable to take full advantage of any improvements in education, health, or other services. Unless the price being paid by transport service users is reduced, Africa's ability to compete in global markets and to attract inward direct investment will continue to be impaired. Without effective and well-implemented transport sector policies key development instruments such as budget support, sectoral investment programs, and sub-sectoral development programs cannot hope to lessen poverty in any sustainable or lasting way.

2 The SSATP is the only transport program reaching across the whole of Sub-Saharan Africa, pioneering development and implementation of transport sector policies and strategies that were once seen as radical, and now are accepted almost universally as good practice.

3 This Long-term Development Plan (LTDP), 2004 - 2007 seeks commitments from donors to maintain engagement with the program for four years so as to allow the the SSATP to implement a strategy to achieve the goals set out in its mission statement and endorsed by its partners and stakeholders.

4 The engagement would be conditional upon successful implementation of a succession of annual programs, each attaining milestones en route to the goal. Annual programs will be developed by program management in line with stakeholder demands expressed through annual meetings, and agreed with partners, donors, and sponsors. Coherence with REC programs will be ensured by promoting the RECs' share in SSATP ownership both through governance arrangements (AGMs, etc), REC participation in developing SSATP annual plans, and improved SSATP coordination in SSA.

History of the Sub-Saharan Africa Transport Policy Program (SSATP)

5 As an outcome of the first United Nations Transport and Communications Decade for Africa (UNTACDA I) The Sub-Saharan Africa Transport Program (SSATP) was launched in 1987 as a joint initiative of the World Bank and the United Nations Economic Commission for Africa (UNECA). Its purpose was to improve transport sector performance by promoting policy reforms and institutional changes. The program has evolved over the years into a flexible means for developing and promoting such a framework.

6 An international advisory committee which first met in 1987 (chaired by UNECA) initially co-ordinated the Program's activities. The principles and the coverage of the Program were laid down at a meeting of this committee in Oslo in 1988. By 1992, policy reform had emerged as the prime focus of attention. To emphasize this, the name of the Program was changed to the Sub-

Saharan Africa Transport Policy Program and by that time was being implemented through five components.

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

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

8 Progress to date has been made possible with the support and guidance of up to 15 bilateral donor agencies, the World Bank, and the European Commission, both through direct support to program management and through the provisions of investment programs. Additionally, partner countries and institutions have contributed very significant resources in terms of professional time inputs and the provision of physical facilities. Fourteen countries in Africa now have Road Boards or Road Funds (some of which finance rural road maintenance), six countries have adopted appropriate rural transport policies and strategies and clean air initiatives have been launched in Ouagadougou, Dakar, Cotonou and Abidjan. At least 15 countries have railways, airports or seaports run with private sector participation.

9 In 2000, following indications from beneficiaries that elements of the program were in danger of becoming supply rather than demand driven, donors and stakeholders held a series of meetings in Washington DC and Copenhagen at which were agreed a number of objectives for the SSATP (the development of a program as opposed to a component driven approach alongside untied funding), and the establishment of a governance framework to improve accountability and transparency. At the same time it was agreed that a comprehensive study of the program be undertaken in 2001 to review its status, and recommend long-term strategic goals. Study findings included stakeholder endorsement of a programmatic approach, and recommended that the program focus, in the long-term, on promotion of integrated transport sector policies and strategies. This has since been endorsed and refined by program stakeholders by explicitly formulating this objective in relation to overarching poverty reduction and other national developmental goals.

SSATP Impacts and Achievements

Impacts

10 The SSATP has a distinguished history of supporting information-gathering, analysis, and dissemination. This has led to development of principles, themes, and areas of focus that have all had a substantial impact on transport policy formulation and implementation. Some of the impact is being seen with the recent Program resurgence and widening influence on the policies and operations of countries, regional economic organizations, aide agencies, and international organizations such as the World Bank, UNECA, and the European Community.

The Program's long-term development plan aims to maintain and strengthen this influence in both traditional and new directions. The map at Fig 1 shows all the countries which participated in the SSATP Annual 2002 Conference in Maputo, giving a clear indication of the breadth of the Program's direct influence in SSA.

11 On an overall program level, the SSATP is focusing efforts on national transport policies and programs that support poverty reduction strategies—specifically in clarifying the key role of transport in achieving the goals of other sectors such as health, education, and agriculture. Efforts to more clearly define principles and practices will be presented at the Program's 2003 Meeting in Rwanda. The link with economic development and poverty reduction in other sectors is not strictly new; the influence of principles and themes championed by SSATP components on transport sector development has been strong and consistent.

12 This influence can be clearly illustrated in Ethiopia, where an agriculture-led development plan triggered a comprehensive road sector development program (RSDP), which enjoys the support of many donors. The RMI principles—ownership, stable financing, responsibility, and good management, all supporting the theme of commercialization—have been central to the Ethiopian RSDP. Similar principles championed by the RTTP—ownership, good management, and adequate funding—have been applied not just to policy but to actual or pending improvements in many country programs that enjoy wide support (for example, recently, in Madagascar).

13 Virtually all lending programs for road sector development take these RMI and RTTP principles as a starting point for intervention. This extends to programs supported by the EU and many donors such as GTZ. The principles are now accepted outside of Africa and can be clearly seen influencing road sector programs in Jordan, Yemen, Philippines, Nepal, Bangladesh, Laos and several Indian states. Outside the road sector, commercial management principles (drawn from experience) have been articulated formally by the Railway Restructuring component as well. These principles may seem self-evident and direct credit for their use may no longer be attributable to the SSATP or its components; however, without the Program's *long-term and consistent support* via these components, this advocacy would not have been fruitful. A new series of questions and issues has emerged that has less to do with the development of principles than in their practical application.

14 The impact of the UM, T&T, and RR components of the SSATP have been less in development and longtime advocacy of principles than in generating information and conclusions (via review and research) and disseminating it. This has guided specific reform efforts. As early as 1990, the Urban Mobility component reviewed public transport in 12 SSA countries that identified institutional reform and non-motorized transport (NMT) as key focus areas. The lessons from this research have guided country transport project components supported by the World Bank and donors. Wider programs—such as the Clean Air Initiative—have emerged from identifying the effects of urban pollution on the poor. The UM component has also taken “cross-over issues” such as road safety and the importance of transport micro enterprises and is making them priorities in the urban environment. Similarly, alongside the advocacy of liberalization policies in maritime international shipping, the Program's T&T

component also helped trigger progressive changes in the management of port and terminal operations in West Africa, by disseminating knowledge and information on public/private partnerships in ports and on terminal concessioning policies and associated regulatory needs. T&T is changing its focus to work on non-physical barriers to trade in African transport corridors adding value to REC programs— and through the “program approach” proposed by the SSATP, impact on these corridors can be enhanced. It is well understood that infrastructure and maintenance improvements may bring little *regional* benefit unless trade barriers are removed.

15 The Program’s emphasis on regional organizations is increasing but not new. The T&T component showed this clearly through the work undertaken in partnership with MINCOMAR, the then regional association of maritime transport ministries. The SSATP contributed to the progressive phasing out of the Code of Conduct of Liner Conferences and of the associated cargo reservation policies.

16 At a wide level, overall SSATP principles and practice have influenced EC transport guidelines expressed, for example, in the 1996 publication *Towards Sustainable Transport Infrastructure: A Sectoral Approach in Practice* and the 2000 Communication #422 “Promoting Sustainable Transport in Development Cooperation.”

17 The SSATP is hosted by the World Bank, which values the Program as a source of informal economic and sector work based on client perspectives and needs. Operations have been set within the principles and conclusions developed by SSATP components, and the Program has supplied direct support to World Bank-led projects in the form of dissemination of information, capacity-building workshops, and for policy formulation guidance. One indication of the value placed on the Program is that the RMI received the prestigious World Bank President’s Award for Excellence in 1996.

18 Perhaps the best measure of SSATP’s impact is illustrated by growing demand for support of the Program and association with it by transport ministries and RECs. This is illustrated elsewhere in this document (paras 38 – 44). The influence of widely-accepted principles and policy conclusions can be seen in SADC transport protocols and in the model policy and legal instruments that have been adopted by countries (such as Namibia and Swaziland) that do not normally rely on World Bank or donor assistance.

19 This growing recognition and demand is a clear result of the years of work done by the Program and its components “on the ground” particularly since the early 1990s.

SSATP Achievements

20 SSATP research, publication, and dissemination have been one of the key achievements of the Program since its inception; over 150 publications, models, etc are available on the Program’s website, which has at its peak attracted over 15,000 “hits” per month.

21 Some of the major specific program achievements are mentioned by component below.

22 **RMI.** Formal adherence to the RMI program remains strong. There are now 17 members, each having a country program managed by a local coordinator reporting to a steering committee. In addition there are about 10 other SSA countries that are regularly participating in RMI events and are adopting some or all of the recommended reforms. At least 12 countries have now adopted high-level policy frameworks. At least 20 SSA countries, including all but one of the 17 formal members, have established a “second generation” road fund. Most have secured direct channeling of resources and have put in place independent auditing and other transparency measures. All but a handful of these funds are managed by board of directors with mixed private and public sector representation. About half of the RMI members have been able to establish a commercially-run road agency to execute or manage road works—in most cases these agencies enjoy considerable managerial autonomy.

23 These achievements follow more than a decade of research, direct assistance, and advocacy. Members have called on RMI to continue the advocacy role along with capacity-building and information dissemination. Major challenges remain, however, notably in the application of these principles; securing and properly using maintenance funding will remain a large priority for the program in the future.

24 **RTTP.** Some 21 countries adhere to the RTTP currently, all of which are in one of the stages of policy development and implementation. Selected recent examples of RTTP achievements include:

25 **Tanzania.** The RTTP has been technically assisting the Coordination Unit of a national pilot activity -the Village Travel and Transport Program (VTTP)- since 1999. RTTP also supports implementation of one of the seven pilot districts where the VTTP is being implemented. A recent evaluation has cited the success of the pilot phase of the VTTP and a stakeholders workshop that reviewed the evaluation has recommended expanding VTTP activities to the entire country, if resources allow.

26 **Malawi.** The Malawi government has been implementing Malawi Rural Travel and Transport Program (MRTTP) since 1997. The Country has produced a Rural Transport Policy Statement which was incorporated into the National Transport Policy adopted in 2001. The MRTTP has also actively participated in the formulation of the Poverty Reduction Strategy Paper (PRSP) endorsed in 2001 and has organized a series of workshops and seminars on transport and related issues. Moreover, the Programme has assisted decentralization by assessing needs and building capacity at local level. The MRTTP has now built capacity so as to intensify its activities, and implement proven planning and implementation tools at local levels.

27 **UM.** The UM component has published 21 working papers and launched a data base on urban transport in 1998. The demand for UM services has grown from 4 countries in 1994 to 18 in 2002. Partnership has been extended from the traditional ministries of transport to municipalities (since 1998), regional institutions such as the Municipal Development Program and CODATU.

28 UM achievements have been in the four main areas outlined previously:

29 **Institutional reform.** By gathering the main stakeholders (government, the municipality and industry) , the UM component helped establish an urban transport authority in Dakar, Senegal (the Conseil Exécutif des Transports Urbains de Dakar, CETUD). The establishment of CETUD in 1997 laid the foundation of a Urban Transport Reform and capacity Building Project financed by the World Bank (1997-2000). This project has been followed by a \$134 million Urban Mobility Improvement Project in Dakar approved by the World Bank Board of Directors in May 2000. The institutional arrangement in place in Dakar was a reference for the set up of AGETU (Agence d'Exécution des Transports Urbains) in Abidjan (2000) and the establishment of the Lagos Mass Transit Authority, LAMATA, in Lagos (2002).

30 **Non Motorized Transport .** Between 1995 and 1999, non-motorized transport pilot projects were carried out in Kenya (Nairobi and Eldoret) and Tanzania (Dar-es-Salaam and Morogoro).The projects followed studies on urban motorized transport issues undertaken in 1993 and 1994. . The primary output of the pilot activities was the experience gained through the testing of spot interventions to support NMT. The second main output was a significant increase in awareness amongst politicians planners, engineers and the public of the importance of addressing the needs of non-motorized transport users. NMT guidelines are being assessed by the World Bank.

31 **Public Transport Services (micro-enterprises).** Through studies carried out in Dakar, Bamako, Abidjan, Harare and Nairobi, the UM component has accumulated knowledge on the way small enterprises operate transport services in cities. This is a major shift from the 1980s where public transport companies were the norm in major SSA cities. Since micro enterprises supply most of the transport in urban areas, this information is a valuable tool to address the issues of externalities (accidents, pollution) and more importantly improve the way such services are provided. Transport micro enterprises are operated and used by the urban poor and are the major pool of employment in SSA cities.

32 **Urban Air Pollution.** Lead is likely to be eliminated from gasoline in SSA by 2005. This is expected to be the major achievement of the Clean Air Initiative supported by the SSATP's UM component. This support began as early as 1998. Regional partnerships have played a key role in this anticipated accomplishment, which is expected to have a marked long-term effect on the health of all Africans living in cities.

33 **T&T** In addition to the successful work mentioned above under **SSATP Changes and Impacts**, T&T led the way in West Africa in promoting the transformation of national shippers councils from cargo reservation agencies into genuine representative organizations for domestic shippers.

34 **RR.** This component played a high-profile role in the concessioning of the Abidjan-Ouagadougou railway in 1995. This concession became a model for subsequent initiatives. A railway concession toolkit and case study are now being prepared for publication.

Fig. 1. Sub-Saharan Africa Countries Attending the July 2002 SSATP Meeting in Maputo



RATIONALE FOR THE LTDP

A Renewed Dynamic, 2000 - 2002

35 The 2002/2003 Business Plan (BP) was formulated taking into account issues raised by the Netherlands Economic Institute (NEI) in the SSATP Study Report (October 2001). The 2002/2003 BP was an integral part of a long-term strategy, expected to be implemented between 2002 and 2006. The period 2002/2003 was a consolidation phase – improving the program’s connections with both donors and stakeholders – but it was also preparing for the transition of the SSATP from a component to a program approach.

36 The November 2001 Annual General Meeting (AGM) of the Program was unable to adopt the business plan as the level of secured funding fell far short of what was required. Consequently an “Interim Work Program” (IWP) for 2002, based on prioritized BP activities (and suspending Urban Mobility and Railway Restructuring activities) was submitted to donors in December. Concerning the long-term development framework, the opinion of the AGM was that the consolidation phase needed to be further advanced before it could be considered.

37 Supplementary funding from the World Bank became available in February 2002, allowing a number of suspended BP activities to be revived during the relatively short period during which the support was available (up to the end of June 2002). The breathing space provided by this funding took the pressure off donor trust funds, allowing relatively significant provisions to be conserved for the second half of 2002. Consequently, actual provisions for 2002 came close to meeting original BP needs – and this will be reflected in the outputs for the year.

38 The 2002 Annual SSATP Meeting in Maputo in July marked an important milestone in the program’s strategic development. Attended by coordinators, senior policy makers, and private sector representatives from 32 African countries, four regional economic communities, nine sub-regional organizations, three regional transport organizations, and seven donor agencies, the meeting adopted the long-term strategic goal of the program – anchoring (bonding) integrated sectoral policies/strategies in PRSPs. The concept of a program approach was endorsed – with the proviso that clarification of its implications is needed, and the short-term BP was also endorsed. And most importantly, underpinning the results of the meeting was a the clear assumption of ownership of the program by its constituents and stakeholders.

39 These decisions provide the specific “demand” foundations for the rationale and approach to the long-term development plan and financing proposal set out in this document

DEMAND FOR THE PROGRAM

40 Demand for SSATP products and services has been significantly amplified over the past 2 years as its achievements have achieved a high degree of recognition within Africa.

41 At an Africa-wide level, **Ministers of Transport and Communications at their 12th Annual Meeting** in Addis Ababa in March 2002 designated the SSATP as their principal policy development tool in the follow-up to the conclusion of UNTACDA II. Additionally, Ministers instructed the program to seek sufficient resources to extend coverage to the whole of Africa.

From “The Way Forward” Action Plan – adopted by Ministers of Transport and Communications at the conclusion of their 12th Annual Meeting, March 6, 2002

Objective 2: To ensure the implementation of the SSATP program

Outputs:

1. **Implement the Business Plan of the SSATP related to RMI, RTTP, Trade and Transport, Urban Mobility and Railway Restructuring. (World Bank, ADB, ECA, RECs, UAR, MOWCA, Bilateral donors, African countries).**

Mobilize more resources for the SSATP and extend if possible the coverage of the program to all African countries. (World Bank, ADB, ECA, RECs UAR, Port Associations, Bilatera

42 The **NEPAD Short-Term Action Plan** (May 2002) expects the program to contribute to achievement of transport sector priority objective by maintaining its overall policy development promotion and facilitation role in SSA, and through:

- Employing its acknowledged position as the pre-eminent knowledge generation and sharing facility in the service of NEPAD;
- Continuing the leading role it plays in developing rural transport policies and strategies;
- Promoting the framework of institutional and financial reforms established under the Road Management Initiative.

43 The **Fourth Annual Regional Consultation of UN Agencies Working in Africa** (24 – 25 October 2002), convened to address support to the NEPAD Infrastructure Short-Term Action Plan, made a number of recommendations through cluster group break-out sessions which the NEPAD Secretariat will use in its policy formulation work at regional, sub-regional, and country levels. The Infrastructure Development Group, in its recommendation for transport, stated that it should “...assist in the implementation of the Sub-Saharan Africa Transport Policy Program (SSATP), which has now been brought under the NEPAD framework”.

44 Demand from **African public and private sector stakeholders**, coordinators, and policy makers, at national and regional levels, is clear and increasing. This was clear from the 2002 SSATP Maputo Meeting and in the aftermath of that event. More and more countries are expressing wishes to join the partnership, particularly in order to share in the experience and

knowledge which will be generated as the program takes on the challenges of integrated sectoral policy development. The SSATP Board has already approved new (and widely distributed) criteria for candidate partners. Since the Maputo meeting, Swaziland, Lesotho, and the Gambia have signaled their intention to become partners, and in the 12 months following the 2001 Saly meeting, Rwanda, Burundi, and Cape Verde have done likewise.

45 The role of transport, mobility, and access as an essential element in poverty alleviation strategies is unquestioned by African stakeholders and partners in both the public and private sector.

46 **Demand from donors** including the World Bank, the EU, and the ADB is multi-faceted. Overall, donors require that sectoral policy frameworks be soundly based and the examples of good practice generated by the program and its components are recognized. All insist on a clear development focus with poverty reduction as an overarching aim both through component initiatives or the Program as a whole.

LESSONS LEARNED, ISSUES TO BE ADDRESSED

47 The Long-Term Development Plan (LTDP) addresses critical capacity shortfalls in both program management and partner institutions. New factors contributing to this situation include:

- Program membership rising from 22 (RMI and RTTP) participants in 2001 to potentially 32 now (including new candidates), with further applications possible. (It is understood that the number could rise significantly which may make additional resource mobilization necessary);
- Achievement of sectoral strategies fully bonded with national (PRSP) development programs requires development and implementation of new methodologies in all partner countries;
- Need to serve Africa-wide developmental priorities, particularly NEPAD, and the SSATP related conclusions of the March 2002 Ministerial Conference;
- Need for strengthening REC Program ownership so as to promote regional transport policy development and strategy implementation within a clear framework of institutional arrangements setting out the role of the Program with regard to the ADB;
- Need to emphasize the Governance characteristics of the program to facilitate increasing use of direct budgetary assistance by donors and lenders as a development mechanism.

48 Factors arising from current component activities to be addressed through a holistic, programmatic approach, include:

- Sustainable funding for road maintenance for all network elements remains an elusive goal in spite of a decade of advocacy and championship of institutional and financial reforms. Accelerated introduction of performance assessments which have already been piloted is required. Danger of countries being sidetracked by unbalanced emphasis on institutional reform at the expense of funding and service delivery must be corrected;
- Relatively low awareness levels in Francophone West Africa concerning roads sub-sector reform and financing issues need to be specifically addressed;

- Risk of declining political commitment to sustain long term policy development and its implementation;
- Rural transport policy development needs to be accelerated in RTTP member countries, and issues of network definition, acceptable service levels, means of transport, passability, appropriate technical standards, network ownership, and financing prioritized;
- Urban Mobility’s efforts to better understand poverty, the transport needs of the poor, and mobility relationships, needs to be quickly translated into policy objectives targeting financing and institutional arrangements;
- Trade and Transport’s corridor facilitation work needs to be accelerated and national policy frameworks fully aligned with transport protocols in regional agreements and multilateral treaties and shaped to meet NEPAD and AU priorities;
- All components must jointly address common cross-cutting issues that have priority policy implications, such as safety and security, HIV/AIDS, gender equity, transport costs and affordability.

THE LTDP STRATEGY

Forging New Regional Partnership

Overall

49 The LTDP entails promotion and facilitation of transport sector policy and strategy development at both regional and national levels, in accordance with the demands of stakeholders and in support of African Union and NEPAD objectives.

50 At regional levels the imperatives of regional integration require that transport fully plays its part as a major component of regional strategies. At national levels transport sector policies and strategies must provide the cost effective services required for economic growth, and affordable access so that multi-sectoral objectives embedded in PRSPs and other national development goals can be realized.

NEPAD

51 NEPAD has designated the African Development Bank as its advisory institution for assisting the development and elaboration of its infrastructure programs. The RECs have been designated by the AU/NEPAD as the implementing agencies of its programs. The institutional framework for implementation has as its nuclei of all programs and implementation activities, the individual countries.. The SSATP's role as an instrument for promoting sound transport sector policies must facilitate the creation of enabling environments within which those programs may be structured. This entails enlarging the SSATP partnership by properly structuring its relationship with the ADB, and promoting ownership by RECs– making the Program a major transport sector policy promotion instrument in accordance with the provisions of the NEPAD Short Term Action Plan.

52 The LTDP is predicated on the achievement of a clear understanding of the Program's role in this regard before the commencement of the plan period. This will be undertaken through consultations with the ADB and RECs in early 2003, and the adoption of appropriate approaches by the 2003 Annual General Meeting.

53 Strengthened SSATP management resources within Africa will allow the maintenance and operation of such collaborative mechanisms as may be agreed.

The role of Regional Economic Communiies

54 In line with the decision of the NEPAD Steering Committee of Heads of State and Government , RECs and relevant subregional organizations will be encouraged to share in

ownership of the SSATP whose policy development agenda they will promote as an integral part of their broad transport sector programs.

55 RECs are the building blocks for integration under the AU. They foster regional integration through investment promotion and private sector development; infrastructure development and monetary and fiscal harmonization; peace and security; gender and advocacy programs, and internal capacity building and strategic management initiatives. The SSATP LTDP will add value to these and other REC activities in a number of ways.

56 If required, resources for capacity building will be provided to allow RECs to:

- Strengthen their human resources through the recruitment or assignment of specialist staff (who will belong to the institutions concerned) to promote the implementation of regional transport strategies designed to facilitate inter-state and transit traffic, including the adoption of appropriate and practicable performance standards, and strengthening regional policy environments within which regional investment programs may be adopted;
- Better monitor and advise member states as they develop transport sector strategies so as to promote collaboration and coherence with wider regional objectives;
- Better monitor and advise relevant Sub-Regional Organizations active in the transport sector to ensure collaborative and coherent approaches to regional transport policy and strategy issues;
- Develop and fully utilize SSATP fora and dissemination capacity so as to ensure knowledge sharing between RECs “laterally” between regions, and “vertically” to member states and “externally” to multilateral and bilateral development partners;
- Promote private sector participation in the development of regional policies through the establishment of new (or strengthening existing) consultative instruments and stakeholder groups.

2 MAKING TRANSPORT SERVE POVERTY REDUCTION GOALS

Transport and Growth, Transport and PRSPs, a Twin-Track Approach

57 A twin-track approach will be adopted. On the one, hand components converging into a Program Approach will improve their focus on transport’s contribution to poverty reduction, including promoting policies that reduce the high transport cost barriers to mobility and that deliver affordable access, and support general growth. This is likely to entail the definition of a minimum infrastructure platform, or that benchmark level of infrastructure below which sustainable growth will be unattainable. On the other hand links between sectoral policy and

strategy development anchored in national development policies (PRSPs) will be fully established. This will be done through participatory processes, involving a wide range of private and public sector stakeholders whose objective is to ensure coherence and efficiency, enabling cost effective transport services to play their part in all aspects of national plans.

58 As well as delivering the quantitative and qualitative analyses and outputs essential for formulating relevant and responsive sector policies and strategies, the processes will bring about a paradigm shift in the relationships between "transport" and other sectors. There is a need for all actors in development processes to abandon "territorial" institutional positions based on notions of sectoral competition. The concerns of transport sector players that their voices are not being heard, that they need to better their advocacy performance, are, to an extent, mistaken. The champions of transport, its advocates, are to be found in the ranks of transport users, not least among planners and implementers in other sectoral institutions.

59 This has long been acknowledged, at least in theory, but there is not a great deal of evidence that planning processes recognizing interdependence have been put into practice. The approaches to the PRSP/Transport analysis tasks which the Program will promote will evolve into a methodology which will bring about a significant "cultural" change in the way in which transport sector specialists understand their role.

60 With transport taking the first steps in initiating this new approach, it is to be hoped and expected that development planners in other sectors will rethink their own positions. It will be a long process and will to an extent depend upon external partners matching the changes within their own institutions. The expanding use of budgetary support as a developmental instrument by bilateral donors and multilateral agencies presupposes robust, relevant, policy frameworks, plans, and strategies. The Program's approach to analysis, review, formulation and reformulation will go some way to strengthening those frameworks, not only through the expected outputs, but also through the establishment of processes and mechanisms that can respond to the dynamics of constantly changing policy environments.

Starting Points of the Process

61 The approach assesses all the activities required during the plan period to produce the outputs which in turn will achieve the purpose by the end of 2007.

62 Certain assumptions concerning the starting point need to be made, and these depend on implementation of the 2002/2003 BP. However, only one crucial assumption is made. That is that initial methodologies for undertaking PRSP/Transport analyses have been formulated and that a reasonable number of countries have agreed to commence the work entailed. The PRSP/Transport analysis work is to be piloted during the first half of 2003 in advance of the 2003 Annual SSATP meeting.¹

63 The 2003 meeting will be responsible for agreeing the analysis methodology, and it is expected that during that meeting some countries, possibly 2 or 3, will agree to put it into practice. Progress targets to be met by the time of the 2004 annual meeting (the first of the LTDP period) will also be agreed, along with performance indicators.

¹ The Concept Note and draft "Case Study Methodology" has been circulated to all stakeholders, and it is expected that both will be largely adopted, and candidate countries identified by late 2002 or early 2003.

64 Along with (indeed an integral part of) the methodology referred to is the process through which it will be applied, and this in turn will entail identification of stakeholders charged with advocacy, promotion, and management of the process. Lessons learned will strongly influence approaches to the establishment of national SSATP coordination as part of the program approach.

Developing the Processes, the Program Approach

65 Partner countries have achieved different levels of progress with regard to policy development. Those which have focused on RMI issues continue to address a host of continuing institutional and financial development issues. RTTP strategies in the form of the rural transport policy and strategy (RTPS) development model are being pursued as well, sometimes alongside RMI initiatives, sometimes not. Urban Mobility as a program has successfully pursued a clean air agenda, and is now turning its attention to developing sustainable financing mechanisms and appropriate institutions for addressing questions of mobility and the transport needs of the urban poor. The importance of the Trade and Transport component is now recognized in terms of the contribution it can make to reducing the obstacles to interstate and transit traffic, reducing costs, improving the competitiveness of African production, and promoting growth.

66 The concept of a program approach will mean ensuring the complementarity of what have been component initiatives as they jointly seek to achieve priority objectives. As the policy development process advances, components will be realigned and sometimes merged. In all cases, what may previously have been regarded as component specific issues, will be addressed within an SSATP framework focusing on priority national development and poverty reduction objectives. New, candidate members may elect to adopt a program approach from the start, establishing at the outset an SSATP coordinator who will promote policy development by addressing simultaneously what have been regarded as component issues. In all cases collaboration is essential, and the means by which the necessary coordination is achieved will be the SSATP coordination function. How this will be established will probably vary from country to country, and the processes necessary to determine the “who”, “what”, and “where” aspects of the function are described later in this plan.

67 The challenge facing the program is how to promote coherence between a variety of initiatives at different stages of development so that prioritized policy frameworks and strategies serve the interests of the economy and society through the implementation of national programs.

68 The program intends to achieve this, on a country- by -country basis, through promoting and facilitating participatory processes that reflect the 3 stage basic approach used successfully by the RTTP (Stage 1, diagnosis and analysis followed by stage 2 policy/strategy formulation and stage 3, implementation).

Transport as a Service – From Rhetoric to Practice

69 The notion of transport as a service to other sectors is recognized by stakeholders as fundamental. The importance of affordable access and mobility for the poor only has tangible meaning in terms of access to services, markets, and social, productive, and cultural activities, etc which underpin opportunities for developing social and economic capital leading to improved livelihoods.

70 Consequently, the objectives of transport sectors, expressed through policy frameworks and resulting strategies, are to serve the objectives of other sectors through ensuring that the transport element, explicit and implicit, delivers cost-effective affordable services.

71 Identifying transport elements will require analysis of PRSPs and action plans so as to disaggregate the transport or logistic components, and to reassemble them in a fashion that ensures coherence between the demands of different sectors, and that addresses underlying demands of national economies as a whole.

72 It is possible, not to say probable, that analysis of PRSP objectives and action plans may highlight weaknesses in terms of neglect of essential transport components, and it is therefore important that the exercise is structured in such a way as to bring into the open latent transport demands.

73 Underlying the approach to the analyses is the notion that transport, as a “sector”, should not see itself as being in competition with other sectors for its share of resources. And the intention that PRSP processes should lead to prioritized action plans integrating complementary multi-sectoral interventions may take some time to realize.

74 Entry points will vary from country to country and region to region. As noted, SSATP "members" encompass those who have longstanding association with components, particularly the RMI and RTTP, as well as new and candidate members who may elect to adopt a programmatic approach from the outset. Some countries have already embarked on, or completed formulation of, transport sector strategies, while others are about to commence. Some countries have developed PRSPs and associated action plans, while others are currently engaged in their design. (see Fig 1 below).

Fig 1, PRSP, RMI, RTTP Relationships

Country	PRSP	RTTP					RMI					
		RTTP 1 Stage of Development	RTTP 2	RTTP 3	Clear Ownership Rural Rds?	Clear Funding Rural Rds?	Road Fund	Board Public Private	Legal Basis	Agency exists? Autonom?	PAM Date	PAM coverage
Angola	Done(2000)				Y	Y	Y	N				
Benin	Done(2000)				?	?						
Botswana	Done(2000)	1			N	N			N			
Burkina Faso	Done(2000)											
Burundi	?											
Cameroon	Done(2000)		2		Y	Y	Y	N	N			
Cape Verde	Done(2002)									TBCO		
CAR	Done(2000)						Y					
Chad	Done(2000)	1			N	N	Y	E	N	TBCO		
Comoros							Y					
Congo Dem Rep	Done(2002)											
Congo Rep	Done(2002)											
Cote d'Ivoire	Done(2002)	1			1	Y		N	N	06/02	1+2	
Djibouti	Done(2001)											
Equatorial Guinea												
Eritrea												
Ethiopia	Done(2000)			3	Y	Y	Y	E	Y/A	TBCO		
Gabon												
Gambia the	Done(2000)											
Ghana	Done(2000)		2		Y	N	Y	E/P	Y	Y/A	11/02	4
Guinea	Done(2000)		2		Y	Y	Y		N	06/02	4	
Guinea-Bissau	Done(2000)											
Kenya	Done(2000)		2		Y	Y	Y	E/P	Y	N	05/02	1+2
Lesotho	Done(2000)		2		Y	Y						
Liberia												
Madagascar	Done(2000)			3	Y	Y	Y		N	TBCO		
Malawi	Done(2000)			3	Y	Y	Y		Y	Y/A	10/02	1+2
Mali	Done(2000)											
Mauretania												
Mauritius					Y	Y						
Mozambique	Done(2000)		2		Y	Y	Y		Y	Y	04/02	1+2
Namibia												
Nigeria			2		Y	N			N	N	TBCO	
Niger	Done(2000)	1			Y	Y						
Rwanda	Done(2000)	1			N	N	Y				TBCO	
San Tome & Principe	Done(2000)											
Senegal	Done(2000)		2		Y	Y		E	Y/A	TBCO		
Seychelles					Y	Y						
Sierra Leone	Done(2001)				Y	Y	?					
Somalia					N	N	Y					
South Africa					Y	Y					TBCO	
Sudan												
Swaziland												
Tanzania	Done(2000)		2		Y	Y	Y	E/P	Y	Y	10/01	(1) +2
Togo	?											
Uganda	Done(2000)			3	Y	Y		N	N	N	TBCO	
Zambia	Done(2000)		2		Y	Y	Y	E/P	N	N	11/02	1+2
Zimbabwe		1			Y	Y	Y	N	N	N	10/02	2

SSATP Members
Candidates

PAM Coverage : 1 ->rural 2->trunk 3->urban 4->all
E -> Established Board
P -> Private sector majority
TBCO : to be carried out in the next 6 months.
A -> Autonomous Agency

75 There may be other variables affecting transport priorities which will include the location of the country (eg landlocked or maritime), availability of transport modes, differing sectoral priorities, etc. In some cases the work entailed will be little more than a simple review to provide assurances that coherence exists and that the necessary mechanisms are in place to facilitate further reviews (policies are dynamic, not static)

76 However, the process to be adopted is common to all.

- Awareness raising - (is there a problem? Who does it belong to?)
- Identification of key stakeholders and actors
- Agree composition and duties of an "oversight" group, and composition and ToR of particular working parties
- Undertake comparative analyses/reviews of PRSPs and transport sector strategies
- Identify areas of coherence, disconnection (in both)

- Propose specific transport policy and strategy remedies
- Feed outputs into diagnosis stage of process
- Complete diagnosis through mix of studies, workshops, seminars
- Produce draft policy/strategy document
- Review and adoption by stakeholders
- Adoption by government
- Implement strategies.

77 Entry points for the process will also be affected by political commitment and the status of current sectoral policies and strategies. Criteria for SSATP support will be adoption of the principles already defined by the Board, and any modifications that may be required in the light of experience in implementing the approach methodology outlined above (or as may be refined over time). There will also be a number of other factors and interests which will give different shapes to the policy landscape in different countries. These include:

- Sub-regional transport protocols
- National development plans
- Budgetary planning arrangements - external budgetary support
- Sector-wide plans
- Sub-sectoral investment programs
- Sectoral Interests, and priorities
- External factors:
 - o Donor policies and programs
 - o Lending agency' programs
 - o Cultural, ethnic, historical, language linkages or barriers.

Managing the Transition to a Program Approach

78 At country level, the LTDP (Logframe) purpose of the establishment of integrated sectoral strategies clearly requires the bringing together of all the policy development initiatives which have, in the past, been promoted by individual components. It also requires that cross-cutting priority themes (eg. HIV/AIDS, gender equity, safety and security) be mainstreamed in policy and strategy development processes.

79 Likewise at Regional level, although the priority focus demanded by stakeholders and the imperatives of the NEPAD Short Term Action Plan, is on the role to be played by transport in regional integration, particularly through trade facilitation measures, a holistic approach to regional policies is also required. The same cross-cutting priority themes need to be addressed, and the role of RECs in promoting coherence in member states' policy development processes must match the integrated approaches which will be adopted by countries.

80 The LTDP proposes the establishment of an SSATP Coordination Function in each country. This function may take one of a number of forms, depending upon the circumstances (for example it could be a single coordinator, or a coordination group). The LTDP includes provisions for the required processes (stakeholder analyses and workshops to elaborate mechanisms) but is not prescriptive about the eventual shape of coordination. However, its function is clear, to bring about convergence of current country based component activities under

a single SSATP “umbrella”, so that the ensuing transport sector policy/strategy development/strengthening processes covers all the elements of previous component actions. This will avoid the risk of duplication and mis-matches.

81 To what extent countries will wish to maintain “component” activities within the framework of overall SSATP coordination will be determined by prevailing (and changing) circumstances. For example, the continued development of rural transport policies and strategies is acceptable, provided the initiatives are fully integrated into the transport sector policy formulation/strengthening work on which each SSATP member country is expected to become fully engaged, informed by the outputs of the transport/PRSP analyses which will be undertaken.

82 Likewise, for example, issues of road network financing and management, currently within the remit of RMI, must encompass both urban and rural networks, on questions of network definition, ownership, management, and financing.

83 Examination of current, component, priority themes provides very clear indications of the way in which SSATP coordination of a program approach will feed into policy development and strengthening mechanisms and processes (Fig 2, below)

Fig 2 – Current Component Themes and Policy Issues

Component Themes & Initiatives –Addressed Independently, but with some ad hoc Collaboration			
RMI	RTTP	UM	T&T
<ul style="list-style-type: none"> • Service condition levels; • Sustainable maintenance funding; • Institutional and management development; • Network element management and ownership; • Performance Assessment Model roll-out; • Reform leverage through investment programs; • Senior management training materials for Francophone clients 	<ul style="list-style-type: none"> • Completion of rural transport policy and strategy development; • Ownership, financing, and management of networks, community roads, and tracks; • Affordable access, mobility, passability, NMTs, IMTs, foot and animal traffic; • Relevant, affordable, and appropriate technical standards; • Pro-poor employment practices; • Gender and rural transport. 	<ul style="list-style-type: none"> • Poverty and mobility studies – better understanding of the transport needs of the poor; • Informal settlements, transport costs, constraints on livelihoods; • Institutional arrangements for managing and financing urban transport infrastructure – including the infrastructure needs of the poor serving NMTs, IMTs, pedestrians; • Training through expansion of the Municipal Development Programs; • Effective, practicable, regulation of public transport services; • The role of SMEs in public transport and related employment generation. 	<ul style="list-style-type: none"> • Transport as a tool of regional integration; • Modal planning and priorities; • Interstate and transit traffic and trade facilitation; • Policies and strategies to minimize non-physical barriers to trade and transport; • Facilitation of corridor performance observatories; • Development and adoption of performance standards; • Harmonization of legal and administrative frameworks and practices; • Promotion of practicable corridor management arrangements

84 The adoption of a Program Approach envisages the establishment of an SSATP Function, or Coordinator, driving the policy development agenda through convergence of component initiatives, some weak, some strong, more or less in line with the indicative relationships set out in Fig 3 below:

Fig 3 – Key SSATP Policy Issues – Current Component Focus

SSATP Coordination Function, Driving Convergence of Component Initiatives				
Policy Issues	RMI	RTTP	UM	T&T
Modal Analyses, Sector Wide Planning, Modal Interfaces	Little attention	No attention	No attention	Key Issue
Transport and Growth, Minimum Infrastructure Platform	Growing attention	Marginal attention	Marginal attention	Key Issue
Transport/Poverty Mobility Needs of the Poor	Problematic	Priority Issue, but problematical	Some Attention, but poor understanding of urban informal settlements	Indirect
Networks, Definition, Ownership, Management, Financing	Core Business	Basis of Rural Transport Policy and Strategy initiative	Urban Road Networks	Transit Corridors
Services, Affordability, Accessibility, Availability, Means of Transport	Little Current Attention	Key Issues	Key Issues	Transport Costs
Appropriate Technical Standards	Key Issue	Key Issue	Key Issue	Harmonization of standards
Employment Generation, SMEs,	Not Major Issue	Key Issue	Key Issue	Not Priority Issue
Policy/Strategy Framework driving and leveraging Sector Wide Investments	Key Issue	Key Issue	Some Influence	Indirect

85 One of the major challenges facing the adoption of a Program Approach is the large array of stakeholders and institutions currently engaged with components as indicated in Fig 4:

Fig 4 – Current Component Stakeholders and Partners

RMI	RTTP	UM	T&T
Line Ministries (Works & Transport)	Line Ministries (Works, Transport, Local Government etc)	Line Ministries (Local Government)	Line Ministries (Transport)
Ministries of Finance	Rural Interest Groups, national and international NGOs	Municipal Authorities	Regional Economic Communities (RECs), Sub-Regional Organizations (SROs)
Private Sector Service Providers		International Public and Private Sector Urban Transport Interest Groups, Organizations	Port, Shipping, Railways Corporations, Companies
Private Sector Users			Private Sector Transporters Associations
Institutional Associations			

86 The adoption of a Program Approach does not mean the dismantling of current component networks, and partnerships. It does mean establishing an SSATP Coordination Function in an appropriate location, with an appropriate composition and remit, which will allow it to make best use of the important relationships built up over many years so as to achieve coherence, convergence, and collaboration.

87 As has been noted earlier, the LTDP offers no specific prescription for the measures needed, but it does offer resources and guidance as to the processes and mechanisms entailed. Various countries will choose various approaches to achieve the common goal, and the Program as well as offering the support described, will also ensure that knowledge gained, lessons learned, will be shared amongst all members.

88 SSATP Program Management will be changed so as to better facilitate the processes involved. A Deputy Program Manager will be appointed, who, while backstopping the Program Manager and Administrator, will have particular responsibilities for guiding the adoption of the Program Approach. Regional SSATP Program Coordinators will be posted in African Hubs (to be determined following consultation with African partners) and they will also provide continuous guidance and support to all members.

89 A great strength of the SSATP management approach has been the part-time engagement of World Bank Task Team Leaders and other experts as Component Managers. Under the LTDP current component managers will assume wider SSATP roles, providing the expertise required through a team approach, and additional expertise from World Bank specialists will be made available to the program to address a number of cross-cutting thematic priorities. In this way the synergy between World Bank operations and sound policy and strategy development will be maintained and strengthened.

Program Approach at Regional Level, the place of Regional SSATP Coordination

90 Strengthening REC ownership of the Program will be considered through the continuation of a consultative process which commenced in 2001. This LTDP, therefore, does not prescribe in detail the mechanisms. It does set out, however, the principles underpinning the process, that is that the Program serves the NEPAD Short Term Action Plan objectives, and that engagement with RECs is in harmony with the institutional relationships already prescribed by NEPAD. REC championship and ownership of the SSATP agenda will also require the promotion of sound policy/strategic principles amongst member states. However, the NEPAD STAP is a selection of a few “flagship” projects already at a “bankable” stage. It does not include all regional integration projects and programs. Ownership and implementation of the SSATP agenda by RECs will ensure that the program feeds into the broader transport and communications sector programs that are being implemented.

91 In promotion of the processes which will be involved, the establishment of regional SSATP Coordination functions is envisaged. And like those to be put in place at country level, regional arrangements will be determined by stakeholders in RECs and regional private sector bodies representing service providers, users, and others who may be identified through stakeholder analyses. The function of the SADC protocol implementation committee may provide a guide as to what may or may not be workable.

92 Strengthening regional policy and strategy development will be the role of RECs, and the SSATP coordination function (which stakeholders may or may not see as being a priority concern) would provide a practicable channel for the voices of the private sector to be heard in the policy debates, particularly those to do with trade and transport facilitation, a priority issue identified by SSATP stakeholders.

IMPLEMENTATION

Program Management

93 The long-term development program will be implemented by the program management team working through and with country and regional coordinators and coordination groups. Over the course of the plan period, current arrangements with component managers based in Washington and regional component coordinators located in the U.S., Europe, and Africa, will give way to a small, core management group in Washington working through and with regional program managers based in Africa. (See Annex 3). This is scheduled to commence during 2004. Additionally the Program will post a senior transport specialist to West Africa so as to help address the particular needs of Francophone West and Central African countries with regard to institutional and financial policy development.

94 Country coordination will be strengthened by the establishment of SSATP coordination functions or groups, with institutional locations that provide a multi-sectoral oversight or strong linkages with national development planning. Component coordinators may continue to play an important role in policy development with the SSATP coordination function ensuring collaboration, and promoting convergence. Different countries may adopt different approaches to the establishment of SSATP Coordination, and the identification of good practice will commence in 2003 as part of the PRSP/Transport sector case study analysis work to be reviewed by the 2003 Annual SSATP Meeting.

95 It is expected that RECs will undertake a range of Program promotion tasks within their own areas of responsibility, particularly with regard to the strengthening of regional transport strategies. These will likely focus on facilitation of interstate and transit traffic, promoting the development of appropriate institutional mechanisms for managing international traffic, and working with member states to encourage coherence between sectoral policies and strategies. Pro-actively promoting transport's role in NEPAD and AU regional integration strategies may require additional capacity, and the necessary resources are included in the LTDP.

Stakeholders

96 The SSATP and its components have been characterized since Program inception by a high degree of stakeholder participation, and this will be maintained. Indeed the Program's legitimacy as a partnership depends entirely upon ownership by its constituents. The LTDP envisages significant broadening of the stakeholder base, not only in terms of the number of countries likely to participate, but by embracing actors from other sectors as well as widening its availability to ever increasing private sector interests.

97 Engagement with the private sector in a meaningful way remains problematical in much of SSA. The commercial world sees little benefit in engaging with public institutions in policy processes as opposed to developing narrow relationships with influential civil servants. The new stakeholder analyses proposed in the LTDP will seek to identify key private sector actors,

particularly major transport service users and financial institutions, as well as opinion formers in the media. Additionally, prominent legislators, particularly those heading parliamentary transport/infrastructure committees, and representatives of State Law Offices will be identified. At the same time engagement with RECs and SROs will promote the program's responsiveness to regional and Africa wide priorities.

98 Following professional analysis, full stakeholder participation in the SSATP coordination groups will be established at national and regional levels as outlined in paras 80-92 above. Stakeholder engagement with component programs will be maintained through the mechanisms already in place, but there may be country specific variations according to the approach taken to establishing the SSATP Coordination functions. The processes will be strengthened through the new SSATP regional program managers and the REC coordinators.

Implementation activities

99 Policy Development, Knowledge Generation and Dissemination

- New stakeholder analyses
- Meetings and workshops at country and regional levels
- Process facilitation services at country and regional levels
- Study tours
- Training
- Studies, Research
- Publication of Working Papers, Technical Notes, Discussion Papers
- Knowledge sharing, dissemination, website development
- Annual program meetings, progress reviews
- Consolidation of transport sector databases in all countries and the development and adoption of practicable performance indicators
- Evaluations

100 *Management*

- Recruitment of three transport sector specialists to be deployed as regional program coordinators and one specialist for specific focus on Francophone West African and Central African countries
- Recruitment of a deputy program manager to support progression to a program approach, coordination of component convergence, and increase of program coverage to new partners
- Recruitment of six program assistants to support regional program coordinators in Africa.

Timing

101 The plan period commences in January 2004 and runs through to December 2007. An independent evaluation of the Program will be undertaken at the beginning of 2007, reporting to the Annual meeting later that year, and its findings will inform decision making as to future long term Program objectives. The 2003 annual program will include an SSATP conference (scheduled for the end of May in Kigali, Rwanda). The theme of this conference will be developing and agreeing procedures and methodologies for PRSP/Transport analyses, which will be the starting point of the transport sector policy/strategy development process.

102 Objectives for 2004 will be agreed, along with task force responsibilities. The draft 2004 annual plan, the first of the LTDP, will be prepared by program management following inputs from country and regional partners and submitted to stakeholders and donors at the Annual Meeting, and an agreed plan issued in October (See Fig 7, Para 119, for a notional, interim, 2004 plan)

103 Thereafter a regular sequence of Annual Meetings, draft plan (for the following year) preparation and agreement will follow. Annual meetings are proposed to be held at the end of September each year, subject to approval by the 2003 AGM, allowing more time for preparation and agreement on the following year's program. Constituent Assembly Meetings will be held in March.

104 An independent “output to purpose” review will be held during the second quarter of 2005, and amendments to the program agreed during the 2005 Annual Meeting.

105 The three new regional coordinators and the Deputy Program Manager will be recruited during the second half of 2003, and will be in post by the end of the first quarter of 2004, as will the Program Assistants. The proposed schedule for 2003 is given in Fig 5 below, and that for the LTDP in fig 6 on the next page.

Fig 5 – 2003 LTDP Preparatory Activities

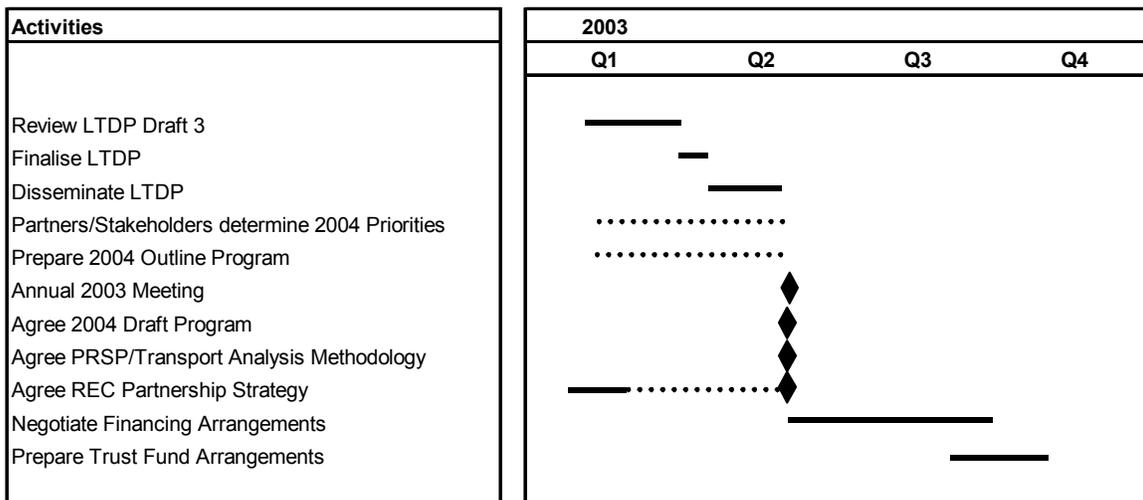
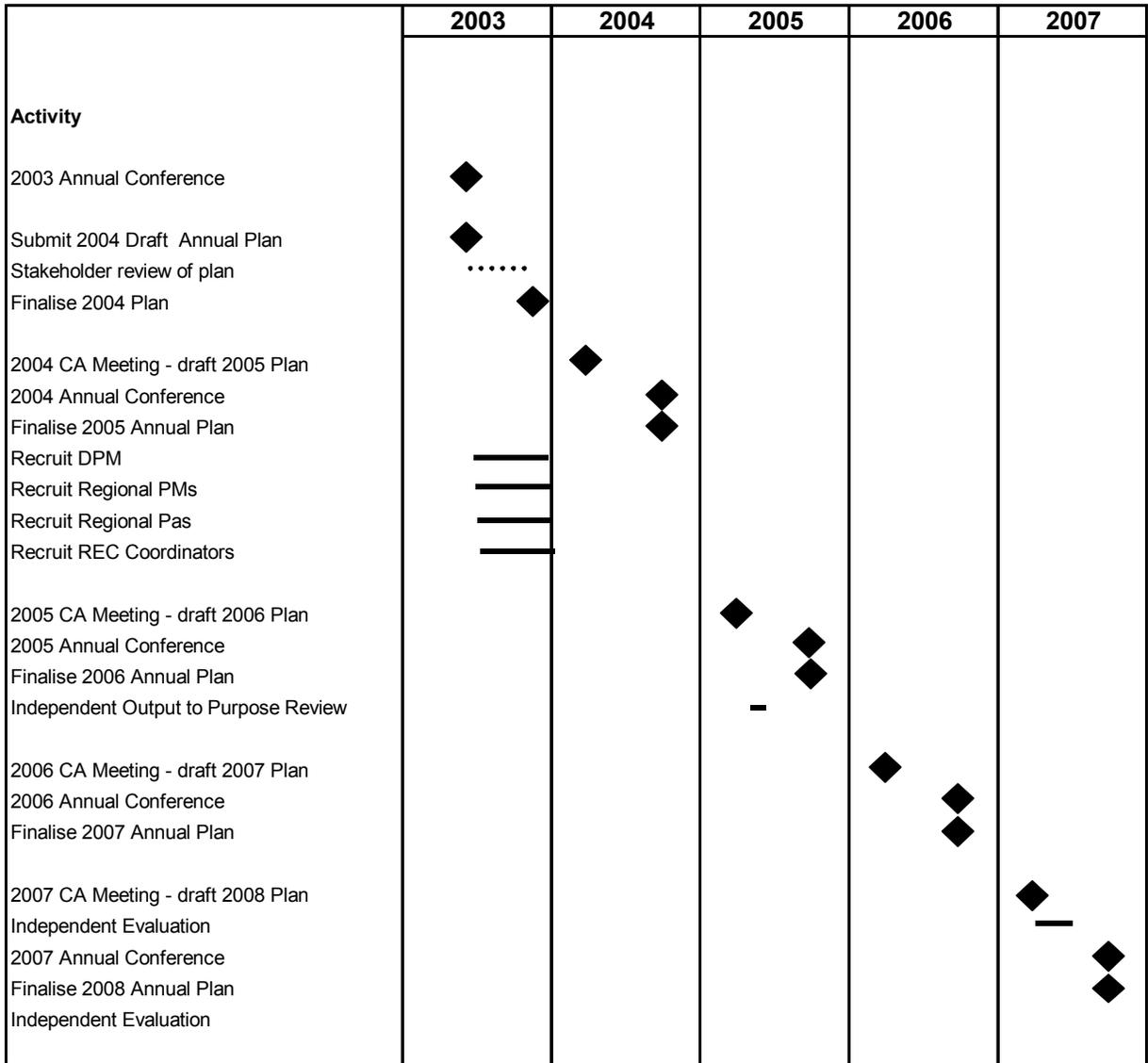


Fig 6 - Schedule of Institutional Milestones LTDP



Monitoring, Evaluation

106 Monitoring and evaluation will be accomplished through regular management reports and SSATP Board reports along with two independent reviews as follows:

- Independent “Output to Purpose” review in mid 2005
- Full independent evaluation during the first half of 2007
- Quarterly and annual progress reports
- SSATP Board Reports
- Annual General Meeting Reports

- Constituent Assembly Reports
- Annual plans.

107 As is set out in the Governance Arrangements, the SSATP Board will supervise program management, and report to Annual General Meetings wherein authority for the adoption of the Program resides.

Inputs

Human Resources

108 Inputs from a range of sources will be entailed:

- Program management
- SSATP Board
- AGM members
- Constituent Assembly members
- Country and regional stakeholders, partners and coordinators.

109 The plan calls for over 3,500 staff weeks of **program management** and support time and will entail more than 300 regional and international missions (each member country will be visited on average twice a year by managers).

110 The **SSATP Board**, on the basis of its record to date, will hold at least 20 meetings (5 per year), and **AGM members and the Constituent Assembly** will have 4 full formal meetings.

111 **Inputs from country and regional stakeholders** constitute by far the greatest component of the program's resources. Annual and regional meetings and country workshops will require inputs of more than 9000 person days, and a conservative estimate of SSATP and component coordination functions amounts to an additional 16,000 days, or the equivalent of more than 5,000 person weeks. Put another way this amounts to appx. 37 person weeks per country per year.

Cost Estimates

112 The cost estimate is driven by the logframe activities, and is divided into a number categories, studies, workshops and seminars, meetings and conferences, capacity building, training, publication, evaluation, financial management, and team management. An estimated total of US\$25.997M (say US\$26M) will be required.

113 The estimate takes account of the development of a program approach, while ensuring resources for specialist activities which may have a particular focus. The LTDP is essentially about promoting sustainable processes, and putting in place a range of resources likely to be needed to respond to national and regional partners' demands, as well as the responsibilities of the program within NEPAD. Some of those demands, particularly short term needs, can be forecasted with some clarity. These include development of SSATP coordination functions, PRSP/Transport analyses, strengthening roads sub-sector reform and development strategies, better understanding the mobility needs of the urban poor, mainstreaming HIV/AIDS into the

policy debate, etc., all will require a range of processes and approaches based on good practice drawing on the lessons of the past.

114 A breakdown of the cost estimate is provided in Annex 2. Management costs are based on World Bank staff rates including overheads and benefits. Travel costs are based on past experience, likewise other unit costs for workshops, conferences, publications, translations, dissemination, etc, are derived from program records.

Table 1 - LTDP Commitment Profile (US\$ '000s)

Year	2004	2005	2006	2007	Total Plan
Management Costs	2378	3059	2563	2455	10457
Activity Costs	3315	4554	3810	3861	15540
Total	5693	7613	6374	6317	25997

115 In addition the in-kind contribution of African stakeholders, coordinators, and partners, of appx 25,500 person days, has an approximate, conservative, monetary value of US\$8 M

116 The commitment profile reflects both the transition to a program approach, entailing the tapering off of component specific management tasks while programmatic management capacity is increased, with a necessary degree of overlap. Specific activities (video production and midterm evaluation in 2005, and a major program evaluation in 2006/7 slightly distort a generally uniform trend in activities.

Outline 2004 Program

117 The detailed 2004 program will be the outcome of a process which commences in early 2003, with coordinator task forces and stakeholder groups identifying priorities in time for an outline program to be designed for consideration by the 2003 Annual Stakeholders' Meeting. However, a number of management changes and particular activities will feature in the Plan:

118 Management:

Recruitment of :

- Deputy Program Manager
- 3 Africa-Based Regional SSATP Coordinators
- 1 West-Africa based sector management specialist (focusing on Francophone countries)

Departure of:

- RMI and RTTP coordinators (currently based in Washington, Brussels, Accra, and Harare)

119 Activities:

Studies (to inform policy and strategy development at national and regional levels):

- Policy mapping databases piloted in 8 countries (using prototype already developed by HQs team);

- Performance Assessment Studies in 8 countries;
- Transport Cost Study in 1 REC;
- International Legislative and Administrative Instrument analysis in 1 REC (using the outputs of the 2002/2003 compilation report) promoting sound corridor management);
- Establishment of 3 observatory/performance systems on transit/transport corridors;
- Urban mobility and the poor, extend current range (4 cities) of studies to 2 more cities;
- Other studies on policy implications of mainstreaming cross-cutting issues – eg HIV/AIDS, gender equity, safety and security, pro-poor infrastructure provisions, IMTs, NMTs etc;

Workshops, Seminars

- SSATP public/private sector workshops to establish process for SSATP coordination in 8 countries;
- High level policy maker/private sector policy priority workshops in 8 countries;
- PRSP/Transport analyses (3 workshops each) in 8 countries;
- Regional SRO/REC/Private sector stakeholder workshops to establish SSATP coordination function in 4 RECs;

Meetings/Conferences

- Annual SSATP meeting;
- 4 Regional SSATP events identify program priorities;
- Regional thematic meetings with sectoral partners (eg ADAR, etc);
- Regional meetings with international partners (IFRTD, ILO/ASIST);

Capacity Building

- Supply of TA and other capacity building resources to RECS (dependent upon demand)
- Private sector support activities (to be identified through SSATP coordination groups);
- Specialist inputs on demand (identified through SSATP coordination groups at national and regional level);

Training

- Completion of design of senior management training course modules (in French);
- 25 courses for Francophone Managers, 25 for Anglophone Managers;
- 4 Study tours (1 per REC for senior policy makers and private sector stakeholders);
- Specialist training resources (provisional) to address needs to be identified through SSATP coordination groups;

Publication, Reports

- Annual Report
- Half Yearly Report
- Report publication (estimated 30+)
- Report Translation (French/English, English/French) (estimated 30+)

- Website management and marketing publicity – annual press packs etc

120 The scheduling and arrangement of these activities, indicating how they feed into the results required by the logframe, are set out in Fig 7 on the following page.

Fig 7 – Indicative 2004 Program

Activity	Focus States, RECs	Impacting Logframe Results					Timing			
		Result 1	Result 2	Result 3	Result 4	Result 5	Q1	Q2	Q3	Q4
		(Program Approach)	(Poverty Reduction Strategies)	(Institutional Financial Strategies)	(Trade Facilitation Strategies)	(Africa- Based Mangement)				
Studies										
Policy mapping	8 sts	X	X	X	X					
Performance Assessments	8 sts		X	X						
Transport Costs	1 REC		X	X	X					
Legislative Analysis	1 REC			X	X					
Corridor Observatories	? RECs			X	X					
Mobility needs of the poor	tba	X	X							
Cross cutting issues	tba	X	X							
Workshops, Seminars										
Ntl. SSATP Public/Private Sector	8 sts	X	X	X	X					
High level policy makers	8 sts	X	X	X	X					
PRSP/Transport Analyses	8 sts	X	X	X	X					
Reg. SRO/REC/Stakeholders	4 RECs	X			X					
Meetings, Conferences										
Annual SSATP Meeting	1	X	X	X	X	X				
Regional SSATP Meetings	4 RECs	X	X	X	X	X				
Regional Thematic Meetings	tba		X	X	X					
Int. Partner Meetings	tba		X	X	X					
Capacity Building										
TA to RECs (Provisional)	tba			X	X					
Private Sector (Provisional)	tba	X	X	X	X					
Specialist Inputs (Provisional)	tba	X	X	X	X					
Training										
Design of Training Modules (Fr)				X						
Courses	50			X						
Study Tours	4			X	X					
Specialist Training (Provisional)	tba		X	X	X					
Publication, Reports										
2003 Annual Report	1	X	X	X	X	X				
2004 Half Yearly Report	1	X	X	X	X	X				
Publications	30+									
Translations	30+									
Website Management		X	X	X	X	X				
SSATP Mangement										
Deputy PM in Post	1	X	X	X	X	X				
Regional Coords. In Post	3	X	X	X	X	X				
Reg. Team Assistants in Post	3	X	X	X	X	X				
W. Africa Spec. in Post	1		X	X		X				

Notes: tba = to be agreed

———— = firm

..... = provisional

Procurement, Staffing

121 All procurement of goods and services will be carried out in accordance with World Bank rules and procedures. Likewise all international and national recruitment will be in accordance with World Bank procedures under the supervision of the SSATP Board. Regional program managers and program assistants may be based in appropriately located World Bank Resident Missions. The Deputy Program Manager will be located in the World Bank Offices in Washington DC.

122 RECs may elect to utilize capacity building support on offer through the hiring of transport specialists to focus on regional integration priorities discussed in this plan. Such persons would be selected and hired in accordance with the rules of the particular REC on the basis of ToR and other arrangements to be agreed with the SSATP Board. Any specialists recruited under these provisions would be full staff members of the RECs concerned.

Financing

123 Financing of the program will be through the establishment of new World Bank administered trust funds or the extension and amendment of existing arrangements. Donors may finance particular component activities reflected in annual plans, as in the past, or as they will be encouraged to do, to provide untied financial support.

124 Funds will be released in annual tranches upon approval by donors of progress reports and new annual plans.

125 World Bank Trust Fund Audit procedures will apply, technical audits will be incorporated into the 2005 Review and the 2007 end of program evaluation.

RISKS

126 A risk analysis is attached at Annex 4. In summary, for most of those risks which arise within the broad “orbit” of the Program, SSATP influence will be high. In many other cases there will be some influence, while in a few the Program will have little leverage, depending on factors outside its control. However, these risks are the same as those shared throughout the broader developmental community.

PROPOSAL TO DONORS

127 The cost estimate of Program needs to achieve its goals in a greatly expanded membership indicates an annual figure of roughly 50% more than current BP projections for 2002/2003. However, this figure is in line with the increased number of participating countries. And addressing program management’s capacity constraints accounts for the significant increase in management costs.

128 The Program is attempting to encourage the return of some “traditional donors” as well as discussing the engagement of others who hitherto have not participated.

129 A possible (not entirely hypothetical) funding scenario indicating shares of the financing burden could be as follows:

Multilateral Agencies (WB, EU)	50%
8 Bilateral Donor Agencies	50%

Taken over 4 years this would indicate contributions of just over US\$400,000 per annum for each bilateral agency (if 8 agreed to participate).

130 *The proposal to donors, however, is not so much what individual annual contributions would be (although this is of course very important) but rather that donors make a commitment to ensure sustained funding for a 4 year period, subject to the conditionalities referred to earlier in this document (approved annual progress, and plans). It is difficult, not to say impossible, to plan a process program such as the SSATP on the basis of year- on- year uncertainties.*