Road Rehabilitation and Maintenance in Sub-Saharan Africa

Remarks by
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Disclaimer for back of front cover:

This document is one of a series published by the Infrastructure Division of the Africa Technical Department that address policy issues related to the management, rehabilitation, and maintenance of road infrastructure in Sub-Saharan Africa. Prior to publication, these papers have been widely discussed in many Sub-Saharan African countries and at the multilateral agency level. As published documents, they will be broadly disseminated in seminars with African policymakers and managers of road agencies and to a wider audience of development policymakers and specialists in African governments, international development assistance agencies, and the academic community.

This document records the remarks made by Ismail Serageldin, Director of the Technical Department, Africa Region, World Bank, at a Conference on Road Rehabilitation and Maintenance in Sub-Saharan Africa, in Brussels on November 25, 1991. Mr. Ismail Serageldin's remarks were prepared on the basis of work done under the overall direction and review of Jean H. Doyen (AFTIN Division Chief) and Bernard Becq (Transport Engineer/Economist, AFTIN). Alicia Hetzner (AFTDR) assisted with the proofing and editing of the final draft, and Leita Jones (AFTIN) assisted in the final word processing of the report for publication.

The findings, interpretations, conclusions, and recommendations expressed in this document do not necessarily reflect the official policy of the World Bank, its affiliated organizations, members of the Board of Executive Directors, or the countries they represent.
Foreword and Introduction

The staff of the Africa Technical Department frequently are called on to prepare speeches or background notes on the Bank's stance and activities concerning sectoral or sub-sectoral issues and development topics as they apply in Sub-Saharan Africa. Such presentations are delivered in a variety of important international fora by Africa Technical Department (AFT) staff and managers and, at times, by senior Bank managers.

This document comprises, first, remarks delivered by Ismail Serageldin, Director of the Technical Department, Africa Region, World Bank, and prepared with the support of Bernard Becq, Transport Engineer/Economist, in the Infrastructure Division of the Technical Department (AFTIN), at a Conference on Road Rehabilitation and Maintenance in Sub-Saharan Africa organized by the Commission of European Communities, Directorate-General for Development, in Brussels, on November 25, 1991.

Second, this document contains tables, prepared by AFTIN staff with the support of the Infrastructure Division of the Southern Africa Department, that illustrate the focus and scope of actual and future road rehabilitation and maintenance projects cofinanced by the World Bank. The tables were presented at the same conference by Isaac Sam, Chief, Infrastructure Division, Southern Africa Department. Together, the remarks and the tables present the context of the Bank's recent initiatives to promote policy reforms and to implement comprehensive, nation-wide, multi-donor road rehabilitation and maintenance projects. The novel element and purpose of these projects is to combine institutional, financial, and operational issues in a single framework.

These projects came about as responses to the need found through many analyses of the causes of Sub-Saharan road deterioration. These analyses found that, many times, not merely a lack of technical expertise but institutional, financial, managerial, and operational issues were the problem. The hope is that this new, comprehensive approach combining rehabilitation with key elements of policy reform will help African countries tackle the daunting array of issues that confront them in trying to upgrade and, more importantly, maintain their road infrastructure. In addition, many of the lessons learned in Africa from implementing these projects should be applicable in other regions of the world.

Jean H. Doyen
Chief
Infrastructure Division
Technical Department
Africa Region
Introduction

Speaking on behalf of the Bank and particularly on behalf of my colleagues from the Africa Region, I would like to thank the Commission of the European Communities in the person of Mr. Soubestre, Deputy Director General for Development, for hosting, and having made possible this meeting and for his very thoughtful remarks and far-reaching overview. We very much appreciate the growing collaboration between our institutions, especially in the field of transport. Special thanks are due to the EEC staff members with whom we have worked to organize the meeting, especially Mr. Alberto Capitanio, who has just so ably presented the EEC's policy paper.

Our meeting takes place in a rich context of collaboration among all partners in development engaged in road maintenance and rehabilitation, both in the field through operational projects—where comprehensive multi-donor co-financing tends to be the norm—and in the area of policy and program development and dissemination—through the Sub-Saharan Africa Transport Program, particularly the Road Maintenance Initiative (RMI).

I would also like to say how much we appreciate the participation of ECA, the lead agency for the Second United Nations Transport and Communications Decade for Africa (UNTACDA II), which has recognized the priority that needs to be given to maintenance and rehabilitation. The UNTACDA II road strategy offers solid common grounds to re-orient road transport policies in the continent. I would also like to thank the Groupement International des Laboratoires du BTP (GIL-BTP)—who represent civil engineering laboratories of African countries—for being present.

Road transport in Africa accounts for over 80 percent of all freight and passenger movements. It constitutes an essential component of the continent's economy and the foundation for the development of regional markets and external trade. Governments gave high priority to the expansion of the road networks to integrate their economies during the 1960's and the 1970's. However, there was no corresponding increase in the maintenance capability, which resulted in a substantial backlog. Deficient road infrastructure has stifled the programs that many countries have started towards structural adjustment and resumption of growth, not to mention its effect on the issues of regional integration that Mr. Soubestre so eloquently evoked.

1Background paper for address at EEC Conference, Brussels, Belgium, November 25, 1991.
There have been many changes in recent years in policies and operations concerned with the road sub-sector, and we meet here today to assess the situation and to set the basis for joint action. Allow me in this intervention to focus on two areas of concern:

- **First**, to define the problem and point out its significance for the resumption of economic growth. It is clear that overcoming Africa’s road maintenance and rehabilitation backlog will considerably facilitate growth and sound development. It is equally clear that increased budgeting of expenditures in these areas and allocating expenditures more efficiently will pose significant problems for African nations and the donor community in the coming years; and

- **Second**, to review the key elements of strategies that we believe can tackle this problem.

These concerns can be explored through the four following themes:

- **First**, improvement in road conditions is essential to support the resumption of economic growth;

- **Second**, road maintenance is above all a matter of policies, particularly in the areas of:
  - Planning, programming, and budgeting, where a trade-off must be made between construction and rehabilitation and the availability of funds must be secured,
  - Operational efficiency, where less reliance on departmental forces and an increase in contracting out to the private sector are necessary to match requirements,
  - Institutional reform and human resources development in which autonomy, accountability, and incentives are the key objectives;

- **Third**, the scope of the task and the policy nature of the actions required call for a high degree of commitment and coordination among external support agencies; and

- **Fourth**, comprehensive programs are needed to tackle the backlog of road rehabilitation and to build up the capacity for road maintenance.

I believe that the present conference is an important opportunity to strengthen this commitment and to set the common grounds for coordinated action on agreed objectives and responses to the needs identified.
Resumption of Growth

Road conditions in Sub-Saharan Africa cannot be isolated from the general economic situation in the region. Sub-Saharan Africa has been confronted with slow economic growth, declining agricultural production per capita, a heavy burden of external debt, decreasing flow of capital, and collapsing investment for more than a decade. Today, more than half the Region's countries—from tiny market-oriented countries such as Togo, Mauritius, and the Gambia to large, initially more socialist-oriented countries such as Ghana, Guinea, and Tanzania—have embarked on economic reform programs aimed at increasing productivity and stimulating growth. These adjustment programs deal comprehensively with public sector management, public finance, and parastatal reform. The ultimate aim of these reforms is the resumption of sustained growth with equity.

Despite the fact that the movement for policy reform and structural adjustment is gaining momentum, we should recognize that progress is indeed slower than expected. It has been hampered by structural constraints, for example, the lack of an enabling environment and appropriate and efficient infrastructures, particularly transport, that can be resolved only over a longer time horizon.

The World Bank's 1989 Long-Term Perspective Study (LTPS) points out that overall economic policies will be determined by deepening adjustment to transform production structures and rationalize the public sector. Adjustment programs must also include measures to promote well-being because without such measures adjustment cannot be sustained.

The transport sector—particularly roads—is key to unleashing the potential for increased production and incomes in Sub-Saharan Africa. The objectives for transportation can be captured in two words: efficiency (and thus lower cost) and sustainability. Nowhere are these policy initiatives more needed than in the road sector. Without a dependable road system and efficient transport—and in Sub-Saharan Africa transport means, more than anything else, roads—there can be no supply response to support renewed growth and no improvement in incomes of rural poor.

The economic impacts of comprehensive programs actually being launched and supported by the World Bank to improve the transport sector are large and offer appreciably higher growth prospects. This positive effect is illustrated by the fact that the flow of estimated economic surplus generated by these programs would represent between 1 and 3 percent of GDP. Improved policies supported by large rehabilitation programs are therefore a matter of considerable macroeconomic significance. The success of these programs will, however, depend on major improvement in road policies.
Overall savings potentials attached to preventive road maintenance are now well documented from past experience and are deep-rooted in cost differentials between rebuilding and rescaling (or light overlay), which amount to savings of up to US$30,000 per km. This savings is reinforced by the substantial benefits to road users and the savings in vehicle operating costs, mostly in foreign exchange, and therefore to the economy as a whole. The recent evaluation of such programs confirmed the high total net economic returns.

Road Policy Reform

The theme comes from the 1988 World Bank report, "Road Deterioration in Developing Countries." A large part of the road maintenance problem can be attributed to institutional failure in the countries themselves as Mr. Capitanio has said. The need to focus on road maintenance policy reform as a means to address the road deterioration problem is increasingly recognized by African policymakers and donors. The Road Maintenance Initiative (RMI) has served as a vehicle for developing awareness at the highest level of government on policy issues and providing support for policy reform in Sub-Saharan African countries. The core of the problem of road maintenance is not rooted in technical matters but is political and institutional. The RMI particularly supports policy reforms through the implementation of country programs in Kenya, Madagascar, Nigeria, Rwanda, Tanzania, Uganda, and Zimbabwe.

Faced with a chronic shortage of funds for maintenance and rehabilitation, African countries are becoming more and more aware of the absolute priority to be given to maintenance and rehabilitation over new construction. The diagnosis of the reasons for the existing backlog and the failure of maintenance build-up is thorough. It concludes that institutional weaknesses and restrictive policies and regulations have significantly contributed to the deterioration of Africa’s roads. The key policy issues are:

- fragmentation of planning, financing, and budgeting;
- operational efficiency; and
- institutional reform and human resource development.

As for planning, financing, and budgeting the record of the last thirty years shows that performance in both new construction and rehabilitation are closely linked, that is, countries that have been successful in building up their road networks—such as Côte d'Ivoire, Kenya, Malawi, and Zimbabwe—have also paid attention to maintenance capability, whereas those that have neglected maintenance—such as Guinea and Zaire—have also failed to construct an extended network. The goal should be to minimize total national transport costs over time. Thus the costs of investments in new construction, rehabilitation, and maintenance plus the vehicle operating costs to users must all be weighed in planning and budgeting roads programs.
Funding is a pervasive problem, recently aggravated by deteriorating public finances, and requires a flexible approach. Standard solutions such as earmarking and covenants fall short of being effective when there is no clear government commitment. Governments need to put more emphasis on financial mechanisms. This means reducing operating costs (notably by eliminating labor redundancy), more efficient revenue collection (tariffs payment, contract plans for the operating agency, and performance budgeting), and timely releasing of funds.

Planning of public expenditures, implementation monitoring, performance budgeting, and improved programming and accountability, both internal and external, are the keys to improved performance in the financing of road maintenance. Road agencies should increase accountability through increasing government and public awareness of the costs involved in neglecting maintenance and through developing maintenance systems that relate inputs to specific outputs.

To ensure more efficient allocation of scarce resources to the infrastructure sector—to maintenance rather than construction—government should give priority also to the introduction of performance budgeting.

*Improvement in operating efficiency* stands at the heart of the road maintenance problem. Finance ministers and users may recognize the need to arrest the neglect of roads but will be reluctant to allocate needed resources or to accept higher taxation because they lack trust in the capacity of the road administration to deliver better roads. The Bank is leading donors in looking at increased use of subcontracting, independent accounting agencies, privately managed equipment fleets, and labor-based techniques as alternative responses.

The experience with contract maintenance so far is not sufficient to draw conclusions about its effectiveness, but some experiments, such as in Kenya, are encouraging. Thus, given the failure of force-account to operate efficiently, contract maintenance may be the best hope to achieve maintenance targets in SSA. However, contract maintenance will require adequate local counterpart funding and simpler procurement procedures. Domestic construction industries also need strengthening. Most governments lack programs to foster the development and use of indigenous road contractors. Direct assistance has had limited impact. The large road rehabilitation programs being launched throughout Africa offer a unique opportunity to develop the domestic road construction industry. The mobilization of domestic capability would broaden the constituency for maintenance and provide an essential element of support for improved road policies.

Positive experiments have been carried out under World Bank-financed Special Public Works Projects in Benin, Ghana, Guinea-Bissau, Sao Tome and Principe, and Senegal focusing on labor intensive methods and domestic subcontracting, which also increase incomes. Their management is done by NGOs or special units with specific
procurement regulations. This procedure allows for a delegation of the responsibility for contracting and paying small contractors to reduce administrative inefficiency. International Labour Office (ILO) efforts have contributed extensively over the years to build up labor-based capability in Africa.

In most African countries the operation of parastatal equipment fleets encounters insuperable problems. Maintenance planning and execution often overlap, and information systems are not adequate for management to track the quantity and quality of equipment performance or assess priority needs. Availability and use are very low, and new equipment decays quickly due to a lack of maintenance and spare parts. Equipment management problems are exacerbated by public sector financial controls and procurement regulations. Most countries could benefit from a reduction and consolidation of the equipment fleet selected to suit their limited mechanical capability and their redefined operational and logistic support requirements.

Therefore, the drive to increase efficiency and reduce waste should be centered in three propositions:

- reducing force account and increasing use of local contractors;
- increasing use of labor-based methods; and
- reducing publicly-owned equipment fleets.

In all of this, institutional reform and human resource development are essential. The result of three decades of technical assistance are disappointing; few road organizations have been able to build and retain a cadre of competent technicians and managers and to operate efficiently because of a lack of accountability and limited autonomy. To achieve efficiency, actions are suggested in the two directions of institutional reform and improving staff motivation and utilization.

Donors have given systematic attention to upgrading skills and institutional development by providing technical assistance and supporting comprehensive training programs. However, the long-term nature of institutional strengthening has not been sufficiently recognized by African governments and should also be addressed in the framework of projects covering three to four years by focusing on broader issues such as autonomy, management systems, accountability and incentives for performance, and clear institutional objectives.

An analysis of Bank-financed projects showed that twenty-five countries have ongoing projects with road policy reform components, and fourteen countries have projects planned. However, many issues remain untackled, and more needs to be done on the policy side by governments and donors.
The emergence of national constituencies for better roads based on the development of indigenous capacities to formulate and implement policy changes should be assisted by external donors, and measures to facilitate the process of policy reform taken by governments. Donors and governments have usually been able to identify needed actions, but implementation has been lagging. The RMI is addressing this problem in its second phase.

Scope of Actions Required

Better policies are essential, but large increases in resources are also needed to make up for past neglect. Let us first estimate the magnitude of what is needed and then review possible operational approaches from our recent common experience. The present road condition in Africa south of the Sahara is: for the main paved network 45 percent in good condition, 31 percent fair, and 24 percent poor; and for the main unpaved network 26 percent in good condition, 34 percent in fair, and 40 percent poor. The road sector strategy prepared under the Second United Nations Transport and Communications Decade for Africa provides a sound projection of what could be attempted. Taking GNP limitations into account, this strategy proposes the following maintenance and rehabilitation objectives: to bring 85 percent of the paved roads, 40 percent of the unpaved roads, and 25 percent of rural roads to good condition for a total estimated cost of US$27.5 billion including rehabilitation and periodic maintenance; and another US$4.6 billion for routine maintenance over the decade in all of Africa.

Figures for Sub-Saharan Africa (SSA) are US$19.2 billion for rehabilitation and periodic maintenance and US$3.2 billion for routine maintenance, in other words, a total for rehabilitation and maintenance of US$22.4 billion by the year 2000. From available figures on highway expenditures in thirty SSA countries from 1986 to 1988, we may estimate that average annual road maintenance and rehabilitation expenditures amount to about US$700 million per year while total annual estimate expenditures reach about two times that amount. The objectives set above—US$22.4 billion—therefore represent a widening of average annual expenditures over the current level. Another way to say it is that such objectives would require 1.5 percent of GNP to cover their costs. It is a sobering figure, but such a level of expenditure corresponds to what is being achieved or projected under comprehensive programs recently launched.

Financing such an investment is a major issue. Therefore, on the whole, African countries cannot meet the requirements attached to desirable strategies without a strategic shift in their financing policies. A reallocation, at least partial, of road construction funds to rehabilitation and strengthening would however reduce to the road condition backlog. In many countries there is room for such a reallocation. The regional assessment carried out in 1988 showed that, on average based on data for nineteen countries, construction accounts for 58 percent of total road expenditures. Although no one advocates that all construction should come to a stop, the need is to ensure that available funds are directed mainly towards essential works, used as efficiently as possible, and properly balanced between routine and periodic maintenance.
To maximize the impact of the available resources, donors should be ready to extend substantial and quick support in cases in which governments are tackling policy issues and showing a strong commitment to rehabilitation and maintenance. In such cases the programs should include increased domestic road sector financing, increased external financing assistance, and a critical examination of the length of the high-priority public road network that should be maintained.

An increase of donor aid is implicit if we are to achieve the target set above. Recent experience suggests that countries that have shown willingness to take the right measures have indeed found substantial support.

**Tackling the Backlog of Road Rehabilitation with Comprehensive Programs**

An increasing number of countries are developing comprehensive road rehabilitation programs to tackle road rehabilitation and to build up maintenance capability. These programs typically cover a four-to-five year period and benefit from the coordinated support of many donors; the World Bank often has been called upon to coordinate such programs.

The response from countries with ongoing projects indicates important departures from previous operational practice. *First*, the scope of this new generation of projects is an order of magnitude above previous efforts, attesting to the gravity of the problem. *Second*, the programs are attracting coordinated donor support. *Third*, programs now undertaken are comprehensive and global in that they cope with the overall sector and are implemented country-wide. For example, Tanzania’s Integrated Roads Project launched in 1990 has a total cost of about US$870 million of which US$810 is for road rehabilitation and maintenance. The project benefits from the support of sixteen donors. A similar pattern is emerging in Burkina Faso, Ghana, Senegal, and Uganda with projects between US$200 and 400 million. These recent multi-donor-financed, country-wide efforts combined with support to implement needed policy reforms offer the elements of a sound approach to Africa’s road crisis.

The scope and cost of these comprehensive and network-wide rehabilitation and maintenance programs—both ongoing and those under preparation—are much larger than previous projects. Typically they are four- to five-year multi-donor efforts covering a broad range of policy issues.

**Conclusions and Recommendations**

Our meeting is a timely opportunity to strengthen the conceptual basis for a joint operational approach and for mobilizing the resource needed to reach the objectives set by the Decade. The gravity of the road deterioration crisis in Africa is recognized by all. The problem now is how to bring about the needed reforms and carry out country-wide comprehensive multi-donor programs focusing on operational efficiency.
Consensus is emerging on the direction for policy reform. Recent experience indicates that three main issues require special attention: the need for national commitment, increased accountability and the implementation of institutional reforms. The message coming from this conference should be clear and positive. African states can do much to help themselves through effective planning and programming, improved operational efficiency, and institutional reform and human resource development. With such a commitment these states can count on the donor community to respond with increased external financial support and technical assistance, and more importantly with a long-term commitment to capacity building and policy reform.

The emerging operational approach as presented tomorrow by Isaac Sam, my colleague at the Bank, should provide a sound basis for further discussing these issues.

At this time the challenge is clear and this conference will give us the opportunity to make a good review of these questions.
TABLES
WORLD BANK ROAD/TRANSPORT SECTOR PROGRAMS

IMPLEMENTING POLICY REFORMS IN

THE ROAD MAINTENANCE INITIATIVE (RMI).

- TANZANIA
- SENEGAL
- BURKINA FASO
- GHANA
CO-PARTICIPANTS.

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<td>ADF</td>
<td>ADF ASECNA ART.2 BOAD CCCE CIDA IDA IDB FAC FED Finland Fonds CEDEAO Germany UNDP</td>
<td>ADF BADEA BOAD CCCE CIDA IDA IDB FAC Fonds CEDEAO Germany UNDP</td>
<td>ADF BADEA BOAD CCCE CIDA IDA Italy NIO ODA OECF, Japan</td>
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<td>USAID</td>
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ADF: African Development Fund.
BADEA: Arab Bank for Economic Development in Africa.
BOAD: West African Development Bank.
CCCE: French Development Bank.
CIDA: Canadian International Development Agency.
DANIDA: Danish International Development Agency.
EEC: European Economic Community.
IDB: Islamic Development Bank.
FAC: French Development Aid Agency.
FINNIDA: Finnish International Development Agency.
FED: European Development Fund.
Fonds CEDEAO: Development Fund of the Economic Community of West African States.
NIO: Netherlands Investment Organization.
NORAD: Norwegian Agency for Development Cooperation.
ODA: Overseas Development Administration (UK).
OECAF: Overseas Economic Cooperation Fund, Japan.
UNDP: United Nations Development Program.
USAID: United States Agency for International Development.
A. PLANNING, PROGRAMMING AND FINANCING.

1. Network-based planning and programming.

<table>
<thead>
<tr>
<th>TANZANIA:</th>
<th>SENEGAL:</th>
<th>BURKINA FASO:</th>
<th>GHANA:</th>
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<tr>
<td>Integrated Roads Project,</td>
<td>Transport Sector</td>
<td>Development of the</td>
<td>Road network</td>
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<tr>
<td>May 1990.</td>
<td>Adjustment/Investment Program,</td>
<td>Directorate of Public Works into a</td>
<td>stabilization program,</td>
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<td></td>
<td>May 1991.</td>
<td>contract management agency and</td>
<td>developed under TRP1 (1988-1990) and</td>
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<td>establishment of a Directorate of Road</td>
<td>revised under TRP2 (1991-1993), to</td>
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<td>Networks Management.</td>
<td>clear the road</td>
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<td>Improvement of information collection,</td>
<td>maintenance backlog.</td>
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<td>programming and budgeting functions.</td>
<td>Technical assistance to</td>
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<td>support GHA, MRH in planning and</td>
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<td>programming operations.</td>
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2. Improved collection and disbursement of funds.

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<tr>
<th>Country</th>
<th>Project/Program</th>
<th>Agreement Details</th>
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<tbody>
<tr>
<td>BURKINA FASO</td>
<td>Transport Sector Program, August 1991.</td>
<td>Abolition of the Road Fund and increased maintenance funding through the Government budget. Measures to decentralize and accelerate payments to contractors and suppliers.</td>
</tr>
<tr>
<td>GHANA</td>
<td>Transport Sector Projects I and II, November 1987, November 1990.</td>
<td>Government agreement to increase funding to maintenance program and to put in operation an information and control system in MRH, GHA and DFR to monitor the progress and expenditures on maintenance and rehabilitation projects.</td>
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<th>SENEGAL:</th>
<th>BURKINA FASO:</th>
<th>GHANA:</th>
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- Delegation of powers to Regional Engineers Offices (REO). Quarterly releases conditional on performance in previous quarter and program for next year. Revision of procurement regulations and budgeting procedures under implementation.
- Not applicable.
- The road budget for FY 1992 to take the form of a performance budget.
- Monitoring system aimed at controlling the implementation of the projects, at improving procurement process and at maintaining financial and accounting records as a first step towards performance budgeting.
B. OPERATIONAL EFFICIENCY.

1. Reducing force account and increasing use of local contractors.

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<tr>
<td>Most rehabilitation and maintenance by contract. Active strategy to develop local construction industry.</td>
<td>Private contractors to perform 75% of all maintenance works after 5 years. Continuous freeze on recruitment of personnel during the entire project period.</td>
<td>Increased use of local contractors in road maintenance. Private contractors to execute 70% of all maintenance after 2 years. Force account limited to part of mechanical routine maintenance only.</td>
<td>Training and technical advice to domestic road contractors and increased routine maintenance by contract.</td>
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2. Increasing use of labor-based methods.

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<tr>
<td>ILO and other donors cooperating in this component aiming at improved use of force account and labor intensive contracting.</td>
<td>Not applicable.</td>
<td>Project to develop small and medium contractors in labor-based methods.</td>
<td>Under the Northern Region Pilot Scheme for Rural Infrastructure, labor-based road rehabilitation and maintenance to be developed.</td>
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3. Reducing publicly owned equipment fleets.

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<td>Major equipment transferred to state owned plant pool. Excess equipment to be auctioned off. Private companies being prequalified to establish a private plant pool.</td>
<td>Limited purchase of new equipment for road maintenance and reduction of the equipment fleet by scrapping or selling equipment older than 10 years.</td>
<td>Transformation of the Equipment Directorate into an equipment leasing corporation.</td>
<td>Limited purchase of new equipment.</td>
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## C. INSTITUTIONAL AND HUMAN RESOURCE DEVELOPMENT.

### 1. Institutional reform.

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<tr>
<th>Country</th>
<th>Project Description</th>
<th>Date(s)</th>
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- Additional power delegated to REOs and new organization for the Ministry of Works implemented. Significant resources for short term technical assistance to improve management practices.
- Reorganization of the Public Works Directorate, of the Public Works Training Center and transformation of the Directorate of Equipment.
- Under TRP2, the institutional capability of MRH to be developed.