Africa’s transport: A promising future
Africa’s transport: A promising future

A review of Africa’s achievements

John Bruce Thompson

July 2011

Sub-Saharan Africa Transport Policy Program
The SSATP is an international partnership to facilitate policy development and related capacity building in the transport sector in Sub-Saharan Africa.

Sound policies lead to safe, reliable, and cost-effective transport, freeing people to lift themselves out of poverty and helping countries to compete internationally.

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The SSATP is a partnership of

- 36 SSA countries
- 8 Regional Economic Communities
- 2 African institutions: UNECA, AU/NEPAD
- 10 active donors: European Commission (main donor), Denmark, France, Ireland, Norway, Sweden, United Kingdom, Islamic Development Bank, African Development Bank, and the World Bank (host)
- Numerous public and private state and regional organizations

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www.ssatp.org

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SSATP and the author

My first contact with SSATP was in the early 1990s when SSATP emerged as a transport sector policy program. The flagship component was the Road Maintenance Initiative, closely linked to the Rural Travel and Transport component. Other components covered urban mobility, trade and transport, and railway restructuring. At the time, I was working at the European Commission Delegation in Tanzania, one of the first countries in Sub-Saharan Africa to take a sectoral approach to revitalizing its transport sector, particularly the roads sector.

My involvement in SSATP flourished throughout the 1990s when I was responsible for transport policy development in the EC Directorate-General for Development. The European Commission, as a leading transport donor in Sub-Saharan Africa with activities covering 30 countries, needed a sectoral approach to sustain its major investments. SSATP policy principles and good practices guided my development of the EC transport sector guidelines. Similarly, SSATP experience was shared with the European Union member states resulting in an EC Communication on promoting sustainable transport in development cooperation. Lately, SSATP transport corridor expertise contributed to the EC Communication on the EU-Africa Infrastructure Partnership, which through a Trust Fund fosters interconnection along the Trans-African transport corridors.
My contribution and role in SSATP deepened in 2000 when I became a founding Board member representing the EC and bilateral donors. The early 2000s marked a resurgence of SSATP. A new governance framework and increased donor support led to its first Long-Term Development Plan (2004-2007). With secure funding, a wider membership and increased management presence in Africa, SSATP was better resourced to tackle old and new challenges. These challenges included developing synergies between transport, economic growth and poverty reduction; facilitating better maintenance and management of road networks; guiding improvements in rural and urban transport strategies, and finally, with private sector expertise, improving transit traffic flows along trans-African road and rail corridors.

My retirement in 2008 as a Board member coincided with the launch of the SSATP Second Development Plan (2008-2011). By this time, SSATP was a mature Program supported by a wide range of bilateral and multilateral donors, as well as international financial institutions. Hence, SSATP had a firm base to strengthen and widen its support to its member countries, the regional economic communities and the transport associations in Africa.

The author is especially grateful to Tesfamichael Nahusenay Mitiku, who reviewed the paper and has been continuously committed to SSATP since 1994, serving as Deputy Program Manager from 2004 to 2008.
Foreword

My association with SSATP started with its inception and since the creation of the Board in 2000, I have served as Chairperson until my recent retirement from the United Nations Economic Commission for Africa, UNECA. I am very pleased to have witnessed many far-reaching changes in Africa’s transport sector. Sustainable transport policies linked to economic growth and poverty reduction are emerging; road networks are better financed, maintained and managed; rural and urban transport strategies have improved; and transit transport along trans-African road and rail corridors is moving more freely through ports and across borders. Donors now share common policies and strategies for financing transport. SSATP has been the catalyst of these changes.

SSATP is not limited to a network of transport professionals. SSATP reaches out and connects with senior decision-makers, civil society, women involved in transport, and responds to the transport issues of people providing social services, such as health and education. In facilitating a wide array of rural and urban transport services SSATP aims to ensure that such services are safe and their impact on the environment minimized.

I am proud to see how SSATP has expanded from nine founding countries to a partnership of 36 African countries, eight regional economic communities and several African transport associa-
tions. The SSATP partnership also embraces and draws support from six bilateral donors, UNECA, the European Commission, the African Development Bank, the Islamic Development Bank and the World Bank.

I have recently stepped down as Chairperson of the SSATP Board and wish my successor well in widening and deepening SSATP activities in Africa, which are essential to overcoming the many challenges to sustainable transport infrastructure and its related services. Hence, I would urge SSATP member countries and partners to use SSATP good practices and develop new products to ensure that transport facilitates Africa’s economic growth and social development.

Hachim Koumaré
Former Chairperson of the SSATP Board
About this paper

Since its launch in 1987, the Sub-Saharan Africa Transport Policy Program, known as SSATP has proven a highly credible program and gained the confidence of high-level policy makers, transport and non-transport professionals in Africa and the donor community. This advocacy paper illustrates Africa’s achievements and how such successes improve transport infrastructure and services, increase access to services of people living in rural and urban communities, support regional integration and facilitate Africa in achieving its Millennium Development Goals. Delivering SSATP achievements continues to be a dynamic process, shaped by the different phases of SSATP and the way the Program has adapted to country and regional demands. This paper also outlines how SSATP works and offers ways for Africa to strengthen its policies and strategies that ensure sustainable transport facilitates economic growth and poverty reduction.
Acronyms

AfDB  African Development Bank
AGEPAR  Association of African Road Managers and Partners
AICD  African Infrastructure Country Diagnostic Study
ARMFA  Africa Road Maintenance Fund Association
ARTA  African Rural Transport Association
ASANRA  Association of Southern Africa National Road Agencies
AU  African Union
DP2  Second Development Plan
EC  European Commission
FESARTA  Federation of East and Southern African Road Transport Associations
IAC  International Advisory Committee
ICA  Infrastructure Consortium for Africa
IDB  Islamic Development Bank
FAO  Food and Agriculture Organization
LTDP  Long Term Development Plan
MDG  Millennium Development Goals
MINCOMAR  Ministerial Conference of West and Central African States on Maritime Transport
PAM  Performance Assessment Model
PRTSR  Poverty Reduction Transport Strategy Review
REC  Regional Economic Community
REC-TCC  Regional Economic Communities-Transport Coordinating Committee
RED  Roads Economic Decision Model
RMI  Road Maintenance Initiative
RONET  Road Network Evaluation Tools
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tr>
<td>RR</td>
<td>Railway Restructuring</td>
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<td>RTTP</td>
<td>Rural Transport and Travel Program</td>
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<tr>
<td>RUC</td>
<td>Road User Charge Model</td>
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<tr>
<td>SITRASS</td>
<td>Solidarité internationale sur les transports et la recherche en Afrique subsaharienne</td>
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<tr>
<td>SSATP</td>
<td>Sub-Saharan African Transport Policy Program</td>
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<tr>
<td>T&amp;T</td>
<td>Trade and Transport</td>
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<tr>
<td>UNECA</td>
<td>United Nations Economic Commission for Africa</td>
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<tr>
<td>USD</td>
<td>United States Dollar</td>
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<td>WHO</td>
<td>World Health Organization</td>
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What Africa has achieved

Economic growth in Africa has increased markedly over the last decade. Ten of the 48 Sub-Saharan African countries have had economic growth in excess of 5 percent each year since 2005. There is no doubt that improved transport has contributed significantly to Africa’s growth. The social landscape has improved with many more people having access to health centers and more children able to go to schools. This access and increased mobility in rural communities have been made possible by a better maintenance of rural roads no matter how limited. Furthermore, railway concessioning has improved operational performance and transit traffic is moving more freely along Africa’s transport corridors, potentially increasing trade competitiveness. Africa has achieved these changes by applying SSATP principles and recommendations on policies and strategies, and following good practices. The key achievements are summarized below.

Road maintenance expenditure has increased, but is still low in many countries

As of 2011, 28 of 36 SSATP member countries have a second-generation road fund. SSATP policy support has contributed significantly to setting up road funds, securing a predictable flow of revenue for maintaining national road networks in reasonable condition. Unfortunately, only a few countries (Chad, Côte d’Ivoire, Mozambique and Namibia) have reached the target fuel levy of USD 0.10 per liter required to meet most maintenance requirements. Eleven countries report fuel levy of USD 0.08 cents per liter, which is not enough to meet routine maintenance re-
requirement in most countries. Also, road funds are still prone to “raids” by line ministries and misappropriation of road fund revenues for non-road activities. Although not all road funds raise sufficient finance to meet maintenance demands, SSATP reports about one third of countries meet routine maintenance needs regularly—a large improvement on the situation ten years ago.

**More autonomous road agencies being set up, but are lagging behind road funds**

Eighteen SSATP member countries operate a road agency independent from line ministries, applying commercialization principles and good practices promoted by SSATP. SSATP has helped set up road agencies in Mali, Madagascar, Gambia, Kenya, and Uganda and restructure road authorities of Zambia, Senegal, Malawi and Sierra Leone. The degree of autonomy varies from full responsibility for network management to implementation of road maintenance programs defined by the line ministry. Many agencies, however, fall short of good practice, particularly in autonomy, user representation on boards and, monitoring and auditing, which undermine their performance and credibility to road users. Hence, creating more road agencies and developing efficient agencies are necessary complements to road funds for ensuring resources are well spent.

**Road conditions improved, yet remain mixed and are better where governance is good**

About half of Africa’s main road network is in good condition and about one quarter in fair condition. This is an improvement from 1987 at the inception of SSATP when only about 20 percent of the classified network was in good condition. But only one-quarter of the rural road network is in good condition and one quarter in fair condition (Table 1).
Table 1. Condition of paved and unpaved road networks (%)

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<thead>
<tr>
<th></th>
<th>Good</th>
<th>Fair</th>
<th>Poor</th>
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<tr>
<td>Paved</td>
<td>44</td>
<td>22</td>
<td>34</td>
</tr>
<tr>
<td>Unpaved</td>
<td>22</td>
<td>25</td>
<td>51</td>
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Source: Africa Infrastructure Country Diagnostic Study (AICD), Background Paper 7, 2008.

Data collected by SSATP between 1996 and 2005 show improvements in road conditions in countries that have both road funds and road agencies in place, for example, Ethiopia and Tanzania. Promoting road funds and road agencies has been a flagship theme of SSATP.

Access is increasing to schools, health centers, agricultural areas & to urban services

No matter how limited, better maintenance of rural roads has led to immediate and significant improvements in access and mobility for the rural communities. Alongside improved access strategies, SSATP has developed and promulgated principles for formulating rural transport strategies, improving rural transport services, developing non-motorized transport, particularly bicycles. SSATP member countries that have applied these principles have benefited from better rural infrastructure and services.

In Western Uganda for instance, in the early 2000s, turning impassable roads into passable roads improved pedestrian access by 40 percent, bicycle access by 80 percent, vehicular access by around 150 percent and overall mobility by about 30 percent. Similarly, the number of traders doubled for food crops such as maize, groundnuts, bananas and beans, and increased by 50 percent for cash crops such as tobacco and coffee. In Guinea, improving maintenance of rural roads led to increased agricultural
production. Over a five-year period, the area sown doubled and output sold almost quadrupled, while travel time halved, and freight costs fell by one quarter.

A SSATP diagnostic study in 14 African cities has clarified the complex issues of urban transport and mobility, which led stakeholders to develop strategies to improve financial, institutional and regulatory frameworks\(^1\). Improving public transport became a key objective and new approaches are emerging, for example, the bus rapid transit scheme underway in Dar-es-Salaam.

**Almost half of Africa’s railways are under concessioning agreements, but profits are low**

Some 14 national rail networks were concessioned between 1995 and 2006, a process facilitated by the use of the SSATP concessioning toolkit\(^2\). For the most part, concessions have improved operational performance—staff efficiency, passenger coach, freight wagon productivity and locomotive availability has increased, bringing better services to passengers and traders. However, annual average growth in traffic has only averaged 4 percent and overall traffic is low (less than 500 traffic units/km on average). Coupled with costly public service obligations and short concession periods, private investors are getting a much lower financial return than originally expected. Hence, despite considerable improvements in rail services, it is still questionable whether concessioning is the complete solution for Africa's railways.

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Transit traffic is moving more freely along trade corridors, yet regulations stifle competition

Transit traffic delays at border crossings have reduced as a result of the efforts of countries working with the Regional Economic Communities (RECs), the Federation of Eastern and Southern Africa Road Transport Associations (FESARTA), supported by SSATP. Consequently, some regional corridors have successfully set up one-stop border posts, for example, between Kenya and Uganda, Zambia and Zimbabwe, South Africa and Zimbabwe. Work is starting on selective border crossings of Burkina Faso, Ghana, Mali and Senegal.

In addition, SSATP has facilitated the setting up of observatories along selected corridors to collect data for improving the performance of corridor management committees, made up of public and private stakeholders. Similarly, SSATP has worked with port management associations to find ways of speeding up the flow of goods and containers through ports. All these initiatives are easing the flow of goods through ports and along regional corridors to landlocked countries and freight tariffs are reducing in Southern Africa but remain high in Western and Central Africa where regulatory controls stifle competition.

A SSATP partner, the REC-Transport Coordinating Committee (REC-TCC) has developed strategies for better management of axle load controls, which the Committee recognized as one of the greatest threats to the sustainability of road networks.

Domestic construction industry increases efficiency of works delivery, yet industry is weak

Most road agencies contract out all rehabilitation and more than 80 percent of maintenance works, which is one of the SSATP principles for commercializing the management of national road assets. Where such works are well supervised, maintenance stan-
dards improve and unit costs are competitive. A few road agencies in Chad, Ethiopia, Ghana and Zambia are experimenting with performance-based maintenance contracts promoted by SSATP. Yet, more effort is needed to increase and sustain national maintenance capacity as revenue for maintenance rises and external donor financing demands increase domestic construction capacity. This means accelerating the development of the domestic construction industry, which is currently rather weak and with foreign companies dominating the market. To improve this situation, SSATP has developed strategies for labor-intensive construction and the promotion of small to medium size contractors.

African transport ministers adopted MDG-related transport indicators

Under the auspices of the African Union, African Transport Ministers adopted in 2005, MDG-related transport indicators. Ministers attending the SSATP Ministerial Advisory Group meeting of 2004 decided that the valuable contribution of the transport sector to African MDGs needed international recognition. Accordingly, SSATP commissioned a paper based on five African case studies—Guinea, Ghana, Ethiopia, Mali and Lesotho—and received contributions from the Food and Agriculture Organization (FAO) and the World Health Organization (WHO). Subsequently, Ethiopia uses the MDG indicators to monitor the transport sector. Later in 2005, the African Union and the United Nations Economic Commission for Africa (UNECA) championed the Ministers’ decision at a United Nations Meeting of African Heads of States and Ministers of Finance, thereby helping to voice how Africa’s transport efforts are linked to the achievement of the MDGs.
Better government-led donor coordination and increased donor funding

Since its inception, the Program has worked with 15 bilateral donors and six multilateral institutions. This has led to donors adopting and promoting SSATP principles and recommendations in their development cooperation with Africa and elsewhere. With donors sharing a common SSATP strategy, the task of donor coordination has been made easier when, for example, African governments seek financing for transport sector development programs. Donor commitments to transport have also improved significantly in recent years, with the Infrastructure Consortium for Africa (ICA) reporting an increase from USD 3.2 billion in 2006 to USD 7.2 billion in 2009. The extent to which this increase is attributable to SSATP is difficult to assess. But the impact of increased transport investments is likely to be higher and more sustainable in the countries considered as “good SSATP practitioners”.

Achievements depend on sustainable transport strategies

African transport agencies recognized that getting the right policies and strategies in place was essential for attaining and sustaining the above achievements. Also, getting agreement on the policy won better budget allocations from finance ministries for the transport sector. SSATP countries realized that there was a disconnect between the first generation of poverty reduction strategies and the impact of transport on economic growth and poverty reduction. Therefore, SSATP initiated the Poverty Reduction Transport Sector Review (PRTSR) process, which became the flagship initiative of its first Long Term Development Plan 2004-2007 (LTDP).

Since the PRTSR was launched in 2003, 21 countries have completed reviews and most have an action plan to strengthen linkages between transport strategies, economic growth and pover-
ty reduction. PRSTR outcomes have gained strong political commitment in transport agencies, increased national awareness of the role of transport and led to modified sub-sector transport strategies and poverty reduction in many countries. But more importantly, these actions are starting to lead to increases in transport budgets, for example, in Benin and Cameroon.

**Cross-cutting issues are fully recognized**

Throughout its evolution, SSATP has recognized the contribution of transport to gender equity, employment generation, road safety, including its negative impact on spreading HIV & AIDS and on the environment. SSATP has provided a framework to advance women’s position in transport and supported the establishment of a women advocacy group. As part of the road management theme, SSATP supports labor-based and employment strategies to improve rural and urban transport infrastructure.

SSATP is acutely aware that traffic-related deaths in Sub-Saharan Africa are the highest in the world. It therefore collects data and facilitates the review of national road safety policies for raising awareness, the impact on government budgets and ways of improving safety. Also cognizant that transport and mobility spreads HIV & AIDS, SSATP targets this pandemic primarily along the transport corridors. And, where roads facilitate development in forests, deserts and other isolated environments, the cultures and biodiversity in those environments are threatened and poverty increases. SSATP highlights the link between transport, environment and poverty in the poverty reduction – transport review process.
How SSATP has evolved

Supported by the founding group of nine countries in 1987, SSATP progressed to a true policy program by 1992, and throughout the 1990s, SSATP flourished, member countries increased to 17 and the program content expanded. But by the end of the decade the Program was in difficulty. Fundamental changes took place between 2000 and 2003. SSATP regained the credibility of its stakeholders, and went on to execute its first Long-Term Development Plan, 2004-2007. SSATP is currently implementing the Second Development Plan, 2008-2011 and numbers 36 member countries.

A Program initiated by Africa

The story of the SSATP began with a small group of African and international engineers, as well as policy makers who were deeply troubled by the dilapidated condition of road networks in Africa. Although these countries had together invested several billion dollars in expanding their road networks after independence, few had enough money to maintain them. Consequently, by the early 1980s the need for maintenance was overwhelming with less than 20 percent of the classified networks in good condition. However, the poor economies could hardly afford to maintain their networks let alone carry out the extensive rehabilitation that was necessary. Yet with deteriorating road networks economies would stagnate and the poor would become more impoverished. Thus, the founders of SSATP began to dream of a set of policies, institutional arrangements and capacity building that would lead countries out of the vicious cycle of road building, collapsing and rebuilding.
The SSATP founding group met under the auspices of the UNECA in 1986 to set up a program to tackle the neglect of its road networks. The Oslo inaugural meeting led to the creation in 1987 of the International Advisory Committee (IAC), a joint initiative of the World Bank and UNECA, located at its offices in Addis Ababa. However, resource constraints resulted in the Program being dormant until 1988 when it was relocated to the World Bank’s offices in Washington, renamed the Sub-Saharan Africa Transport Program.

**SSATP becomes a policy program**

In its early days, SSATP addressed a wide variety of issues: road maintenance, local construction industry, ports and shipping, railway management, government enterprises, low volume roads, facilitation of international transport, urban transport, transport in emergencies, rural travel and transport, development of agriculture and transport, taxation in transport and trucking costs. Such a unique program attracted many African countries, bilateral and multilateral agencies, specialized international agencies, African agencies and institutions. These stakeholders decided to limit the scope of the Program and focus on policy issues and renamed the program the **Sub-Saharan Africa Transport Policy Program**. By 1992, the founding nine member countries supported by a small group of donors, called for UNECA and the World Bank to continue as executing agencies and to implement the Program through seven components:

- Road Maintenance Initiative (RMI), “...to facilitate policy reforms resulting in sustainable maintenance and financing of public roads…”
- Rural Travel and Transport Program (RTTP), “…to better the livelihood of rural people by improving access to basic goods and services…”

10
• Urban Transport to become Urban Mobility (UM), “…to support and facilitate the provision of safe, efficient and less polluting transport in cities of SSA…”

• Trade and Transport (T&T), “…to reinforce the international competitiveness of SSA economies…”

• Railway Management to become Railway Restructuring (RR), “…to help countries establish efficient and financially sustainable railway enterprises…”

• Human Resources & Institutional Development, “…capacity building for policy reforms”

• Transport Data, “…to provide information systems to support policy preparation…”

After the 1995 Prospective Review, the Program became more focused, the latter two components were integrated in the first five components, the geographical coverage expanded within Africa, and greater African ownership created to reduce the prevailing donor led image.

The 1990s a period of expansion, SSATP partnership grows, some components fade

The RMI component rapidly became the flagship component of SSATP attracting the most donor support. It was, however, unlike previous transport programs in Africa. RMI sought to bring roads to the market place, to charge for their use on a fee-for-service basis and manage roads as a business. In this way, the component was quite revolutionary as it sought to commercialize road management, at a time when most governments considered roads a public good that could not be commercialized. African countries quickly saw the benefits that RMI principles and good practices delivered. The partnership then grew from nine to 17 member countries, nine bilateral and three multilateral donors.
The RTTP component also expanded rapidly as donors found target groups for poverty reduction measures. Initiatives ranged from programs to rehabilitate and maintain rural roads, to improve non-motorized and intermediate transport; a methodology also emerged for designing rural transport strategies. The UM component focused on a few specific topics and based on city studies, an important part of the research being devoted to the viability of urban transport micro-enterprises, the development of guidelines on traffic and pedestrian safety and non-motorized transport; later on, the research turned to institutional change for better urban mobility.

The T&T component developed from a strong maritime focus, essentially ports, to cover the complete transport chain, including multi/inter-modal inland transport corridors connecting seaports to landlocked countries. After a good start in 1992, this component lost momentum when its regional counterpart, the Ministerial Conference of West and Central African States on Maritime Transport (MINCOMAR), was dismantled in 1998.

After exploring different management options under public ownership, the RR component moved quickly to a focus on railway concessioning and produced a toolkit for that purpose in 2004 (see note 2 above). By the end of the decade, the component had become dormant, concessioning being supported by development agencies.

By the end of the 1990s discontent creeps in

As the decade drew to an end the tide changed for SSATP. African countries considered the Program too donor-driven with donors making choices through earmarking of funds to specific components. Additionally, Africa perceived the partnership as a “top-down” structure within the World Bank with little initiative expected from the African partners. Coupled with fluctuating
finance and weakening leadership in SSATP, African countries felt increasingly marginalized.

Similarly, donors were increasingly frustrated with the Program. SSATP interventions, largely specified in Washington, were rather fragmentary with limited country coverage and displayed no sign of SSATP emerging as an overarching transport program. Moreover, donors did not sufficiently recognize their policy principles aimed at poverty reduction and were generally disappointed with management reporting. Consequently, donor support decreased and confidence in the program was low. Concerns of African countries and donors were confirmed in the 1999 Management Review. The main conclusions highlighted the lack of a management framework; the separate management approaches of each component that undermined program coherence, the general insufficiency of information on annual progress, financial reporting and poorly organized business meetings. Fundamental changes were needed.

The early 2000s—the rebirth of SSATP, a Strategic Review, and a consolidation phase

UNECA and donors convened in 2000 and carried out an in-depth analysis of a malaise-stricken SSATP followed by the initial meeting of the General Assembly. Conclusions of this seminal meeting shaped SSATP for the decade resulting in a new mission statement, a new governance framework, the setting up of an Executive Board, the formation of a Ministerial Advisory Group and the recruitment of a full-time program manager. Annual meetings were reorganized to bring together all components that would drive the development of a program approach. A strategic review was also demanded.

The 2001 Strategic Review undertook a comprehensive analysis of 15 years of SSATP activities and achievements. This analysis involved a wide-ranging consultation of all stakeholder consti-
tuencies and an assessment of SSATP impact in five member countries. Recommendations pushed for greater African ownership and involvement in program management. This led to the appointment of national coordinators, and African regional coordinators based in Africa. Hence, SSATP became a stronger partnership with a sound governance structure.

The SSATP new strategy was a two-phase approach – a consolidation phase until the end of 2003 followed by a move to a program approach in management and operations. During the consolidation years, the program components continued with a sharper focus on transport and poverty. Knowledge sharing of SSATP efforts was boosted through widespread dissemination of SSATP publications at regional and national seminars and the annual meetings. At the same time, the program management worked hard to restore stakeholder confidence, to gain buy-in to a program approach and funding through a multi-donor trust fund.

These efforts paid dividends. African partners became re-engaged with 30 African countries involved in different components although few embraced all components. RMI and RTTP were the most popular components, together involving 22 countries. Similarly, confidence was restored with bilateral and multilateral donors. SSATP had recovered its relevance and credibility.

**2004-2007, SSATP reaches maturity, the Long-Term Development Plan (LTDP)**

SSATP launched the LTDP that brought together 32 African countries, 8 regional economic communities and several African transport associations. Links were built with the African Development Bank (AfDB) and the African Union – New Partnership for Africa’s Development (NEPAD). Six bilateral donors, AfDB, the European Commission (EC), Islamic Development Bank (IsDB), UNECA and the World Bank committed USD 18.5 million to LTDP. SSATP was back in business.
The LTDP objective was the facilitation of SSATP stakeholders at regional and country levels to sustain integrated transport sector policies and strategies. The plan had four thematic areas:

- **Responsive Transport Strategies** for poverty reduction and pro-poor growth, incorporating a SSATP program approach, poverty reduction and transport strategy reviews (PRTSRs), and data collection for transport sector performance indicators;

- **Road Management & Financing** incorporating road fund enhancement and road agency improvements, rural transport strategies, fostering links to regional institutions—African Road Maintenance Funds Association (ARMFA), Association of African Road Managers and Partners (AGEPAR), Association of Southern Africa National Road Agencies, (ASANRA) and the African Rural Transport Association (ARTA);

- **Appropriate Transport Services** incorporating rural transport, urban mobility and poverty studies, and non-motorized transport (NMT);

- **Regional Integration & Transport** including capacity building of RECs, trade facilitation audits in selected corridors, and setting up of corridor observatories in West and East African corridors.

Responding to the participants’ demand on road safety became a new thematic area in 2005 covering a review of road safety policy and dissemination of good practice.

**SSATP secures political endorsement**

Building upon successful annual meetings SSATP sought political backing for its transport strategies and good practices. Accordingly, ministers for transport were invited to the 2004 Annual Meeting in Addis Ababa. This inaugural ministerial meeting initiated African case studies that identified transport’s contribution to the MDGs, and under the auspices of the African Union led to African Transport Ministers adopting MDG-related transport indicators. Subsequently, ministerial round tables became a regular
feature at annual meetings with their outcome captured in a series of ministerial statements—the Bamako Declaration, the Lesotho Communiqué, the Ouagadougou Declaration, and the Kampala Declaration⁵. These statements are facilitating countries and regional economic communities to strengthen their implementation of SSATP strategies and good practices.

LTDP Mid-Term Review heralds the Second Development Plan and new challenges loom

This mid-term assessment examined LTDP in terms of effectiveness and efficiency and analyzed the Plan’s early impact for guiding SSATP beyond 2008. Although the conclusions were mixed, which might be expected halfway through a major plan, the overall findings were positive.

Individual thematic interventions were reasonably successful but convergence towards a program approach was slow. Efforts to build and increase program ownership were however proving successful. This was achieved largely by stakeholder participation in implementation planning and execution, using to the maximum extent possible African consultants and African venues (particularly for the PRTS reviews). A network of national coordinators—“SSATP ambassadors”—was created.

Changes in transport management and financing were effective with SSATP providing support to the regional institutions dealing with road agencies and road funds—AGEPAR, ARMFA and ASA-NRA. At this stage, rural and urban mobility required stronger leadership to boost work on access to services and hence, speed efforts to reach the poverty reduction targets of the MDGs. Similarly, regional integration that had created effective strategies for corridor management and setting up observatories required additional technical support.

⁵ These ministerial statements are published on the SSATP website.
By 2006, SSATP embraced 35 member countries, which put an enormous strain on SSATP capacity to respond to all country demands. In addition, donors were moving away from a project approach financing to sector-wide approaches requiring SSATP to show how it made significant contributions to transport sector strategies, sector management and financing, and sector performance. Some bilateral donors, in response to the Paris Declaration on Aid Effectiveness, were leaving the transport sector to focus on agriculture, health and education. These changes increased pressure on SSATP and transport professionals to work closer with these sectors so that transport effectively contributed to economic growth and poverty reduction. Furthermore, AU-NEPAD was looking to SSATP and transport as a principal sector for fostering regional integration at both the regional and continental level. These challenges would shape the Second Development Plan.

Second Development Plan (DP2) 2008-11 well underway after a slow start

The formulation of DP2 was a true participatory approach, a marked change from the consultative participation of the LTDP process. This approach involved all stakeholders at country and regional level, and SSATP donors, who identified the major issues reflected in three thematic areas:

· Comprehensive pro-poor and pro-growth transport sector strategies
· Sustainable institutional and financial arrangements for road infrastructure and rural and urban transport strategies
· Improvement of transit transport along selected corridors

To improve DP2 outcomes, the program management modified its approach by focusing on targeted groups of pilot countries in the first two themes in developing guiding principles and good practices. The REC-TCC Committee selected three corridors for
the third theme. The outcomes of this targeted approach would then be replicated in other member countries with the assistance of partners and development agencies. SSATP also continued the ongoing monitoring and evaluation of LTDP outcomes, and strengthened efforts on coordination between country coordinators and the management team in Washington and Africa.

Unfortunately cash-flow constraints delayed the start of DP2. With EC providing again core program funds, SSATP is financially well resourced and the implementation of DP2 is now well underway and is alert to the impact of the global financial and economic crisis of 2008-2009, the increasing knowledge of the impact of climate change and the role of new transport financiers, such as China. How Africa and the transport sector copes with these global changes will no doubt be evaluated in the upcoming DP2 review that will shape the future of SSATP.

An overview of SSATP funding

From 1988 when the World Bank started hosting the Program until 1994, SSATP donor commitments totaled USD 12.05 million. This amount rose significantly to USD 33.64 million by late 2000, and reached USD 43 million by the end of the consolidation phase in 2003. Most donors pooled funds in a multi-donor trust fund for LTDP 2004-2007, providing a further USD 18.5 million, EC providing some 60 percent of the core program finance. DP2 2008-2011 has donor commitments of about USD16 million. Hence, overall donor investments in SSATP, from inception to date, total about USD 80 million. This total is infinitesimal compared to donor expenditure on transport over the same period. For instance, total SSATP donor investment is only 0.5 percent of the G8 countries (including EC and the World Bank) financing of SSA transport during the period 2006-2009.
How SSATP works

The process and the results

SSATP operates by carrying out studies, supporting workshops and study tours, and convening country and regional meetings to identify and analyze policy issues, to develop a strategy for testing solutions in a pilot group of countries or along selected corridors. Based on the outcomes of these pilot exercises, SSATP publishes policy and strategy principles, as well as examples of good practice that guide transport sectoral development at country and regional level. SSATP also publishes periodic reviews of financial, institutional and regulatory progress, and program impact, for example, on infrastructure and services, rural and urban access and mobility, and transport corridor performance.

Since SSATP was launched in 1987, SSATP has compiled an extensive knowledge base of about 360 publications and has developed planning tools for road network management. The tools are designed for a range of purposes including investment in low volume roads (RED – Roads Economic Decision Model); a planning tool for road maintenance funding (PAM – Performance Assessment Model); a Road User Charges Model (RUC); and Road Network Evaluation Tools (RONET). The publications cover all SSATP activities and include sectoral, country and corridor case studies, user guides and periodic reviews of SSATP thematic progress and impact. All publications are available on its website: www.ssatp.org.
A wide dissemination network including capacity building

SSATP disseminates transport policy knowledge and good practices through a network of African transport and non-transport institutions, the private sector and civil society. Each year, SSATP country and regional workshops, and the annual meeting play an important role in building capacity of African transport institutions and professionals. Beyond this sharing of knowledge, these workshops help to define common objectives and strategies to guide policy development and implementation strategies. SSATP facilitates annual training courses on road financing and management at the École nationale des ponts et chaussées in Paris, Universities of Birmingham, Nairobi and Ouagadougou, and with the network Solidarité Internationale sur les Transports et la Recherche en Afrique Subsaharienne (SITRASS). SSATP sister organizations, ARMFA and AGEPAR, promote activities and training in road financing and management.

The governance framework

SSATP has a governance framework to guide management and operations. The Executive Board acts as the Program’s guardian, fundraiser, and promoter with members representing stakeholder constituencies. The Board is appointed and guided by the Constituent Assembly composed of contributing donors. The core management team is hosted by the World Bank in its offices in Washington, Nairobi and Yaoundé, and supported by a network of SSATP coordinators in each member country. To the extent possible, finances are pooled in a multi-donor trust fund administered by the World Bank. Each year, SSATP convenes an annual stakeholder meeting to review progress, exchange good practices, to be guided by the ministerial advisory group and to facilitate dialogue on policy development and its impact.
The coordination framework

SSATP has a coordination framework to achieve a program approach at a country level, to promote SSATP strategies and good practices in the national policy dialogue, and for implementing program activities. This process is led by a national coordinator who can call upon assistance from professionals within other sectors to provide practical advice on policy and strategy. Such coordination depends on ministerial support and involvement in sector wide dialogue with all stakeholders, including the donor community.
How SSATP can help

SSATP has demonstrated its competence and capacity to provide realistic and sustainable solutions to the issues that bedevil the transport sector. Africa has made great progress in implementing sound policies and strategies, but there is still much to do in all transport sub-sectors in most countries and strengthening sustainability remains a constant challenge. SSATP is a “win-win” program. SSATP can find solutions to almost any transport policy and strategy issue and, at times, support strategy implementation or find a development partner to assist.

Use SSATP and its principles and good practices to:

- Kick-start policy reviews, update out-dated transport strategies and support country and regional workshops that provide affordable, safe and sustainable strategies;
- Update road fund and road agency organization to improve operational performance and accountability that delivers better value-for-money;
- Implement solutions that tackle the complexities of improving rural transport services and increasing urban mobility;
- Build up the capability and capacity of the local domestic construction industry to generate jobs;
- Work with the RECs to facilitate transit traffic flows that increase national trade flows;
- Mobilize funds for transport sector development programs by working closer with donors and the private sector;
- Bring together professionals from public and private sectors, civil society and the donor community to better implement multi-sectoral initiatives that boost economic growth and reduce poverty.
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