Between a Rock and a Hard Place: Developing Infrastructure in Africa

Nuno A. Gil

Professor of New Infrastructure Development
Manchester Business School, The University of Manchester

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Research Question

How to achieve collective ends with limited resources?
Infrastructure development in Africa

Multiple ‘lacks’: skills, capital, institutions
Unresolved debate

The hiding hand principle: rushing planning is a good ‘crutch’ to undercut people’s propensity to underestimate their skills, strengths (Hirschman 1968)

vs.

Rationalistic paradigm: rushing planning leads to slippages of cost and schedule targets, lack of accountability, waste (Morris 1994, Flyvbjerg 2001)
Our sample

Uganda (Kampala)
‘big man rules’ state
-Kampala-Entebbe Expressway (CCCC-Exim bank of China)
-Kampala Institutional & Infrastructure Development (WB)

Nigeria (Lagos)
between competitive rule-of-law & dominant discretionary state (Levy 2014)
-Blue Line/Lagos Rail Mass Transit (CCECC)
-Lagos Bus Rapid Transit (WB)
WORLD BANK APPROACH

Original Plan

Plan Enactment

Organizational Structure

Target Cost

- Promoter
- Promoter's agent
- Resource-rich stakeholder
- Project supplier

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LAGOS BRT

PILOT PROJECT
- 2006 Masterplan: BRT
- Lamata established

STRATEGIC PLANNING (~4 years)
- Pilot 22km BRT line opens (~$1.4m/km)
- Idea to build 2 BRT extensions (13.5+27km)
- French Agency approves $100m loan
- French Agency signs off loan; WB approves $150m loan to other BRT; network by 2020
- French Agency signs off loan; WB restructures loan
- 14km extension contract awarded to CCECC; WB formally approves loan
- All network by 2030

IMPLEMENTATION
- Lamata will deploy ~400 buses for 1st extension
- Arrival of 434 buses
- 1st BRT extension commissioned in 11, 2015

Gov’ Lagos-Lamata + WB + Operator; ecoBank + French Agency + WB + CCECC + Sterling Bank

1. BRT
- 1st BRT ~$130m; completion 2008 (15 month)
- BRT opens 03.2008; 15-month execution; $150m
- BRT 14km extension by 2014; ~$105.5m
- BRT 9km extension ~$100m; completion ~2014
- BRT 5km ~$130m; second quarter 2015
- BRT 9km ~$100m; completion ~Nov 15
Between a Rock and Hard Place...

Overlapped approach: tempting for what it pledges, but fails to deliver

Sequential approach: frustratingly slow, even if more reliable in implementation
Ideas to speed consensus-building

Intermediaries

Modular technologies

Umpires/referees