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**MISSION REPORT  
BY  
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**PARIS, 1-3 FEBRUARY 1995**

## **A. Introduction**

1. Shortly before the termination of the First Transport and Communications Decade for Africa (UNTACDA II), ECA and the World Bank resolved to create SSATP (Sub-Saharan Africa Transport Programme) whose main task was to build up on the momentum created by UNTACDA I and undertake activities aiming at policy reforms in the transport sector. The SSATP highest "political" body was the International Advisory Committee (IAC), chaired by the Executive Secretary of ECA.
2. From the inception of SSATP, ECA and the World Bank reached a "gentleman agreement" which stated that once UNTACDA II would be declared, SSATP would cease to exist, would be integrated into UNTACDA II so as to avoid parallelism. It was only on the basis - and because - of this gentleman agreement that the Executive Secretary of ECA accepted to chair SSATP's International Advisory Committee.
3. SSATP was to live for 2 years but it has lived for 6 years now. The management of SSATP, as well as its financiers, decided to evaluate SSATP. In this regard, a team of 4 consultants was recruited towards the end of 1994 and was requested to a) assess the impact of SSATP in the area of policy reforms (especially) and b) make proposals with regard to the future of SSATP. The terms of reference of this evaluation mission are annexed in this report (annex 1).
4. The 4 consultants recruited were briefed first in Washington at the World Bank's Headquarters, before undertaking field missions in some African countries. Mr. Jean Bascou, from France, visited Addis Ababa, Lusaka and Antananarivo; Mr. A.J. Plumbe, from U.K. undertook a field mission to Nairobi and Harare; Mr. Mahamar Oumar Maïga, a Malian, visited Addis Ababa and Kampala. Finally, Mr. Daniel Etounga-Manguelle, a Cameroonian, visited Lusaka, Dar es Salaam and Maputo.

The reports of these 4 consultants were to be examined in Paris from 1 to 3 February 1995.

## **B. Attendance**

### **5. B.1 SSATP Evaluators**

Mr. Jean Bascou, funded by the coopération française

Mr. Anthony Plumbe, funded by the European Union

Mr. M.U. Maïga, funded by the European Union and

Mr. Daniel Etounga-Manguelle, funded by the World Bank.

**B.2 Donor Agencies (by alphabetical order):**

Mr. Jérôme Ahouanmenou, UNDP

Mr. Joep Bijlmer, Dutch Ministry of Foreign Affairs

Mr. Jean-Marc Gauthier, ISTED (France)

Mr. Jean-Louis de Gerlache, AGCD (Belgique)

Mr. Tore Gjos, NORAD

Mr. Patrick Lansman, FAC (France)

Mr. Gérard Olivero, FAC (France)

Mr. Paul Peter, SDC (Switzerland)

Mr. Klaux-Peter Pischke, KFW (Germany)

Mr. Jens Erik Bendix Rasmussen, Danida

Mr. Mikael Soderback, SIDA (Sweden)

Mr. Bruce Thompson, European Commission (EC)

Mr. R. Roderick B.M. van Voorst tot Voorst, EC

**B.3 ECA Staff:**

Mpekesa BONGOY

**B.4 World Bank Staff**

Mr. Snorri Hallgrimsson, AFTES

Ms. Suzane Holste, TWUTD

**C. Proceedings**

6. Wednesday 1<sup>st</sup> February (day 1) was to be used in the following manner:
  - a.m: The evaluators met to compare notes from field missions and formulate the outline of the report. This was to be the second time these evaluators met together as a complete group. The first time they met as a (complete) group was in Washington during their briefing sessions.
  - p.m: The evaluators, the European Union representative and SSATP coordinator (the World Bank) meet to design the outline of the report and draft proposal for Phase II of SSATP.
7. Initially ECA was not included in this important session. I told Mr. S.Hallgrimsson, the World Bank representative, that I wanted to attend the session and in fact, I effectively attended it.
8. The session aimed principally at agreeing on who should talk about what (this refers to the 4 evaluators), where to put more emphasis, etc. The evaluators agreed that each of them would present his own report during about 30 minutes, in English, followed by discussions from the floor. Since each of the 4 evaluators looked at all SSATP components, there was a possibility of repetition. The evaluators agreed to do their utmost to avoid repetitions during the sessions of the next day.
9. Thursday 2<sup>d</sup> February (day 2) was a crucial day since - the World Bank and ECA representatives were to state the views of their respective organizations; - the evaluators were to present their reports followed by discussions and - different components of SSATP were to be reviewed in detail.
10. Mr. Snorri Hallgrimsson opened the meeting and presented a report on SSATP activities since the last meetings of the steering committees of different components of SSATP. He showed that the implementation of the various components was at uneven stages. For example, RMI (road maintenance initiative) was well advanced whereas transport data base and Transport and Trade components were still lagging behind. He refrained from going into details since the participants would have ample opportunity to come back to these issues.

**ECA Statement**

11. First of all, I informed the participants that the ECA's updated position on SSATP had been formulated in writing, was available and would be distributed to all the participants that same day. I then focussed my oral presentation on the main issues covered by the ECA paper:

12. **Necessity to harmonize efforts for better results:**

During the preparation of UNTACDA II Programme, success was achieved inter alia because all the partners concerned worked together: ECA, the World Bank, ADB, OAU, UN-Specialized Agencies, African IGOs and NGOs and African Member Countries themselves. As a result of this, UNTACDA II objectives and strategies have been accepted by everyone and are still valid today. The challenge that we face now is to translate these objectives and strategies into concrete action, together, in an orderly and concerted manner, taking into account the realities of the current environment: scarcity of funds, political instability in many African countries, etc. Unfortunately, the cooperation which prevailed in 1989-1991 among all UNTACDA II partners did not continue to prevail at the implementation stage. Reasons which explain this lack of cooperation are numerous. We at ECA believe that the "tendency to do it alone" is one of the main reasons for lack of cooperation in the field.

13. **Bottom-up approach**

To ensure sustainability of efforts, UNTACDA II adopted the bottom-up approach. This approach was to be concretely applied in the field by the constitution and/or strengthening of the national coordination committees (NCC). All the partners, especially the financial institutions involved in UNTACDA II activities, were urged to work towards the establishment and strengthening of these NCC. Unfortunately, what actually happens in the field is the application of a "top-down approach", whose sustainability is not always evident in the medium and, especially, the long term.

**Clarification of Some Misconceptions**

14. Some people oversimplify the situation by saying that ECA privileges projects whereas the World Bank focuses on policy change and thematic issues and, therefore, that is what basically opposes these 2 institutions against each other. This is of course an oversimplification of the issues involved. From the inception of UNTACDA II, it was agreed that the programme would be implemented at all levels: national, sub-regional and regional. At the national level, projects were to be implemented by the countries themselves, whereas at the sub-regional and regional levels, IGOs, UN-Specialized Agencies and all other appropriate bodies

were to contribute to implement projects of these levels. In fact, a regional action programme was drawn up, dealing mostly with activities related to non physical projects such as: HRID, transport data, road safety, Yamoussoukro declaration, etc.

15. Para 16 of ECA Position Paper on SSATP is very explicit and reads as follows:" Furthermore, a regional action programme to be implemented by the sub-regional and sub-sectoral working groups was drawn up. It deals mostly with activities related to non-physical projects dealing with regional policy issues such as HRID, Transport Data Bank, Road Safety, Yamoussoukro Declaration on a New African Air Transport Policy, etc. ECA continues to view this group of activities as complementary to those projects submitted by the countries. It is obvious that the financing of physical projects is the purview of the development banks and other financial institutions on the basis of arrangements/negotiations between African countries and the financing institutions. There was and has never been any intention or obligation that the financing institutions and/or donors should fund all and every project contained in the list".

#### **Mid-Term Evaluation of UNTACDA II**

16. I informed the meeting on the mid-term evaluation of UNTACDA II, the report of which was subsequently distributed to all participants. I put emphasis on Phase II of UNTACDA II which is currently being framed: ECA will submit a draft of the salient features of Phase II programme next month, during the 10<sup>th</sup> Meeting of the Conference of African Ministers of Transport and Communications. It is therefore opportune that harmonization of SSATP and UNTACDA II (Phase II) be concretized. In this connexion, ECA has invited also donor agencies to attend Experts and Ministers meetings of 15-18 and 20-21 March 1995 respectively. I reiterated ECA's invitation to all the participants.
17. In conclusion, I said that:
  - a. ECA encourages all pertinent initiatives aiming at improving the efficiency of transport and communications sectors in Africa;
  - b. ECA continues to believe that working together in a (more)systematic manner could yield better results rather than to engage on useless competition whose final result is likely to be at the disadvantage of the beneficiary countries. This is particularly important to be mentioned since, up till now, SSATP is said to be a joint venture between the World Bank and various partners among which ECA;

- c. The involvement of the beneficiaries from the kitchen where food is being cooked to the dining table where that food will be eaten is a must, if sustainability is to be attained/achieved.

**Presentation by the Evaluators of their work to date and their initial findings**

18. As stated above, each of the 4 evaluators presented his report and herebelow are the main issues which are of interest for us at ECA.

**Need for Harmonization of SSATP and UNTACDA II**

19. Three evaluators (Messrs Jean Bascou, Daniel Etounga-Manguelle and Mahmar Oumar Maïga) clearly indicated that need, in writing as well as in their oral presentations. Messrs. Maïga and Etounga, the 2 (only) African evaluators, have even proposed the setting up of a mechanism for the harmonization of the activities. Mr. D. Etounga proposed a "cellule de recherche d'économies de transport, légèrement étoffée, dotée de moyens de fonctionnement appropriés. Une telle cellule, qui pourrait prendre appui auprès, soit de la Commission économique pour l'Afrique (CEA), soit auprès d'une institution régionale, est nécessaire pour assurer une veille méthodologique sérieuse, en même temps que le suivi des activités en cours d'exécution" (D. Etounga-Manguelle, para 4.11 of his report).
20. Mr. Maïga talked about a "Comité Directeur assisté du Secrétariat. Ce Comité sera composé des bailleurs de fonds et, éventuellement, de la CEA en sa qualité de coordonnateur d'UNTACDA II" (para 4.3(ii) of Mr. Maïga's report).
21. The fourth evaluator, Mr. Anthony Plumbe, did not refer to harmonization of SSATP and UNTACDA II activities. His assessment of ECA's contribution was rather negative. He wrote, for example, that ECA is incapable of "writing terms of reference for transport consultants". Of course, during the contacts I had with Mr. Plumbe as well as at the closing (plenary) session, I endeavoured to re-establish the truth. Notwithstanding this, I will not be surprised if Mr. Plumbe did not dare to propose that SSATP and UNTACDA II programmes be harmonized. In fact, since I found Mr. Plumbe very biased against ECA, I invited him to cross-check his information on ECA, in particular the information contained in SSATP file in Washington.

**SSATP is not accepted/known by several departments, services and units within the World Bank**

22. During their briefing session in Washington, the evaluators found out that SSATP was not taken into account by several Bank Departments. Mr. Bascou has summarized his findings in 3 categories:
  - a. Some World Bank Staff Members stated that the ideas that SSATP is trying to promote are not new; these ideas are well known and already taken into account in the Bank activities. Therefore there is no added value that SSATP is providing ("pour certains les idées développées dans le SSATP n'étaient pas nouvelles. Elles étaient bien connues et ils s'étaient efforcés de les faire prendre en considération sans attendre la mise en oeuvre du SSATP", J. Bascou, page 8, para 3(a));
  - b. Other world Bank Staff complained that they were not associated in the field activities of SSATP: workshops and seminars ("pour d'autres, les experts du SSATP ne les ont pas ou pas assez associés à leurs activités, à leurs ateliers et séminaires en Afrique notamment, amoindrissant de ce fait l'impact du programme et pouvant faire désordre", J. Bascou, page 8, para 6);
  - c. The third category of the W.B. Staff are satisfied with SSATP.
23. The evaluators conclude that there is need to improve communication between GT4 of the World Bank and the SSATP group within the World Bank itself. Mr. J. Bascou goes as far as to propose the creation of an internal committee to deal with that situation: "on pourrait envisager un comité, interne à la Banque, de parrainage et échange d'information qui se réunirait par exemple trimestriellement sur ordre du jour précis. On y traiterai de l'avancement des éléments de programmes structurels de transports des divisions opérationnelles, qui intéressent le SSATP, et de l'évolution de celui-ci" (J. Bascou, p. 8, para 8).
24. The main message here is the following: even though SSATP is managed by the World Bank, it is not part and parcel of all the departments and divisions of the World Bank. In other words, it is ignored by many World Bank Departments.

**SSATP is not a coherent programme**

25. Whereas in the beginning, SSATP programme was conceived in a coherent manner, in harmony with UNTACDA II strategies and objectives, it became later on a framework of ad hoc activities, depending on the availability of funds. Furthermore, whereas SSATP was to confine itself in policy change and, therefore, stick to the policy level, it became implementor of the projects for which funds



were made available by donor agencies. It appeared later on that there was no clear relations between the projects being implemented thanks to availability of funds and the main mandate of SSATP: policy change. Mr. Maïga made the following observation: "Le financement du programme a été largement tributaire de l'intérêt des bailleurs de fonds.... La fragmentation du programme par suite d'une évaluation individuelle des besoins de financement de chaque composante doit avoir constitué l'origine essentielle de cette situation (d'abandon de certaines composantes en faveur d'autres composantes)" (Maïga, page 5, para 2.16).

26. Mr. Jean Bascou observed the following: "On doit donc considérer que d'accords parties, le SSATP a été lancé et développé comme un programme à géométrie variable, tant sur le plan de sa consistance que dans son domaine géographique, qui a dû être adapté au gré des moyens disponibles et des circonstances" (page 4, para 5).
27. It should be recalled that the International Advisory Committee (IAC) of SSATP, chaired by the Executive Secretary of ECA, was the supreme body of SSATP, and its main mandate was to look at the global programme of SSATP and make sure that all its components are functionally and harmoniously integrated in the programme. It is known that IAC met only twice: in Washington DC in 1987 and in Oslo in October 1988. Since then, the IAC never met again. But each of the components of SSATP has a steering committee and these steering committees are the ones which are meeting more or less regularly. Needless to say that if each steering committee is left on its own, it is likely that the summation of the policies and programmes of these steering committees might not lead to a "coherent policy" and a "coherent programme".
28. The reason why the IAC never met again after the Oslo meeting of October 1988 is known: for ECA, the IAC had to be disbanded as an entity, and its members and activities were to be integrated into the Resource Mobilization Committee (RMC) and into the other appropriate mechanisms of UNTACDA II. This was later clearly spelled out in the memorandum of understanding between ECA and the World Bank of 12 November 1991 (para 11). The present situation is therefore the following: on one hand, the IAC is not meeting and, therefore, SSATP does not benefit from the advise of a supreme body which supervises the overall policy and activities of SSATP. On the other hand, SSATP is not (yet) integrated into UNTACDA II and continues to implement its activities (components) on a "variable geometry" basis. Clearly therefore, this issue should be addressed once again.

**SSATP is a donor-driven programme**

29. The evaluators are very clear on this issue: 85% of SSATP funds is provided by donor agencies; 15% comes from the World Bank. Furthermore, donor agencies consider SSATP as an umbrella within the framework of which each of them can provide its contribution and can control the use of it. SSATP is therefore donor-driven, a "top-down programme". ECA is being used within SSATP to provide "legitimacy" and show that SSATP is truly an African programme recognized by African countries and backed by the United Nations system. But ECA should not be allowed to substantially and/or meaningfully influence SSATP policies and activities. Thus, donor agencies and the World Bank should continue to reject ECA's attempts to see SSATP integrated into UNTACDA II.
30. Mr. Daniel Etounga-Manguelle writes the following: "le fonctionnement chaotique du SSATP observé sur le terrain résulte donc, pour une large part, de la diversité des situations nationales, mais il n'en reste pas moins vrai que le programme, tel qu'il a été conçu, est caractérisé par des approches 'funding driven' et 'top down' qui peuvent apparaître à long terme comme des obstacles à l'enracinement des politiques préconisées. C'est pour cela qu'il reste nécessaire, après avoir administré le vaccin, de continuer à suivre de près pendant un certain temps, les patients, afin de pouvoir effectuer en cas de besoin, des piqûres de rappel. Mais jusque quand?" (Daniel Etounga-Manguelle, para 2.18).
31. Mr. Jean Bascou's perception of SSATP is very clear: SSATP is a donor programme aimed at forcing African countries to speed up structural adjustment programmes. Donor countries find it better to intervene in African countries affairs in an organized manner, using substantially the World Bank and cosmetically ECA, rather than to face alone these same African countries. In this regard, the Code of Conduct of donor Agencies is to be fully applied. Mr. Bascou writes: "Prôner les réformes nécessaires sous l'égide de l'ensemble des bailleurs de fonds est forcément plus habile (parce que pas régalien mais universel) et plus persuasif (poids de l'ensemble des bailleurs)" (page 8, para 5).
32. Messrs Etounga-Manguelle and M.O. Maïga strongly recommend that the beneficiaries of SSATP be actively and meaningfully involved at all stages of SSATP activities, in conformity with the UNTACDA II's bottom up approach.

**Inclusion of air transport as a component of SSATP**

33. All the 4 evaluators have stressed the importance of including air transport as one of the components of SSATP. Of course, they know that this component had been previously included in SSATP but was later on dropped, because of the "variable

geometry" approach followed by SSATP. Mr. Jean Bascou, air transport specialist, is the one who is pushing more vigorously the idea of the (re)inclusion of an transport component within SSATP. Here again, coordination and harmonization of efforts will be necessary. One of UNTACDA II sub-sectoral working groups deals with air transport and this working group is led by ECA. If air transport is included in SSATP as a new component and if ECA and the World Bank do not agree on the division of labor, conflicts will certainly occur here also!

**SSATP activities should be expanded to South Africa and should also cover North Africa**

34. The evaluators are proposing that South Africa be included in the activities of SSATP: the dynamism of South Africa could meaningfully influence many countries of the Southern Africa hemisphere. South Africa could be a locomotive for policy changes in many areas of transport. This country's inclusion in SSATP is therefore a positive event, according to the evaluators.
35. As of the extension of SSATP's activities to North Africa, some evaluators recommend such an extension. Others are silent on the issue. Mr. Maïga is pro such an extension and states the following: "le SSATP doit tendre à couvrir le continent tout en entier car beaucoup de ses messages demeurent valables pour le Nord du Sahara. Cela paraît plus urgent et mieux indiqué que l'extension de son expérience à l'Europe de l'Est ou à l'Amérique Latine" (para 4.1(i), page 10).

**Assessment of each of the 7 components: Railway Management, Transport Data, Road Maintenance Initiative, Rural Travel and Transport, Human Resources and Institutional Development, Urban Transport and Trade and Transport**

36. All the 4 evaluators voiced their opinion on each of these 7 components. The main ideas and observations which apply to all the 7 components are summarized below:
  - a. **Impact of SSATP in Policy Change**
37. How far can one assert that: (1) policy changes have actually occurred in the components covered by SSATP and that (2) these changes are actually due to SSATP? Can one say that without SSATP, these changes - or part of them - would never have occurred ("opportunity cost concept")?. Here, the evaluators recognize that more research is needed before a definite answer is provided. Phase II of the evaluation of SSATP will elaborate on this issue. It is expected that the final report of the evaluation, due in April, will provide clearer answers to the 2 questions raised above.

**b. More training, less seminars**

38. SSATP has focussed on timebound seminars. The evaluators believe that training is more appropriate than seminars to anchor SSATP in Africa. Mr. Etounga said that there is "need for reappropriation of SSATP by Africans. Otherwise SSATP activities will remain of a cosmetics nature. The 'hand-to-achieve reforms' approach is not self-sustaining".

**c. Shift from policy formulation to project execution**

39. This phenomenon has already been referred to above. The availability of funds (variable geometry) and the absence of the International Advisory Committee (IAC) have contributed to the occurrence of such a situation. Some evaluators believe that if SSATP is harmonized with UNTACDA II, the situation will be improved, since the activities of SSATP could then strictly stick to policy formulation and policy reforms.

**d. Role of the World Bank**

40. Representatives of some donor agencies - such as Norad - believe that the World Bank is doing too much in the field ("twisting hands"), leaving very little to the local partners. This is found not to be conducive to the anchorage of SSATP in the continent. This opinion of Norad was not fully shared by some other participants who found that the World Bank was doing a useful and necessary job, otherwise SSATP activities would not have gone off the ground. However, in the future, the role of the World Bank should be minimized, ceteris paribus. Mr. Paul Peter of the Swiss SDC said in French: "Eviter que l'offre n'étouffe la demande".

**e. SSATP = a policy instrument, not a kit of tools**

41. Donor agencies were all in agreement with this: SSATP should remain as a policy instrument, and should not be seen as provider of a kit of tools to be used to solve problems. Taking as an example the case of RMI, the representative of KFW (Germany) forcefully warned the World Bank against this.

**SSATP from the donor perspective (Friday 3<sup>rd</sup> February, day 3**

42. Donor agencies were requested to state their position vis-à-vis SSATP. Of course, nobody was surprised to hear and learn that SSAP continues to enjoy the support of these donor agencies [since SSATP is "donor-driven" (Plumbe), "a programme of donors" (Basco) "a top-down programme" (Etounga-Manguelle), etc.]. I was particularly interested in the position of donor agencies with respect to the

relationships that should prevail between SSATP and UNTACDA II. In general, all the representatives of donor agencies do not wish to see SSATP integrated into UNTACDA II: they fear to lose control of their interventions in Africa in the sector of transport and, also, they believe that UNTACDA II machinery is too heavy and quite inefficient. While the representatives of France, Denmark and Sweden did not explicitly voice their opinion on the issue, they nevertheless agreed generally with what their other colleagues had said on the issue.

43. Those who clearly positioned themselves vis-à-vis this problem were: Norad (Norway), KFW (Germany), SDC (Switzerland) and the European Union. The representatives of Holland and Belgium were not present when this item was discussed. The representative of UNDP stated his organization's position as indicated later below.

**Norad (Mr. Tore Gjos):**

44. "SSATP should continue to be managed by the World Bank and should not merge with UNTACDA II. If however, this merge ever occurred, this would change the norwegian position with regard to the involvement of Norway in SSATP's activities".

**KFW (Mr. Klaus - Peter Pischke):**

45. a. "to combine SSATP and UNTACDA II to arrive at a body which will deal with transport issues in Africa is not advisable. Such a combination will result in a situation of hot potatoes".
- b. "SSATP and UNTACDA II are both important, but they should be kept separated".

**SDC (Mr. Paul Peter):**

46. "From Oslo in October 1988 up till now, the World Bank has been in charge of SSATP. Since SSATP's experience in the field is still young, let the World Bank continue to pilot SSATP. This does not prevent the establishment of cooperative relationships between SSATP and UNTACDA II".

**European Union (Mr. Bruce Thompson):**

47. "We should look at what is the best way of doing things. SSATP should not be integrated to UNTACDA II".

**UNDP**

48. Mr. Jérôme Ahouanmenou, UNDP representative, after having stated that SSATP was not a programme as such, reaffirmed his organization's commitment to back UNTACDA II which is a United Nations programme. However, he did not exclude UNDP's support in favour of some SSATP components such as transport data base and HRID. This support would then be effected "à la carte".

**Phase II of the evaluation of SSATP**

49. After the assessment of the evaluators reports and the debate summarized above, it was agreed that there would be no more field missions during phase II, because of lack of funds for such missions. The timeframe of Phase II has been agreed upon as follows:
- a. Mr. Anthony Plumbe will draft a consolidated report which he will submit to the other evaluators on March 18, 1995;
  - b. The evaluators will meet on 3 April to examine Mr. Plumbe's draft;
  - c. Mr. Daniel Etounga-Manguelle will finalize the report which will then be sent to donor agencies late April 1995.

**Closing Statements**

50. The last item on the agenda invited the representatives of the World Bank and ECA to make closing statements. I took this opportunity to emphasize 2 issues: the need for harmonization of efforts between SSATP and UNTACDA II, and the importance for the evaluators to double check information.
51. On the first issue, I addressed myself to the representatives of donor agencies - the majority of whom clearly stated that they don't want to see SSATP integrated into UNTACDA II - and reiterated ECA's wish to see SSATP and ECA comparative advantages combined for the achievement of better and greater results. Policy reforms require inter alia that the top level (eg. Ministers, Permanent Secretaries, etc) is also convinced of the necessity to reform. In this context, ECA has easy access to African Ministers of Transport and Communications (through inter alia the Conference of African Ministers of Transport and Communications). If SSATP really wants to reach that top level also, why shouldn't SSATP and ECA work together, harmoniously?

52. My message to the evaluators was, in particular, addressed to Mr. Anthony Plumbe who told me that his information on ECA was drawn from his conversation in Washington with Mr. J. Doyen, and from the SSATP file available in Washington. As stated earlier, I found Mr. Plumbe position on ECA very biased and imbalanced, almost totally unjustified! I invited him, in particular, to double check his information, otherwise he would continue to unduly undermine ECA with his wrong statements such as: ECA is incapable of drafting terms of reference for its consultants!

**Conclusion**

53. It has become very clear now that:
- a. SSATP is "a donor programme";
  - b. The World Bank is using SSATP to achieve its structural adjustment efforts;
  - c. The World Bank is being used by donor agencies for the implementation of the components chosen by these agencies and considered by the latter as being of priority;
  - d. ECA is being used "as partner of SSATP" to show to African countries that SSATP is indeed a Pan-African programme. But the role that the donor agencies and the World Bank want ECA to play within SSATP is very marginal ("window dressing", "cosmetic").
54. These are hard facts! How to change the situation is a challenge that UNTACDA II faces now. Needless to say that it is highly advisable that progress is made with regard to the relationship between SSATP and UNTACDA II during phase II of UNTACDA II (1996-2000).

Addis Ababa, February 1995

M. BONGOY

### Terms of Reference of Evaluation of SSATP

1. The purpose of the review is to provide a basis for determining the future course and modus operandi of the SSATP. The review is thus not an inquiry into details of results versus expectations, but rather a substantiated assessment of the impact of the SSATP approach in policy reform and capacity building for sustained development and formulation. It will concentrate on identifying (i) those areas of intervention which have yielded the most results and (ii) those management methods and practices which merit to be retained, those requiring improvement, and those which should evolve.
2. The essential purpose of the review is to reassess the method and the contents of the programme in light of the current situation and needs of the transport sector in the participating countries, with due consideration to the capacity of the relevant institutions and agencies. In a nutshell, if the programme had to be considered today, what should be its goal and its method?

### Elements of the Evaluation

3. The evaluation will broadly look at the overall programme and its seven components one by one in terms of methodology, content and actions taken, and will also focus on its future by proposing a strategy of action and eventually new themes or new approaches to be tested. It will contain four main themes:
  - assessment of the programme impact on policy reforms at the regional and national levels;
  - assessment of the effectiveness of the programme in building local capacity to implement the contents of new policies at regional and national levels;
  - identification of areas suitable for future investigation; and
  - assessment of the need for change in the structure and management of the programme.

### These themes will be approached at the regional, national and agency level:

4. - at the regional level, the study will assess the impact of the SSATP in fostering regional cooperation and coordination translated into practical action;



- at the national level, the study will seek to clarify agreements and differences in opinions between governments and agencies, donors and private sector stakeholder;
  - at the agency level, the aspect of institutional sustainability in the future, when donor support will have ceased, should overarch the analysis of the themes.
5. Additionally, the management mechanism of the SSATP should be evaluated for cost-effectiveness, relevance to needs, responsiveness to the needs of the programme and of the partners in the programme, and flexibility to changing circumstances.
6. Finally, an assessment should be made as to the degree of adoption by the donors of the findings of the SSATP, and the influence, if any, of this adoption on donor activity.

### **Methodology**

7. The evaluation will be conducted by four consultants. Their work will entail:
- (i) reviewing SSATP management and reporting, and assessing the absorption by the World Bank of SSATP lessons and experiences during a one week stay in Washington;
  - (ii) obtaining and analyzing the views and experiences of each of the bilateral donors;
  - (iii) obtaining and analyzing the views and experience of the African regional institutions which are partners in the SSATP: ECA in Addis Ababa, UAR in Kinshasa, UTPA in Yaounde, CEAO in Ouagadougou, PTA in Lusaka, SATCC in Maputo, etc. through visits of two to three days in each location;
  - (iv) evaluating the impact of SSATP in selected pilot countries. This will entail assessments of the RMI in Tanzania, Uganda, Kenya, Zimbabwe and Zambia, the Railway Management initiative in Senegal, Tanzania and Mali, urban transport activities in Kenya, Senegal, Burkina, Ghana and Tanzania, HRID in Sierra Leone, and Transport Data systems in Burkina, Senegal, Ghana and Mozambique;
  - (v) assessing the effectiveness of regional seminars/workshops versus country based initiatives;
  - (vi) preparing a comprehensive report on their findings and recommendations.

8. Field work in Africa is expected to take about sixteen man-weeks, with activities under (iii) and (iv) above combined whenever practicable. The preparation of the report is expected to take 4 weeks for each consultant. The entire study is estimated at 34 man-weeks.
9. The consultants will work independently, but under the oversight and coordination of the SSATP coordinator in the Africa Technical Department of the World Bank. In the formulation and presentation of their findings and recommendations, the consultants will enjoy maximum independence commensurate with the budget and time framework available. Exchanges of findings and opinions will be made on an ad hoc basis by telephone, telefax and other means of communications, and on two structured occasions during the period of the study: an interim review, examining initial findings and recommendations and a review of the draft final report. Wherever possible, the consultants' findings will be consensual. In the case of fundamental divergence between the findings of two or more consultants, separate opinions may be presented.

#### **Phasing**

10. The work will be carried out in two phases, separated by an interim review

#### **Reporting**

11. The final report will be comprehensive, covering the consultants' findings and recommendations. It will be preceded by an executive summary of not more than two pages. The summary should focus on practical steps, if any, required to further the two main goals of the SSATP.

**TRANSCOM/987**  
**ANNEX 2**

**ECA POSITION ON SSATP**

**ECA POSITION ON SSATP****I. INTRODUCTION**

1. In 1987 - one year before the end of the first United Nations Transport and Communications Decade for Africa (UNTACDA I) - nobody knew whether there would be UNTACDA II. But many people were of the opinion that the efforts commenced during UNTACDA I to solve a number of basic problems in the transport and communications sectors in Africa should be pursued after December 1988 (end of UNTACDA I). Furthermore, in 1987, there was little effective collaboration between ECA and the World Bank. These two factors compelled some ECA and World Bank staff members to initiate talks for possible collaboration, in concrete terms, between the two institutions in the area of transport and communications in Africa. The outcome of these talks was the concept of the Sub-Saharan African Transport Programme (SSATP).

2. The main objective of SSATP was to assist African States and donors to address important issues relating to transport policies and to build up ad hoc capacities in the continent.

3. From the inception of SSATP, a "gentleman's agreement" was reached between the World Bank and ECA so that if there were a second Decade and once its objectives, strategy and programme were defined, SSATP would become an integral part of the UNTACDA II programme since neither ECA nor the World Bank nor African countries would accept to have two parallel programmes on transport Africa running simultaneously in Africa. This would show, inter-alia, lack of rationalization. It was on the basis of that understanding that the Executive Secretary of ECA accepted to chair the International Advisory Committee (IAC) of the SSATP. For ECA it was inconceivable that the Executive Secretary would chair simultaneously a parallel programme on transport in Africa once UNTACDA II was declared.

4. In November 1988, the second International Advisory Committee (IAC) meeting that took place in Oslo (Norway), the Executive Secretary of ECA, while taking into consideration the ECOSOC Resolution 1988/67 of July 1988 supporting and proclaiming a second Decade, reminded participants on the important "gentleman's agreement" reached by the World Bank and ECA, said that once UNTACDA II was launched, the SSATP organs would become part of the UNTACDA II organs since its objectives, strategies and activities would be subsumed under the UNTACDA II programme.

5. By its resolution 43/179 of 20 December 1988, the General Assembly declared the period 1991-2000 as UNTACDA II and two years - 1989 and 1990 - were set aside for a thorough and careful preparation of the Decade programme. In preparing the objectives

and strategy of the UNTACDA II programme, it was agreed that all relevant United Nations agencies, African intergovernmental organisations and institutions were to work together. The World Bank participated fully and actively in the exercise and the document adopted by the Conference of African Ministers of Transport, Communications and Planning in Tangiers in 1989 was prepared, inter-alia on the basis of the experience gained from the SSATP and, as such, included all the objectives of the SSATP.

6. As previously agreed upon in 1987, the World Bank and the ECA continued to discuss the modalities for the integration of the two programmes with the understanding that activities already underway under the SSATP should continue under the auspices of the Decade. A meeting took place in Addis Ababa on 11 and 12 November 1991 and the outcome of that meeting was a Memorandum of understanding between ECA and the World Bank on Transport and Communications Development in Africa which was subsequently signed by the representatives of both parties.

## II. SSATP IS AN INTEGRAL PART OF UNTACDA II.

7. From its inception, SSATP was designed to continue activities in priority areas which had been identified during UNTACDA I, and it was the understanding between ECA and the World Bank that, in the event of a second Decade, the activities of SSATP would be integrated into UNTACDA II. Indeed, as stated earlier, SSATP greatly contributed to the preparation of UNTACDA II programme in that it formed the basis for the objectives and strategies of some sub-sectors of transport in the UNTACDA II programme. Therefore, ECA continues to view SSATP as an integral component of UNTACDA II.

8. From 1987 up to now, the SSATP has carried out many activities in the field of transport in Africa. Concurrently, the programme of UNTACDA II has been prepared and approved by Africa both by the ECA Conference of Ministers and the Heads of State and Governments of the OAU. The contribution of the World Bank as an institution as well as lead agency of SSATP to the preparation of UNTACDA II has been outstanding. The Bank is a member of and/or has participated very actively in all the meetings of UNTACDA II, for example:

- (i) Conference of African Ministers of Transport, Communications and Planning (Kinshasa - 1988; Tangiers - 1989; Abuja - 1991; Addis Ababa - 1991 and 1993).

- (ii) Resource Mobilization Committee (RMC) from its inaugural meeting in June 1989 to the 10<sup>th</sup> meeting in October 1991.
- (iii) Sub-sectoral Working Groups (of which the Bank is leader) of Urban Transport and Roads and Road Transport groups.
- (iv) The Inter-Agency Coordinating Committee (IACC) since 1988.

9. SSATP as a programme also contributed significantly in the UNTACDA II programme. The SSATP group submitted to the first preparatory meeting of IACC on UNTACDA II a document entitled, Issues, Objectives and Activities, which states in para.2 that "that programme, the Sub-Saharan African Transport Programme (SSATP) is poised to become an important component of the UNTACDA II Programme in the field of Transport".

10. It is abundantly clear that in the past, the World Bank has worked very closely with ECA and other organizations and agencies in the preparation of the UNTACDA II programme and work previously carried out under the SSATP has contributed substantially to the policy orientation in various subsectors. Therefore, it stands to reason that these two programmes can, and indeed should, be integrated in order to avoid the appearance of parallelism which can result in unnecessary competition between the two programmes, duplication of efforts, as well as confusion among African countries and donors.

### III. BOTTOM-UP APPROACH SHOULD BE FOLLOWED.

11. Implementation of programmes in transport and communications in Africa should be demand-driven in order to build necessary capacity to ensure sustainability. In this regard, the involvement of beneficiaries in all stages of the programme (conception, formulation, implementation and evaluation) is essential. This is the basic approach which has been adopted for UNTACDA II programme.

12. De facto integrations of SSATP into UNTACDA II will ensure that the bottom-up approach is fully taken into account, together with the concerns and preferences of the donors and financial institutions.

### IV. PROPOSED METHODOLOGY FOR INTEGRATING SSATP INTO UNTACDA II

13. The SSATP programme consists of the following seven components: (i) railway management; (ii) road maintenance

initiative (RMI); (iii) rural travel and transport project (RTTP); (iv) human resource and institutional development (HRID); (v) urban transport; (vi) transport data; and (vii) trade and transport. In fact the above are activities of UNTACDA II and can be effectively accommodated in one of the subsectoral working groups. The UNTACDA II programme is currently undertaking activities dealing with most of the above themes.

14. From the above, it is evident that duplication can be avoided by integrating the major structures of SSATP into those of UNTACDA II as outlined below:

(i) Integrating IAC into the RMC

- In view of the fact that their functions are very similar, with the RMC covering the entire region and the entire range of subsectors, it is suggested that the IACC be merged with the RMC and that ADB will be Chairman of the expanded RMC and co-ordinate its activities. This would obviate any duplication and need for co-ordination of SSATP activities by an IAC which would inevitably occur if there were two separate and parallel organs, viz: UNTACDA II and SSATP.
- The roles of members of the RMC would be defined in such a manner as to take into account the capacity and capability of each member in implementing the programme components. The definition of roles shall be determined and agreed to by all members of the RMC. For example, the ADB and World Bank could be charged with the sensitization and involvement of donors and financial institutions in the RMC so as to increase financing of the programme. ECA and OAU would be responsible for sensitizing African countries and organizations on the importance and priority of the programme and their effective participation in the RMC where necessary, especially to become aware of the major decisions of the RMC.
- It should be noted that the participation of the donors in this new arrangement will not compromise the support of those donors who used to participate in the IAC because some components of the UNTACDA II programme were partially developed from strategy and policy defined and developed under SSATP.

(ii) Merging UNTACDA II Subsectoral Working Groups and SSATP Steering Committees

- With the exception of the Transport Data, HRID and the Domestic Construction Industry components, the other Steering Committees of the SSATP can appropriately be merged into the existing UNTACDA II Sub-Sectoral Working Groups, with the provision that resource mobilization activities will be performed by the RMC.
- The implication of this merging is that the new structure will deal with all aspects of the development of transport and communications in all regions of Africa.
- During the implementation phase, the working groups will define their activities, which could include: review of their sub-sectoral strategies, monitoring progress achieved, undertaking studies, assisting countries and/IGOs develop their priority programmes, promoting the Decade programme and projects within their respective subsectors, organizing seminars and enhancing the capability of African institutions, and assisting countries to implement the various recommendations of the decisions/studies. One of the key advantages of this approach is that all the partners concerned - eg. countries, IGOs, NGOs, UN-specialized agencies, donors - are altogether involved. There is therefore a critical mass conducive to progress.

**V APPARENT DICHOTOMY BETWEEN ECA AND WORLD BANK VIEWS OF UNTACDA II**

15. While some differences of opinion appear to exist between the ECA and the World Bank on the importance attached to the published list of projects to be implemented under UNTACDA II programme, these differences are more apparent than real. It was a common understanding among all the partners in UNTACDA II that the programme would be implemented at all levels: national projects by the countries themselves; subregional projects by the subregional organizations and, at the regional level, by the Sub-sectoral Working groups. The published list (Volume II) contains mostly projects submitted by the countries and their subregional organizations. Although few in number, it also includes regional non-physical projects. In fact the publication of the list of projects was decided by consensus by all the partners and



ultimately approved by the Conference of African Ministers of Transport and Communications in 1991.

16. Furthermore, a regional action programme to be implemented by the subregional and sub-sectoral working groups was drawn up. It deals mostly with activities related to non-physical projects dealing with regional policy issues such as HRID, Transport Data Bank, Road Safety, Yamoussoukro Declaration on a New African Air Transport Policy, etc. ECA continues to view this group of activities as complementary to those projects submitted by the countries. It is obvious that the financing of physical projects is the purview of the development banks and other financial institutions on the basis of arrangements/negotiations between African countries and the financing institutions. There was and has never been any intention or obligation that the financing institutions and/or donors should fund all and every project contained in the list.

#### **VI AFRICA IS ONE REGION.**

17. While recognizing that the African region according to the World Bank covers only Sub-Saharan Africa, ECA by virtue of its mandate covers all Africa. Therefore, according to the terms of reference of ECA, every effort should be made to extend the activities of SSATP, where applicable, to the North African region.