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**UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA
SUBREGIONAL DEVELOPMENT CENTRE FOR SOUTHERN
AFRICA(ECA/SRDC)**

MISSION REPORT

Staff Member on mission:	M.E. Dhliwayo, EAO, Transport Programme
Purpose of mission:	Bilateral consultations with SATCC
Duration:	18 - 22 August, 1997
Venue:	Maputo, Mozambique
Programme Element:	Inter-Agency Coordination, Harmonization and Liaison

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BACKGROUND

The ECA, in implementing its new strategic directions and also considering the role that Regional Economic Communities have to play in the realization of the African Economic Community, took a major stride in ensuring that its programme would be derived from both the subregional and national priority programmes. The mission was therefore undertaken to the Southern African Transport and Communications Commission in Maputo Mozambique.

OBJECTIVES

The objective of the mission was discuss the priority programmes for the SADC, COMESA and ESAMI organizations, in conjunction with ongoing and proposed ECA activities in transport and communications within the ECA Regional Cooperation and Integration subprogramme (see Annex I), and identify areas for cooperation. Representatives of ESAMI and COMESA unfortunately were not able to participate in the discussions.

SATCC PROGRAMME

Assessment of the SATCC programme the director revealed that if the regional transport system is kept in good condition and is operated to good performance standards, it could meet the short-term needs of the region for transport facilities.

For the longer term, the network condition and performance depended on:

- (a) sustained attention to road maintenance;
- (b) integration of the regional rail system;
- (c) Capacity improvement at the region's principal port for containerized and breakbulk cargoes;
- (d) Improved air cargo terminals;
- (e) Reduced air transport costs and improved air service connections and frequencies;

- (f) Improved rural transport systems.
- (g) Extended telecommunications network to cover many areas without telecommunications services, improvement of existing inadequate capacities of trunk lines, etc;
- (h) Address training needs for all sectors;

Priority areas and Programmes

The priority areas and programmes being implemented by SATCC comprised the following:

- (a) The SADC Protocol on Transport, Communications and Meteorology, which set out the region's objectives in regard to these sectors, and specifies approaches and general strategies by which those objectives are to be attained.
- (b) Implementation of the World Bank/ECA Road Management Initiative (RMI) programme, to bring about improved road maintenance, at a lower cost, in the region.
- (c) Programmes for commercializing and private sector participation in transport and communications.
- (d) Restructuring of transport and communications parastatals and enterprises.
- (e) Setting up of transport and communications industry regulating authorities.
- (f) Improvement of human resources and institutional requirements for successful implementation of the ongoing reforms and general sector improvements.
- (g) Extension of facilitation programmes
- (d) Implementation of the African Road Safety Initiative as proposed during the Third African Congress held in Pretoria South Africa in April 1997.

In order to implement the programmes identified above, SATCC is currently implementing the following projects:

- (a) The transport and communications integration study;
- (b) The transport efficiency project;
- (c) Preparation of a training compendium;
- (d) Development of a transport data base;
- (e) Preparation of manuals for restructuring enterprises.

Conclusions

The presentation given above adequately covers the four main thrust areas which are covered by transport and communications in the Regional Cooperation and Integration programme of ECA. These are Human Resources, Institutional Development, Regional Transport and Communications Linkages and Facilitation of Travel, Transport and Communications Database and Information Networking Financing Infrastructure Development. An introduction of gender issues into these programmes will have to be done by ECA.

Furthermore, ECA is expected to assist the subregional organizations in devising policies and strategies for effective resource mobilization which are consistent with the prevailing development environment.

The refining of cooperation areas is expected to be finalized in early 1998 in Maputo hopefully with the participation of COMESA and ESAMI.

The mission also partially attended the meeting of coordinators on implementation of SADC transport and communications protocols, of which the report on the conclusions of the meeting is attached mainly citing the problems being faced by the coordinators and recommendations for their solution. The report is attached as Annex II.

PERSONS MET

Mr. E. Msolomba Director, SATCC
Mr. S. Kaombwe, Coordinator,
Mr. Musoma, Training Expert,
Mr. Mabomambo, Roads Expert
Mr. Punungwe, Railway Expert
SACG consultants
Participants in the Protocols Meeting

TRANSPORT AND COMMUNICATIONS PROGRAMME

1. KEY AREAS

In line with the ECA theme of Regional Cooperation and Integration, the transport and communications programme will focus on the promotion of cooperation and integration of transport and communications systems among the African countries. ECA will concentrate on the following key areas:

(a) Human Resource Development

Adequate investment in human resources development is generally accepted as the key to sustainable development and most recent studies on Africa's development indicate that the poor performance of the economies is mainly due to insufficient human skills and inappropriate use of available human resources.

ECA has recognized this need and initiated actions, along with other UN agencies, for human resource development. It will therefore further exploit its multi-disciplinary capacity in assisting implementing policies to increase Africa's development capacity, including stepped-up and enhanced effectiveness of training, acquisition of skills and technology, and better utilization of indigenous human resources, especially in this era of rapid advances in transport and communications technologies.

(b) Institutional Development

The World development cooperation environment has changed over the past several years along with the changes in the economic order towards more liberalized market orientation, where the participation of private sector and the civil society in development activities is actively encouraged. African transport and communications industries are already experiencing significant pressures for reform towards liberalization, commercialization and privatization of the sectors. The countries are adapting to these changes through the implementation of various adjustment programmes.

ECA will assist the African countries and organizations in identifying those areas which should remain under public domain and those which can be better undertaken by the private sector, and in formulating and implementing proactive policies and strategies to create the enabling environment for sustainable development (e.g. through liberalization, commercialization and private sector participation, community and user involvement, introduction of competition, etc.). Failure to do so may result in imposition of reforms by outside forces to the possible detriment of Africa. In its capacity as a regional commission, ECA will endeavour to establish cooperation mechanisms among various institutions and bring together all stakeholders in the development of these sectors as it has initiated in the on-going programme of Human Resource and Institutional Development (HRID).

(c) Regional Transport and Communications Linkages and Facilitation of Travel

Regional cooperation is essential in developing an integrated physical network and facilitating the flow of traffic, information and movement of people. Efficient utilization of all physical infrastructures and services depends largely on the existence of sufficient facilitation of operations and procedures as well as legal and administrative services. Facilitation at the regional level implies harmonization and standardization of rules and regulations, procedures and facilities to the maximum extent possible, as well as promotion of cooperation and integration for development.

ECA's role in improving regional linkages and facilitation of traffic will include assisting the African Regional Economic Communities in developing policy frameworks for harmonization of operations and standardization of insurance requirements, transit rules, documentation and transit charges as well as the establishment of construction and maintenance standards of transit routes and facilities. Within the framework of the joint OAU/ECA/ADB Secretariat for the implementation of the Abuja Treaty, ECA is expected to provide the link between the various Regional Economic Communities of the African Economic Community for overall regional integration; assist the RECs in the implementation of the protocols on transport and communications in the Abuja Treaty; promote the development of transport and communications corridors (including the Trans-African Highway System); assist African countries in the development of common positions in the negotiations of the relevant international treaties and conventions and in their implementation.

(d) Transport and Communications Database and Information Networking

Lack of appropriate data is often cited as a major drawback in assessing the social and economic development in Africa. Information on transport and communications sectors is required for analysis, decision making and better planning and management of the development of the sectors.

ECA intends to develop regional database on African transport and communications development and assist the African countries to establish the corresponding national systems in that it has already initiated this effort and established pilot projects in several countries. The transport and communications database at ECA would be part of the larger regional database on Africa.

(e) Financing Infrastructure Development

It is common knowledge that most of the development programmes which Africa and its development partners have formulated and implemented over the years have not been fully realized, partly due to resource constraints. The investment required to bring Africa's infrastructure capacities to levels which are needed to support sustainable economic development are enormous. Moreover, the traditional approach to development whereby the government assumed all the responsibilities for financing development, often with generous development assistance funds, is no longer applicable. The new order in development calls for more involvement of all the stakeholders in development activities in order to expand the resource base to include user charges, special tariffs and development funds generated from the use of the infrastructure facilities.

ECA will assist African countries and organizations in devising policies and strategies for effective resource mobilization which are consistent with the prevailing development environment. Specifically, ECA intends to undertake studies of experiences in other countries and regions (e.g. South-east Asia) which may be applicable to Africa and formulate policy proposals which re adapted to Africa's situation and needs. These studies, which would include issues of technical assistance, establishment of special development funds, levies for services, joint ventures, South-South cooperation, etc., would provide the countries with an overall view of the different possibilities in financing policies and strategies, as well as factors which can create a climate favourable to investment.

ECA will also promote the new development orientation towards internationalization of development responsibilities and less reliance on external sources for Africa's development funding and ideas.

2. ONGOING COLLABORATIVE PROGRAMMES

ECA is currently implementing the following programmes in collaboration with its partners:-

- (a) Sub-Sahara Africa Transport Policy Programmes (RMI, RTTP, Transport Data Base, Trade and Transport, HRID Urban Transport) in collaboration with the World Bank, EU and other bilateral donor institutions;
- (b) Preparation for the launching of the African Road Safety Initiative in collaboration with OECD, World Bank, TRL (UK), CSIR (South Africa) and National Highway Institute (USA);
- (c) The implementation of the Abuja Treaty with ADB, OAU and Subregional Organizations;
- (d) The second United Nations Transport and Communications Decade for Africa with ILO, UNCTAD, ICAO, AFRAA, AFCAC, IMO, ITU, WB, ADB, OAU, etc.;
- (e) The African Road Data Bank with IRF.

3. ONGOING STUDIES BY ECA

- (a) Commercialization of and private sector participation in telecommunications development: country case studies;
- (b) Restructuring parastatal organizations and governmental institutions in the field of transport and communications: approaches and lessons from experiences in Africa;

- (c) Commercialization of and private sector participation in selected transport sectors: country case studies;
- (d) The impact of improved rural transport on women;
- (e) The impact of policy reforms on transport and communications in selected African countries;
- (f) Financing transport and communications sectors in Africa;
- (g) Trans-African Highway Programme;
- (h) Management information systems;
- (i) Harmonization of definitions and relation of performance indicators;
- (j) Action plan for the improvement of road safety in Africa;
- (k) A review of facilitation aspects along the transit corridors;
- (l) Economic appraisal of selected sub-standard sections of transport infrastructure in Africa: Subregional studies;
- (m) Liberalization of air traffic rights in Africa: Challenges and prospects;
- (n) Development of air services in Africa: A subregional approach;
- (o) Needs assessment for the modernization of rail track, rolling-stock, telecommunication and signalling equipment in West and Central Africa.

4. SEMINARS/WORKSHOPS

- (a) The First African Transport Forum Cairo, Egypt 26 - 27 November, 1997;
- (b) 12th Meeting of the Conference of African Ministers of Transport and Communications, Cairo, Egypt 22 to 27 November, 1997;
- (c) Subregional Seminars on the African Road Safety Initiative;

- (d) Port restructuring workshops;
- (e) Subregional Seminars on the implementation of the Yamoussoukro Declaration.
- (f) Regional Meeting of African Ministers in charge of Civil Aviation to assess the implementation of the Yamoussoukro Declaration;
- (g) Expert group meetings for transit corridor development;
- (h) Regional seminar on private sector participation in transport and communication sectors.

**SADC PROTOCOL ON TRANSPORT,
COMMUNICATIONS AND METEOROLOGY**

REGIONAL COORDINATION WORKSHOP

Maputo, Mozambique
19-21 August, 1997

CONCLUSIONS & RESOLUTIONS

The workshop was attended by members of the National Protocol Implementation Coordination Teams (N-PICTs) of ten of the twelve Member States of SADC, with only South Africa and Zambia being absent from the meeting. Most of the participating countries were represented by their National Coordinator or by the Deputy National Coordinator. Country presentations on status of Protocol implementation were made by nine of the participating countries, and personnel of the SATCC-TU made several technical presentations. For the purpose of arriving at conclusions and resolutions, the plenary divided into two discussion groups. The Mozambique delegates arrived at the workshop late and did not make a country presentation, but did participate in the group discussions of the workshop, leading to the following conclusions and resolutions.

Conclusions

1. The National Protocol Implementation Coordination Teams (N-PICTs) are generally not yet satisfactorily formed. There ought to have been more thorough consideration of individuals chosen; all appointments should have gone through a screening process, to ascertain whether or not they met certain criteria. Broadly, these criteria, are:
 - ◆ The National Coordinators are appropriately government officials, but care must be taken to ensure that the officials are sufficiently senior to be effective in calling necessary meetings, giving directives, and making requests, yet are not too senior, i.e., they ought not also to be members of the Committee of Senior Officials (CSO), to whom the National Coordinators will need to report.

- ◆ The National Coordinator must have **good technical knowledge** to permit he or she to be effective in regard to his or her respective subsector (since the National Coordinator is also one of the Subsectoral Coordinators), yet must also have the administrative and organisational skills necessary to oversee the coordination efforts of the other seven or eight Subsectoral Coordinators.
 - ◆ All of the Subsectoral Coordinators must have sufficient time to devote to the coordination effort, and the National Coordinator must be able to devote an even greater proportion of his or her time to Protocol implementation coordination responsibilities. (The workshop ruled out the possibility that any of these Coordinators should be expected to put in full-time on coordination responsibilities. No minimum proportion of working time was specified by the workshop, since this would differ country-by-country, subsector-by-subsector, and individual-by-individual. **Nevertheless, appointees ought not to be so busy that they must delegate their coordination responsibilities to subordinates.**)
 - ◆ All appointees must be committed to the coordination process.
2. There needs, in general, to be a sensitization process, and, in this regard, the responsibility lies principally with the SATCC-TU. This sensitization process involves mainly three things:
- ◆ There is no conflict between "national" objectives in regard to a subsector and "regional" objectives in regard to that same subsector, as those regional duties do not add to Coordinator workloads, i.e., the Coordinators have the same ultimate objectives that they would have in the absence of the Protocol. The "sensitization" process must make all Subsectoral Coordinators aware that this is so.
 - ◆ On the other hand, the coordination duties do add to the "process" workload, i.e., increased coordination with other members of the N-PICT, with "core groups" of stakeholders, and with stakeholders in general, and additional reporting

requirements. These do entail a significant increment in time, and especially for the National Coordinator. The "sensitization" process in this case is to make the Ministers and Permanent Secretaries aware that, in making appointments to their respective N-PICTs, they are requiring that significant amounts of time be devoted to coordination duties, **and should make an allowance for this in regard to the normal workloads of the appointees.** In the case of one National Coordinator, who was seconded for the purpose of taking on coordination duties, the sensitization process must extend to his home ministry.

- ◆ The National Coordinators must be satisfactorily supported by the other N-PICT members, i.e., the other Subsectoral Coordinators must carry out their own responsibilities fully and timeously.
3. Although the SATCC-TU has prepared a "job description" for Subsectoral Coordinators, this has not been disseminated sufficiently, and it could be helpful in the process of reviewing candidates for Subsectoral Coordinator appointments.
 4. Although the Protocol itself was translated into Portuguese, the SATCC-TU needs to extend its translation efforts to other documents which are intended to be useful for the Protocol implementation process. In this way, the two Portuguese-speaking Member States will be better able to use any SATCC-TU advice and information.
 5. It is still early in the Protocol implementation process, and the N-PICTs cannot at this point in time be said to have developed their internal working relationships sufficiently, nor have the Subsectoral Coordinators yet established their necessary external working relationships.
 6. Since the National Coordinator has responsibilities in regard to all subsectors, he or she must have a means of initiating a process of Subsectoral Coordinator carrying out their respective coordination duties.

7. Progress is being made in the preparation of country Micro Action Plans (MICAPs), but preparation of these is not yet proceeding in an orderly fashion. A review is needed of just what actions and what amount of time will be required to complete first drafts of these.
8. Some assistance might be required of the SATCC-TU in regard to MICAP preparation, but such assistance would be country-specific.
9. The proposed National Protocol Implementation Workshops (NPIWs) are needed in all countries probably, but more in some than others. The design of these workshops is likely to differ from country to country, and it must therefore be left to the individual country to design its NPIW. Timing is uncertain, since an assessment is first necessary to ascertain how soon a First Draft MICAP can be prepared and distributed in each Member State. With regard to design, however, it is likely that the content of the NPIWs will need to begin at a more basic point than the SATCC-TU has suggested in its proposal; that is, the attendees will need to be made aware of what the Protocol is, what its aims are and by what means its implementation should proceed.
10. First Draft MICAPs should be presented to the NPIW, in each Member State, for NPIW review and approval or amendment.
11. Annexes to the Protocol could be valuable to the region and preparation should proceed. The current list of Annexes to be prepared for incorporation into the Protocol in 1988 or 1999 appears generally to represent the higher priorities for Annex development, but the workshop will accede to the decision of the Committee of Ministers in this regard. Consideration, however, might desirably be given to moving forward the preparation of Annexes on third party insurance and road user charges.
12. The improvement of communications between the SATCC-TU and Member States and among the Member States is of considerable importance. The SATCC-TU initiatives in this regard are desirable and should continued. These initiatives include the holding of SATCC Communications Workshops in Maputo, the establishment of electronic mail connections, and the training of Member State personnel in the use of advanced communications methods..

Resolutions

1. The SATCC-TU will disseminate more widely than it has therefore done the job description for Subsectoral Coordinators.
2. National Coordinators will request of their respective Governments that there be a review of Subsectoral Coordinator appointments in light of the job description and the conclusions of this workshop.
3. Within three weeks of this date (i.e., by not later than 11 September), the National Coordinators of each Member State will communicate to the SATCC-TU the expectations regarding preparation deadlines for First Draft MICAPs and scheduled dates for NPIWs, and the preferred design and agenda of these NPIWs.
4. The SATCC-TU will consider the Workshop's conclusions regarding sensitization, and identify the useful and doable scope, approach and schedule of a sensitization effort.
5. The SATCC-TU will take under advisement the workshop's conclusion in regard to the needs for more extensive translation efforts, and assess the possibility of complying in some manner and to some extent.