



ECA/RCID/005/00

Economic Commission for Africa

**TERMS OF REFERENCE
FOR THE EVALUATION OF
THE SECOND UNITED NATIONS
TRANSPORT AND COMMUNICATIONS
DECADE IN AFRICA
(UNTACDA II)**

March 2000

I. BACKGROUND

1. The Second United Nations Transport and Communications Decade in Africa (UNTACDA II) was proclaimed in December 1988 by the United Nations General Assembly (Resolution 43/179 of 20 December 1988) at the request of African Governments. The Decade covers the period 1991-2000, and is a continuation of the first Decade Programme (1978-1988).

2. Drawing on lessons from the first Decade, the Conference of Ministers of Transport, Communications and Planning introduced important innovations in the preparation and implementation of UNTACDA II programme. This included the devotion of two years (1989 and 1990), to meticulous and methodical formulation of a coherent and credible programme for its implementation. Moreover, in order to involve all partners in the development of transport and communications in Africa within the framework of extended cooperation, an institutional framework based on the "bottoms-up" approach was established. This mechanism was formed by:

- ◆ The creation of National Coordinating Committees (NCCs), Sub-regional Working Groups, Subsectoral Working Groups and a Resource Mobilization Committee (RMC); and
- ◆ Maintaining ECA as the lead organization, the Inter-agency Coordinating Committee (IACC) and the Conference of Ministers

3. After two years of thorough preparatory activity, the global objectives, strategies and programme elements of UNTACDA II were approved by the Conference of African Ministers of Transport, Communications and Planning in February 1991 and the list of projects in May 1991. The Conference of Ministers decided that the programme would be evaluated periodically so that appropriate corrective measures could be taken at the right time. Three evaluations were agreed upon; the first in 1994, the second in 1997 and the final one in the year 2000.

4. The results of the first evaluation were submitted to the tenth meeting of the Conference in early 1995. It concluded, notably, that the Decade objectives were indeed relevant, and that there was a need to continue implementation of the programme taking into account the available resources and the revision of the terms of reference of the Resource Mobilization Committee. These conclusions formed the basis of recommendations adopted by the tenth Conference by its Resolution ECA/UNTACDA/Res. 95/92.

5. The Conference also requested ECA to carry out the second evaluation of the programme in 1997 aimed at assessing progress made in the implementation of the programme by laying emphasis, on the one hand, on project execution at all levels, in particular, at the national and subregional levels and, on the other hand on the programme's impact on the development of transport and communications in the region. The outcome of the second evaluation was considered at the Eleventh Meeting of the Conference of African Ministers of Transport and Communications that was held in Cairo, Egypt from 25 to 27 November 1997. The meeting adopted and approved a Framework for Action for accelerating the implementation of UNTACDA II aimed at building strong and efficient transport and communications systems in Africa for the 21st Century (Resolution ECA/UNTACDA/Res.97/97).

6. The above resolution requested ECA to ensure that the third and final evaluation of the implementation of UNTACDA II is conducted in the year 2000 to assess in detail, the overall impact of the programme in terms of achievements of qualitative and quantitative development objectives. The resolution also requested ECA to prepare a consolidated report on the status of implementation of all UNTACDA II projects using reports drafted by Member States, IGOs and UN agencies on the situation with regard to the status of their projects and activities they have undertaken in the implementation of the Framework for Accelerating the Implementation UNTACDA II. The final evaluation is to cover all approved UNTACDA II projects and activities undertaken in the implementation of the Framework for Action of the Decade. The Conference further requested sub-sectoral/subregional groups, IGOs in Africa and United Nations specialized agencies to assist ECA in the evaluation of projects falling within their area of competence.

7. The third and final evaluation of UNTACDA II is the object of this terms of reference.

II. OBJECTIVES AND SCOPE OF THE EVALUATION

a. Objectives of the evaluation

8. The overall objective of the third and final mid-term evaluation of UNTACDA II is to assess the progress made in the implementation of the whole programme. Emphasis is to be given to the assessment of project execution, particularly, at all national, subregional and regional levels, based in this respect, on results of activities undertaken by all partners involved in the implementation of the programme since its inception in 1991. Findings and recommendations of the first two mid-term evaluations would be taken into account during the final evaluation.

9. The evaluation is also to ascertain the overall impact of UNTACDA II on development of transport and communications in the region in terms of achievement of quantitative and qualitative objectives and goals that were established during the earlier phases of the programme. Recommendations of the evaluation should form the basis for a Plan of Action which entails continuation with the implementation of identified follow-up activities for future development of transport and communications in Africa after the year 2000. The evaluation exercise is to explore alternatives for maintaining the momentum already created by the Decade for the development of transport and communications in the region.

b. Scope of the evaluation

10. The evaluation is to be carried out in harmony with the provisions of paragraphs 13 (iii) and (iv), and paragraph 14 of Resolution ECA/UNTACDA/res. 97/97 of the Eleventh Conference of African Ministers of Transport and Communications, held in Cairo Egypt from 25 to 27 November, 1997. The Conference requested that the third evaluation should cover all objectives, and projects of the programme, based on information received by ECA from member States, subregional and regional organizations and UN agencies.

11. In this regard, the evaluation is to focus on analyzing progress achieved in implementing the whole programme, including but not limited to:

(i) Implementation of objectives and strategies for the implementation of the programme

12. Member States, subregional organizations and United Nations agencies that participated in the programme are to describe the activities they have undertaken which fall under one of the objectives of UNTACDA II. The short and long-term impacts of these activities in the development of the transport and communications at national, subregional and regional levels are also to be highlighted. The ten thrust areas that were identified around which the global objectives are defined are attached as Annex I to these terms of reference.

(ii) Status of implementation of approved projects for UNTACDA II

13. The status of implementation of all the 708 UNTACDA II projects approved for implementation under the programme on the basis of strategies and objectives of the Decade are to be evaluated based on information received by ECA from countries and institutions that proposed and submitted the projects for implementation under

UNTACDA II. The information from countries NGOs and UN agencies on these projects should clearly indicate, in a tabular format the following:

- ◆ Projects which are completed and sources of their funding (local, foreign and total funds secured);
- ◆ Ongoing projects which are partially or fully funded, and the status of their funding;
- ◆ Projects that are fully or partially financed but not yet started. Reasons for delays in implementation should be given for each of the projects falling under this category;
- ◆ Projects for which funds are being sought; and
- ◆ Projects that have been abandoned, postponed or reformulated, giving reasons for their abandonment, postponement or reformulation as the case may apply.

14. Any difficulties experienced in the implementation of approved UNTACDA II projects at national and subregional levels should be explained in detail to facilitate deeper analysis of problems of UNTACDA II implementation. The subregional organizations and UN agencies that had difficulties in implementing the projects they submitted should concentrate more in reporting the difficulties they experienced.

15. The list of projects as submitted by each country, subregional organizations, IGOs and UN agencies are attached as Annex II to the terms of reference. The annex is sorted by transport mode and the projects listing is restricted to the source of submission (country, subregional organization or UN agency).

16. The format of Annex II should be followed for reporting on the status of projects and their financing status.

Note: Annex II is not attached to the terms of reference submitted to countries and institutions, which did not forward projects for implementation under the Decade programme.

(iii) Report on other major issues addressed during the implementation period of the Decade Programme

17. The UNTACDA evaluation exercise will be incomplete if it is limited only to the global objectives and approved projects for the programme. It is, therefore, important to give additional information highlighting activities undertaken by member States, subregional organizations and UN agencies in the development of transport and communications in Africa during the reporting period for the Decade. These may include, but not be limited to, specific transport and communications issues as given below:

- ◆ Transport facilitation and development of transit corridors that serve land-locked countries;
- ◆ Activities undertaken to promote the role of transport and communications in the development of regional integration;
- ◆ The development of Trans African Highways;
- ◆ Policy reforms including commercialization and privatization in transport and communications;
- ◆ Improvement of human resources and institutional development in transport and communications;
- ◆ Transport safety and security;
- ◆ Capacity building in the development of transport and communications in Africa;
- ◆ Environmental degradation and awareness in transport and communications;
- ◆ Gender issues for the development of transport and communications;
- ◆ Development of transport and communications management information systems;
- ◆ Manufacture of transport and communications equipment and parts;

- ◆ Transfer of technology in transport and communications;
- ◆ Establishment and strengthening of relationships with stakeholders, the donor community, and users of transport and communications;
- ◆ Adapting to new technological developments in transport and communications i.e. information technology;
- ◆ Major activities undertaken within the framework of implementation of activities under the ECA/World Bank Sub-Saharan Africa Transport Programme (SSATP); and
- ◆ Improvement of national legislation in line with international legal instruments in transport and communications.

18. Brief highlights should be given on any actions undertaken, achievements made, and the impacts realized on the development of transport and communications under these activities.

III . METHODOLOGY OF EVALUATION

19. The evaluation is to be carried out in two main phases. The first phase will consist of **data collection at three levels** to be carried out in parallel by all ECA partners who participated in the programme implementation at national, subregional and regional levels.

20. **The first level of data collection is at national levels.** Each country is to nominate a **national focal point** for national data collection. The focal point is to liaise with all transport agencies in the country and prepare a consolidated report on the status of implementation of UNTACDA II programme in the country. The national report is to cover the current status of transport in the country by mode and status of implementation of all national projects that were submitted by the country for implementation under UNTACDA II programme. He/she will report also on activities carried out in the country within the framework of objectives and strategies of UNTACDA II, and summarize any additional activities carried out in the country within the framework of the Decade.

21. To facilitate the data collection at national levels, ECA will prepare a Special Service Agreement for payment to the national focal point a lumpsum honorarium of US\$1,000 on successful completion of the national report. The focal point is

expected to prepare a report of not more than twenty-five pages (including annexes) for submission to ECA before 31 May 2000. Coverage of the national report should be as follows:

- ◆ Introduction;
- ◆ Summary of the current status of transport and communication situation in the country by mode;
- ◆ Report on activities undertaken in the country within the framework of objectives and strategies for UNTACDA II (see Annex I);
- ◆ Status of implementation of projects submitted by the country for implementation under UNTACDA II programme (see Annex II);
- ◆ Other transport and communications issues addressed within the framework of UNTACDA II (see section II (iii) above);
- ◆ Description of any problems experienced in the implementation of the Decade programme, including strengths and weaknesses of the programme;
- ◆ The impact of UNTACDA II in the development of transport and communications in the country (use of parameters and targets for measuring the impact of the Decade as given in volume two of UNTACDA II programme is strongly recommended); and
- ◆ Conclusions and recommendations including proposals for future actions necessary for the development of transport and communications after the year 2000.

22. The second level of data collection is at subregional levels, (COMESA, CEMAC, ECOWAS AND SADC) ECA will prepare an Institutional Agreement for payment of a lumpsum of US\$ 7,500 to each of the four Secretariats of these subregional organizations for preparation of their subregional reports on implementation of UNTACDA II in their subregions. The subregional organizations will be required to cover activities undertaken by IGOs in their subregions

Note: Under a special UNTACDA II reporting arrangement that exists between ECA and UMA countries, the UNTACDA II focal point based in Morocco is designated as the focal point for UMA countries. He will collect data and

report on national and subregional activities of UNTACDA II in the UMA subregion. He will report on all national projects for implementation under UNTACDA II that were submitted by Algeria, Egypt, Libya, and Morocco including those Subregional projects submitted by Arab Maritime Transport Academy (AMTA).

23. The proposed outline for reports to be prepared by subregional organizations for submission to ECA before 31 May, 2000 is as follows:

- ◆ Introduction;
- ◆ Summary of the current status of transport and communications in the subregion, by mode;
- ◆ Report on activities undertaken in the subregion which fall within the framework of the objectives and strategies of UNTACDA II (see annex I);
- ◆ Status of projects submitted from the subregion for implementation under UNTACDA II programme (see annex II);
- ◆ Other issues in transport and communications addressed within the framework of UNTACDA II in the subregion (see section II (iii) above);
- ◆ Description of problems experienced in the implementation of UNTACDA II programme, its strengths and weaknesses;
- ◆ The impact of implementation of UNTACDA II programme in the development of transport and communications in the subregion (the use parameters and targets for measuring the impact of the Decade as given in Volume II of UNTACDA II programme is highly recommended); and
- ◆ Conclusions and recommendations on future actions necessary for the development of transport and communications in the subregion.

24. The OAU will backstop ECA activities during the evaluation of the programme. This will include peer review of the terms of reference and participation in reviews of the draft reports to ensure that the outcome of the evaluation is not in conflict with approved African Economic Community Protocols on Transport and Communications.

25. The Subregional Development Centers (SRDCs) of ECA will backstop the activities of RECs and IGOs in their subregions at the levels of data collection. Those SRDCs having experts with specializations in some aspects of transport and communications will be requested to prepare specific reports on implementation of UNTACDA II in selected thematic issues of their competence.

26. The third and final level of data collection will be those to be carried out by ECA, UN agencies and Sectoral IGOs dealing with the development of transport and communications in Africa. The key organizations under this category are: ECA, UNCTAD, ICAO, ITU, IMO, AFCAC, AFRAA, ASECNA, MINCONMAR, OMVS, UAR, UPU, PATU, PAPU, RASCOM, and URTNA. Their reporting on implementation on of UNTACDA II should cover:

- ◆ Activities undertaken in Africa by each agency/institution within the framework of objectives and strategies of UNTACDA II. (see annex I)
- ◆ Status of implementation of projects submitted by the agencies/institutions for implementation under UNTACDA II (see annex II). Where no implementation of projects took place for one reason or another, information on relevant activities carried out by agencies and institutions under their regular work programmes during the reporting period could be substituted for reports on implementation of projects;
- ◆ Other issues in the development of transport and communications in Africa, which were addressed under UNTACDA II (see section II (iii) above);
- ◆ Difficulties experienced in solving transport and communications problems in Africa during the period of the Decade programme;
- ◆ The impact on development of transport and communications in Africa of activities undertaken during implementation of UNTACDA II programme; (the use parameters and targets for measuring the impact of UNTACDA II as given in volume II of UNTACDA II programme is highly recommended); and
- ◆ Conclusions and recommendations on actions necessary for the development of transport and communications in the region, proposals on the way ahead, and modalities for future cooperation with ECA in the development of transport and communications in Africa after the year 2000.

IV. THE ROLE OF ECA IN COORDINATION OF UNTACDA II EVALUATION

27. The actual evaluation of the Decade after the completion of data collection will constitute **Phase II** of the assignment. ECA as lead-agency for the implementation of UNTACDA II programme will recruit a team of four consultants, one in transport, another in Communications a Data Analyst and a team leader. The consultancy exercise is expected to take fourteen man-months (see section V below).

28. A Data Analyst will be recruited to assist the Consultants in the verification of the consistency of existing data, review and evaluation of data received from the field, development of computer programmes for generating data in a desired format, and application of statistical techniques for desired methodologies for data analysis. The Data Analyst will also work closely with the Consultants in the use and application of performance indicators already developed for the evaluation of UNTACDA II.

29. Under the overall supervision of the Chief, Regional Cooperation and Integration Division, the consultancy team will work closely with the experts in RCID during their evaluation work. The evaluation team will first be briefed by RCID experts on the work to be carried out and will be provided with relevant documentation on the Decade for desk review. Under their team leader the consultants will review and analyze all the data received from countries, IGOs, NGOs and UN agencies as described in section III above. The modal consultants will, under the team leader, prepare modal reports for internal peer review. Experts in ECA will carry out the internal peer review of the modal reports prepared by the team. The consultancy team will incorporate all comments received from RCID experts and finalize the draft modal reports.

30. The team leader will use the revised modal reports on transport and communications to prepare a draft consolidated UNTACDA II evaluation report. Experts in ECA will carry out internal peer review on the consolidated report and make their comments as necessary. The team leader will incorporate comments received and prepare the final consolidated evaluation report. The structure of the consolidated report will be analytical and modal in nature, and will fall, depending on data received, within the broad outline and scope of those reports prepared by countries, institutions and UN agencies as outlined in section III of the TOR.

31. All day-to-day technical activities of the evaluation exercise will be coordinated by a focal point at RCID designated for the management of the evaluation exercise. The Administrative Assistant will be in charge of all administrative issues concerning the evaluation exercise.

32. The Interagency Coordinating Committee (IACC) meeting of UNTACDA II will be the sole venue for external peer review of the evaluation report. The IACC meeting is scheduled for the second week of January 2001. The Consultants team leader will be invited to participate in the IACC meeting. He will finalize the report after the IACC meeting taking into considerations all contributions made at the meeting on the report.

33. After the IACC meeting ECA will take the responsibility for translation, reproduction, and dissemination of the final report to member states in preparation for the final Conference of African Ministers of Transport and Communications which will be held in the first quarter of the year 2001 on a date and venue to be decided.

V. PROPOSED SCHEDULE FOR EVALUATION EXERCISE

34. Activities for the evaluation exercise are scheduled as follows:

January- February 2000

- ◆ Formulation, drafting, internal and external peer review, approval, translation including the forwarding of the terms of reference to all countries, subregional organizations and UN agencies earmarked for the evaluation exercise.
- ◆ Identification by ECA of the four Consultants for UNTACDA II evaluation.

March- May 2000

- ◆ Data collection and preparation of reports of not more than twenty-five pages including annexes on implementation of UNTACDA II by national focal points, subregional organizations and UN agencies for submission to ECA by 31 May 2000.
- ◆ Recruitment of Consultants by ECA. The Data Analyst will be recruited to commence work from 1 March, 2000 on verification of the accuracy of existing UNTACDA II data base files and to develop programmes for the analysis of the projects using files in the data base.

June-September 2000

- ◆ Preparation of the draft UNTACDA II evaluation report by the evaluation team with support from ECA experts.

October-December 2000

- ◆ Finalization, translation and reproduction of the report for dissemination to IACC members.

January 2001

- ◆ IACC Meeting (Actual dates and venue to be decided).

March-April 2001

- ◆ Meeting of Conference of African Ministers of Transport and Communications.

VI. BUDGET ESTIMATES

a.	Preparation of national level reports by national focal points (Including UMA subregion/countries) @ \$1,000 per country	\$ 53,000
	Sub-total	\$ 53,000
b.	Preparation of subregional reports by CEMAC, COMESA, ECOWAS, SADC Secretariats @ \$7,500 each	\$ 30,000
	Sub-total	\$ 30,000
c.	Consultants for evaluation	
	◆ <u>Coordinator:</u>	
	Honorarium \$7, 000 per month for four months from 1 June 2000	\$ 28,000
	DSA @ \$80 per day for 122 days	\$ 9,760
	Sub-total	\$ 37,760
	◆ <u>Transport consultant:</u>	
	Honorarium \$ 5,000 per month for three and half months from 2 June 2000	\$ 17,500
	DSA @ 80 per day for 106 days	\$ 8,480
	Sub-total	\$ 25,980
	◆ <u>Communications consultant:</u>	
	Honorarium @US \$5,000 for 2.5 months from 1 June 2000	\$ 12,500
	DSA @ US \$ 80 for 76 days	\$ 6,080
	Sub-total	\$ 18,580
	◆ Estimated costs for return economy class air tickets for the three consultants @ \$ 3,000 each	\$ 9,000
	Sub-total	\$ 9,000
	◆ <u>Data Analyst:</u>	
	Honorarium @ US \$2,000 for four months (March, May, June and July)	\$ 8,000
	Sub-total	\$ 8,000
	Sub-total for consultants (honorarium plus travel)	<u>\$ 99,320</u>
	GRAND TOTAL (Sum of a) + b) + c)	<u>\$182,320</u>

35. Any inquiries about the content of this Terms of Reference should be addressed to:

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Global Objectives of UNTACDA II

The long-term aims of the Decade programme are to establish an efficient integrated transport and communications system as a basis for the physical integration of Africa and to facilitate national and international traffic, so as to foster trade and the achievement of self-sustaining economic development as called for in the Lagos Plan of Action and subsequent African regional and subregional economic restructuring and development programmes. These aims were upheld by the Conference of African Ministers of Transport, Communications and Planning in November 1989 (DEC/TRANSCOM/67/Rev.4).

Chapter II (b)(I) of the terms of reference on evaluation of UNTACDA II requires member states, subregional organizations and UN agencies to describe activities undertaken by them to implement the ten global objectives of the decade programme which are listed below. The impacts of activities undertaken and any difficulties experienced in the implementation of the objectives should also be highlighted as much as possible.

A total of 10 thrust areas were identified around which the global objectives are defined. These are:

- (a) **OBJECTIVE 1:** Implementation of phased and balanced programme of development and management of transport and communications infrastructure, taking particularly into account the needs and requirements of island and land-locked countries;
- (b) **OBJECTIVE 2:** Rehabilitation, upgrading and maintenance of the most critical elements of the existing infrastructure and equipment so as to improve their efficiency, capacity and utilization, as well as prolong their economic life;
- (c) **OBJECTIVE 3:** Improvement of human resources planning, development and utilization in order to enhance the quality and availability of personnel at all levels for efficient management and operations of transport and communications systems;

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- (d) **OBJECTIVE 4:** Improvement of operational efficiency, service quality and availability in transport and communications by implementing appropriate policies and administrative measures that will increase their competitiveness, productivity and profitability, while at the same time ensuring social and economic development;
- (e) **OBJECTIVE 5:** Establishment of information systems on transport and communications as a basis for analysis and better planning and management of investments;
- (f) **OBJECTIVE 6:** Development of manufacturing capabilities in order to cope with the rapid changes in technology and conditions in the transport and communications market and to reduce cost and requirements for foreign exchange by local manufacture of some spare parts, components and equipment;
- (g) **OBJECTIVE 7:** Improvement of transport safety and security as well as strengthening transport-related environmental protection measures;
- (h) **OBJECTIVE 8:** Improvement of transport and communications in rural areas where the majority of the people live and the largest percentage of economic production takes place;
- (i) **OBJECTIVE 9:** Improvement of urban transport to meet the needs of the rapidly growing urban population;
- (j) **OBJECTIVE 10:** Establishment and strengthening of interregional liaisons in the field of transport and communications