



UNTACIDA III

Second
United Nations
Transport and
Communications
Decade in Africa
(UNTACDA II: 1991-2000)

Second Mid-term Evaluation

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Second Mid-Term Assessment of the UNTACDA II Programme

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CHAPTER I

Executive Summary

1. African States have always underscored the important role that the transport and communications sector plays in the economic development and the social well-being of their people, in general, and in industrial development, trade promotion and the concrete attainment of the continent's socio-economic integration, in particular. The acknowledgement of this situation led the international community to declare two United Nations Transport and Communications Decades in Africa.
 2. The period, 1978-1988, was devoted to the first Decade and the period, 1991-2000, to the second Decade which, while endeavouring to consolidate the achievements of the first Decade and to correct the shortcomings in its implementation, sought to enable the establishment of an efficient and integrated transport and communications system, designed to firmly establish the bases for the continent's physical integration and facilitate domestic and international traffic. The objective is to promote trade and bring about an endogenous economic development as recommended by subregional and regional economic revival programmes, particularly, the Lagos Plan of Action.
 3. The second Decade was prepared from 1989 to 1991. During this preparatory phase, ten global and eleven sectoral objectives were defined in order to make it possible to attain the Decade's long-term goal, and sectoral and implementation strategies were formulated, on the one hand, for the proper preparation of the Decade's programme and, on the other hand, for increased efficiency in its implementation.
 4. Hence there exist: an institutional framework for the preparation and implementation of the Decade programme built around national coordinating committees (one per member State) serving as the base of the system; subregional working groups having economic cooperation organizations as their lead agencies; eleven subsectoral working groups, each in charge of one sectoral objective; a resource mobilization committee to help in the judicious selection of projects and programmes which form the Decade programme and to attract funding bodies in view of financing this programme; an inter-agency coordinating committee grouping all African organizations and United Nations agencies involved in the transport and communications sector, a steering body, the ECA, to coordinate the programme preparation and implementation; and lastly, a Conference of African Ministers of Transport and Communications which adopts the general guidelines and approves the programme.
 5. The "Bottom-up" approach was preferred in the preparation and execution of programmes and projects selection criteria and goals and targets were equally determined.
 6. At the launching of the Decade in 1991, 669 projects (transport: 478 and communications: 191), were approved at the same time as the strategies. The cost of the transport projects was estimated at US\$9,797.95 million out of this amount US\$8,086.1 million were still to be financed because of funding or guarantee funding of US\$1,711.85 million. The total estimated cost of the communications sector projects is US\$1,997.4 million that of which US\$384.6 million had already been secured.
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7. This report is on the mid-term evaluation. The first evaluation conducted in 1994, concluded, notably, that the Decade objectives were indeed relevant, and that there was a need to implement the Decades programme taking into account the available resources and the revision of the terms of reference of the resource mobilization committee. These conclusions formed the subject of recommendations adopted by the tenth Conference of African Ministers of Transport and Communications meeting in Addis Ababa (Ethiopia), on 20 and 21 March 1995 (Resolution ECA/UNTACDA/Res.95/92).

8. The objectives of the second mid-term evaluation derive from both the implementation strategy for the Decade's programme and the above-mentioned resolution of the Conference of Ministers. Essentially, they seek to evaluate the progress made in the Decade's implementation by laying emphasis, on the one hand, on project execution at all levels, in particular, at the national, subregional and regional levels and, on the other hand, on the programme's impact on the development of transport and communications. Finally, the evaluation led to the preparation of a plan of action for the last three years of the Decade and beyond in order to accelerate the programme implementation and establish strengthened and efficient systems in Africa for the 21st century.

9. The evaluation was conducted entirely at the ECA Headquarters. Thus, its bases comprised solely documentation collected by the ECA and interviews with officials of this agency. In the absence of the reports of NCCs and the lead agencies of subregional working groups or as a result of the incomplete reports furnished, the ECA officials have prepared notes in order to make up for some inadequacies. These notes also formed part of the documentation used for the evaluation. Hereafter are the findings of the second mid-term evaluation.

10. Assessment of the mechanisms for the Decade programme implementation has revealed that, despite its relevance, the "bottom-up" approach failed to take into account the jumble resulting from the various tasks assigned to intervening parties, in particular, as concerns the NCCs and the current practices in the member States. Not only have all the NCCs, not been set up (about forty only) but, those already set up have not been given the powers and funds corresponding to their task.

11. This weak base of the institutional edifice, and the near total lack of resources for the functioning of other constituent parts of the structure particularly, the working groups, the resource mobilization committee (RMC) and the governing body, have weakened the implementation system: project preparation, execution and follow-up. Furthermore, this situation, besides the restructuring problems encountered by the African Development Bank (ADB), RMC Chairman, and the ECA, has led to: (i) inadequate or non-existing coordination between the NCCs and subregional organizations; (ii) the non-application of the sub-sectoral working group's terms of reference (iii) stoppage of the activities of the RMC and most working groups, and the, de facto, slackening of the Decade's development programme.

12. At the level of sectoral development, owing, on the one hand, to the difficulties described above and, on the other hand, to the implementation coordination, then the relevance of criteria for selecting projects and programmes and, finally, the quality of the capacity to implement and to mobilize funding, the following stand out:

13. Thematic programmes, development of human resources and institutions, on the one hand, and transport data bank, on the other hand, have not gone beyond the first phases, all conducted within the framework of the SSATP programme piloted by the World Bank and the ECA as a sub-programme of the Decade.

14. The road and road transport subsector with 30 uncompleted projects, 76 under execution and 99 fully financed out of a total of 214 has, to a larger measure, been accepted as satisfactory in the attainment of development indicators: 3,600 km of major roads constructed or under construction, 4,500 km of major roads rehabilitated or under rehabilitation and 31,500 km of rural roads rehabilitated or under rehabilitation. Furthermore, mostly with the role of the road maintenance initiative (RMI), a component of the Sub-Saharan African Transport Policy (SSATP), it is noted that the length of roads classified as bad has decreased by at least 10 per cent.

15. However, less progress was achieved in the area of movements and rural transport system, the trans-African highway programme even through several projects executed or under execution concern sections of those roads or their feeder roads, the facilitation of international road traffic, development of human resources, road safety and environmental protection.

16. Similarly, as concerns the development of the road sub-sector which by far, remains the most disturbing area on account of its important role in the movement of people and goods, it is important that future action should deal, *inter alia*, with human resource development and strengthening of the institutional and statutory framework for road management as well as road safety, environmental protection, facilitation of international transport and preparation and development at extensive road technologies and private sector involvement.

17. At the level of the railways sub-sector with 26 executed projects, 11 under execution and 34 entirely financed, out of a total of 89 projects, track renewal or replacement and rolling stock rehabilitation or acquisition have been executed in a manner deemed satisfactory. Furthermore, within the framework of the SSATP railway management component, there is real awareness of the development of aspects, concerning the status and management method of railways. Programme contracts are developing and tend to move increasingly towards the leasing of operation on a veritable commercial bases with a real free tariffing. However, the inter-connection of networks, equipment standardization and cooperation within the framework of equipment maintenance, have remained major concerns.

18. Concerning this railway sub-sector, the management of human resources remains a sensitive issue because of overstaffing, the result of state-controlled management. The safety issue is crucial due, more particularly, to the dilapidated telecommunications and signalling facilities, just the same as the track geometry which is no longer adapted to the characteristics of the modern rolling stock. It is also important to pursue, among other things: (i) restructuring through the development of leasing operations with the participation of the private sector, and human resource development; (ii) rehabilitation of telecommunications and signalling equipment; (iii) data bank establishment, and (iv) rolling stock rehabilitation and standardization, and development a railway equipment manufacturing plant.

19. The maritime, port and multimodal transport subsectors, with 13 completed projects, 16 under execution and 27 totally funded, out of a total of 104 projects, have not developed as expected, particularly, as concerns sea ports and multimodal transport. With respect to maritime transport, the prospects of liberalizing access to the market (with less rigid traffic rights) following the last Cotonou Round Table, will really be a cause for satisfaction if the next conference of

Ministers in charge of West and Central African Merchant Shipping were to endorse the recommendations of the Cotonou meeting.

20. The application of international agreements and conventions on maritime transport, port facilitation and international transit (in recognized transport corridors) are areas where very little progress has been made, in particular, to center for the interests of countries without a coastline. This has been compounded by the inadequate port infrastructures for facilitating stem-to-stem transport as well as meeting the needs of landlocked countries. All these preoccupations make it necessary to pursue, in this sensitization to (i) the adherence to and application of international and subregional conventions (ii) institutional reforms of the maritime sector; (iii) the application of subregional agreements on transit traffic in transport corridors; (iv) improved management of port facilities and equipment and (v) human resource improvement, after a proper evaluation of training needs.

21. With only one project completed six projects under execution and four entirely financed, out of a total of 17 projects, the inland water transport system is far from meeting adequately its set objectives. This is certainly due to the prevailing socio-political environment in the Great Lakes area since 1994. However, developments in the Congo-Oubangui waterway, the Senegal river and the Mpulungu port make it possible to envisage improvement, before the end of the Decade, in the overall contribution of this sub-sector. The manpower quality, the weak naval industry and regulations on navigable waterway facilities are major concerns the solutions of which will contribute to revitalize this sub-sector's activities.

22. The urban transport subsector had no remarkable development during the period under review despite the two projects completed, one under execution and two totally financed out of a total of seven projects. The development of this subsector first of all requires the identification of African experts, the strengthening of the capacity of municipal experts, increased professionalization in the sector as well as appropriate surveys on the transport needs, particularly, of the poor urban population.

23. At the level of air transport, out of a total of 77 projects, 14 have been executed while 16 are under execution. This subsector appears as one of those with more consistent programmes. Thus, nearly all the goals and targets were set, in particular, those relating to airport and aeronautic facilities and services, infrastructures, safety and training. All of the section of the Yamoussoukro Declaration relating to air and airport safety and security as well as the implementation of the ICAO air navigation plan were particularly covered by projects already executed or under execution. Furthermore, initiatives are being taken relating, on the one hand, to the liberalization of air traffic rights, notably in West Africa and, on the other hand, to the establishment of a joint air services operation enterprise like in Eastern Africa with AJAS, and the recent decision taken by Air Mauritius, Air Seychelles and Air Madagascar, to establish a regional airline in the South West of the Indian Ocean.

24. However, despite current experiences, the restructuring of airport and civil aviation authorities remain a major concern requiring that aeronautic and airport activities should once more have a commercial base which, alone, could contribute to sustained improvement in the quality of their services. Finally, the cooperation of airlines in the areas of fleet maintenance, on the one hand and the sale and marketing of transport air services, on the other hand, needs improvement corresponding to the objectives of the Yamoussoukro Declaration, namely, the integration of airlines. Thus, it is necessary that future activities should focus, *inter alia*, on (i) the speedily implementation of the Yamoussoukro Declaration; (ii) the restructuring of airport authorities and

airspace management; (iii) the integration of airspaces; (iv) increased safety and security including planned standardization of airport platforms, facilities and navigation aids and related services; (v) manpower development; (vi) increased cooperation between airlines in such areas as aircraft repairs and maintenance, and the sale and marketing of air transport services; and (vii) monitoring of the AFI navigation plan and speedy ratification of relevant conventions.

25. With regard to telecommunications, out of the 145 projects adopted, 21 are completed and 25 under completion. The target teledensity figures for the various subregions at the end of the programme period range from 0.48 to 3.84. It is evident that the majority of African countries may not be in a position to attain their respective regional targets by the end of the programme period. It should be indicated that the limited number of national communications projects included in the Decade would not warrant the achievement of the teledensity targets even if it was possible to implement them all.

26. UNTACDA II is being executed in a telecommunications environment which is changing very rapidly. To achieve the programme targets it would be necessary to give attention to the necessary policy reforms in telecommunications services. And this with due consideration of the role of the private sector in increasing developmental capabilities and meeting service demands.

27. At the level of broadcasting, out of 29 projects adopted, 3 have been executed and 6 are under execution. Thus, if account is taken of the execution rate, only 9 projects will be completed at the end of the Decade.

28. Broadcasting services are well suited for the dissemination of national programmes on education, health, agriculture and political and economic activities in the country. It also plays significant role in the promotion of trade and business activities. However, advantages to be derived from this sector seem not to be fully tapped by the majority of African countries as could be noted from the limited distribution and coverage of the services. From the aforementioned, it is necessary that future action in the areas of telecommunications and broadcasting deal, among other things, with: the definition and harmonization of appropriate policies; extensive access to available information resources; manpower development; improved maintenance organization, and follow-up of RASCOM programme; and computerized management of radio-electric frequency spectrum.

29. Concerning postal services, out of 26 projects adopted, 9 could be completed by the end of the Decade (at the moment, 5 have been completed and 4 are under execution). The distribution of postal establishments is still a very poor in almost all the subregions and the situation could continue to worsen with the high population growth rate and the low development level of postal establishments. An accelerated implementation of reforms in the sector would be a better option as it would serve as a catalyst for developing capacities in the sector. Furthermore, it is necessary to further develop new services, reduce monopolies, develop trade relations and accelerate parcel customs clearance.

30. The commercial activities of postal administrations are often obstructed by politics and the fact that they remain government services. Their bureaucrating set-up limits their competitiveness in the market which is being cream-skimmed by the more efficient courier services. Unsatisfactory service reliability and quality are problems of the sector often causing customer dissatisfaction and complaint. Mail violations, lack of control over the mail circulation and delivery system and limited capability and professionalism of staff contribute to poor quality and reliability of service. To redress this situation, there is need to adopt policies and measures meant to control service cost and quality.

31. The Decade programme comprises 70 subregional projects in the transport sector. These projects have been distributed as follows: air transport (27), maritime transport (25) multimodal transport (11), ports (4) and roads and road transport (3). Of all these projects, 25 were initiated by African sectoral organizations and 45 by United Nations agencies. 15 projects of the first group have been executed or are under execution whereas in the second group there are only seven executed or under execution. In the first group, 14 projects have been entirely financed and one partly financed while in the second, there are six totally financed projects one of which is not yet being executed and two have been partly funded.

32. US\$70.62 million were mobilized for all regional transport sector projects, viz: US\$64.19 million i.e. 90.89 per cent for the first group and US\$6.43 million i.e. 9.1 per cent for the second group. But of the estimated US\$140.82 million, the financing of regional transport sector projects has mobilized US\$70.62 million representing about 50 per cent of the expected funds.

33. Thus, it clearly appears that African organizations have succeeded in mobilizing more funds for their projects than the United Nations agencies. This situation results, particularly, from the impact and performance of ASECNA which mobilized US\$56.92 million for its 11 projects executed or under execution out of a total of 14 projects and the drop in financing by the UNDP, which is the privileged funding body of United Nations agencies. Note is also taken of the high rate of abandoned projects (10 out of 70 i.e. about 15 per cent); this casts doubts on the relevance of the project selection criteria used.

34. With 50 per cent of the funds expected for only 32.8 per cent of the envisaged projects, the mobilization of funds to finance regional transport projects has not been successful. The situation would be even worse if ASECNA contribution (*US\$59.92 million for 11 projects) were excluded, for resource mobilization declined by 13.41 per cent for 21.43 per cent of projects.

35. At the level of the communications sector, 12 regional projects were adopted. Three have been fully financed and one of them has been completed. Two others have been partly funded. Mobilized funding remains lower than US\$3.7 million out of an estimated total of US\$27.9 million. This represents a mobilization of less than 13% of the resources needed for the execution of 12 projects. This performance is clearly very low.

36. A cursory evaluation of the impact of projects executed or under execution in the transport subsector, reveals that the long-term sectoral objectives were, to a large measure, attained in respect of the above-mentioned projects, particularly, in the roads and road transport, air transport and railways sectors where performance could be deemed at least good as far as to coverage of the areas of concentration and the attainment of goals and targets are concerned. This performance appears acceptable in the maritime subsector and fairly acceptable in the inland waterway transport subsector. In the urban transport subsector, no impact can be established owing to the results obtained.

37. Still in the transport sector there are only 169 projects executed or under execution out of the 189 which have a direct link with the global objectives, barring global objective No. 9 for which no relevant project was noted. Taking into account the distribution of relevant projects per global objective, only objectives 1, 2, 7 and 10 appear to have been attained in a way that can be considered satisfactorily acceptable. On the whole, the impact appears rather acceptable.

38. Tables 6.1 and 6.2 and graphs 6.1 and 6.2 show, on the one hand, the attainment of global objectives per project executed or under execution, and the status of financing and execution of national, subregional and regional projects according to the sub-sectors and on the other hand, (i) the attainment of global objectives per sub-sector; (ii) the distribution of total projects as well as projects executed or under execution and their financing according to their national, subregional and regional origins and per subsector.

39. This situation resulted from the drawing-up of the list of projects which laid emphasis more on isolated and physical projects than on coherent programmes and the revision of policies contrary to what was revealed by the strict adherence to the preparation and implementation strategies for the Decade's programme. Furthermore, it would be worthwhile to note the interpretation given to the programme by certain States. Since they consider the Decade as "another" way of financing their development projects, they, in general, reserved for the Decade's programmes only those projects they knew could not be financed by the conventional funding bodies, or projects of less priority in the sector's development. Finally, the resources have to be mobilized. With only about US\$4,051.78 million for transport projects, resource mobilization amounted to only US\$30,000 million since it is known that at the launching of the Decade, financing already secured totalled more than US\$1,700 million.

40. The quality and relevance of projects, affected this result given that there are 43 abandoned projects, that is, 8.5 per cent. Furthermore, with 27 projects totally financed but not yet executed, it is necessary to raise the problem of the inadequate execution capacity of the executing agencies of the Decade's projects.

41. In the area of communications, it was noted that 26 projects included were executed. They are broken down as follows: 18 for telecommunications, 3 for broadcasting and 5 for postal services. 56 projects have been partly or fully financed (43 for telecommunications, 6 for broadcasting and 7 for postal services). Subsectoral objectives attained were: implementation of RASCOM project, completion of PANAFTEL network missing links, extension of telecommunications services to rural areas, rational development and utilization of manpower, promotion of out-of-Africa telecommunications traffic transit through centres in Africa, promotion of new telecommunications services, improved working methods and quality training in postal services, and promotion of rural broadcasting. Furthermore, global objectives 1, 3, 4 and 8 were covered by projects executed or under execution. Generally speaking, restructuring processes begun in the telecommunications, broadcasting and postal services subsectors met the subsector objectives. With respect to financing, US\$1,792 million were mobilized for the execution of projects approved in the communications sector, out of a total of US\$2,680.4 million, i.e. 66.8 per cent. The mobilized amount included US\$384.6 million secured at the time the programme was launched. Concretely, US\$1,407.4 million were mobilized during the period 1991-1996. It should be noted that the Decade programme has acted as a catalyst in the mobilization of these resources from both domestic and external sources. With a resource mobilization rate of 52.51 per cent, it can be said that resource mobilization was fairly satisfactory. In conclusion, it should be noted that owing to the secured funding, a reform framework has been established for the sector. This will make the institutions autonomous and encourage the private sector to participate in all areas of communications.

42. Though **South Africa** was a contracting party to the Decade programme after it was launched, its experience in the area of roads appears interesting. The management policies of the South African network seek to put in place integrated, efficacious, efficient, reliable and sure transport services. Furthermore, they take account of aspects relating to sustainable development

(secondary social consequences of road construction in neighbouring communities) and to increasing the capacity of young consultants and entrepreneurs (training and promotion through measures designed to facilitate access to tenders and contracts).

43. All these policies seek to attain the objectives adopted for the Decade's programme. In the area of network construction and management, South Africa has two alternatives of the conventional solution to the intervention of the public authority. These alternatives known as "BOT" and "FROM", make it possible to increasingly involve the private sector in the statutory framework of leasing which, in the long run, reverts the ownership of the constructed infrastructures to the state.

44. **Burkina Faso** which is a landlocked country, has prepared and adopted a transport sectoral adjustment programme (PASEC-T) launched in 1991, in the same year as the Decade's programme. This programme was prepared within the framework of the country's general economic structural adjustment programme concluded with the Bretton Woods institutions. It focuses on the entire transport sector in Burkina Faso. Estimated at about US\$682 million, it mobilized as at 31 December 1996 the equivalent of US\$772 million, representing more than 35 per cent of resources mobilized for the Decade's programme during the same period (1991-1996).

45. PASEC-T somehow improved the transport sector in the areas of construction and maintenance of infrastructures, business management, strengthening of administrations and training. Its long-term objective is to make the transport sector move from the state of receiving subsidies to that of generating revenue through: (i) a better use of economically justified investments; (ii) methods of administration/private sector participation, rethought; and (iii) better studies and planning of participation based on extensive and detailed knowledge of the transport sector data.

46. The lesson which appears most important seems to result from the fact that Burkina Faso which has succeeded in mobilizing more than US\$772 million, 87.3 per cent of which account for external resources (about US\$672 million) for PASEC-T, provided only 36 per cent of the funding necessary for the 14 projects it had proposed for the Decade's programme. Two out of the five projects financed are part of the PASEC-T. Surely, this situation confirms not only the attachment of the international financial community to the adoption and application of sectoral policy reforms which strengthen the environment for the execution of investment projects, but also the lack of relevance in the selection of projects proposed for the Decade's programme.

47. **Tanzania**, a country with a long coastline providing transit services to five landlocked countries (Zambia, Rwanda, Burundi, Uganda and the Democratic Republic of Congo), recognized, very early, the crucial role played by transport not only in meeting the needs of these hinterland countries but also, in contributing to the overall economic growth of the sector, given the foreign currency earned from transit traffic.

48. Similarly, after the implementation of several programmes to revive the sector within the framework of national economic programmes, had failed to attain lasting and sustainable results, the Tanzanian Government resolved to adopt policy reforms by laying emphasis on the following key policies: (i) priority to road rehabilitation and maintenance with a substantial budget so as to raise the good state of main roads and earth roads from 10 per cent to 70 per cent of the network; (ii) adoption of the RMI; (iii) maximum involvement of the private sector in transport service operations; and (iv) commercialization and privatization of railway, port and airport operations.

49. The difficulties encountered in the implementation of these policies relate, on the one hand, to the attitude of funding agencies and resource availability and, on the other hand, to the execution capacity of government services. In spite of this, two out of the three projects of the transport sector, concerning Tanzania, are fully financed and under execution, while funding is being sought for the third from the ADB group which contributed to the ADF loans programme in September 1997.

50. Thus, with the three road projects all contributing to the development of international transport, either as access roads or as a section of the trans-African highway, Tanzania could witness, if not the execution of all these projects in the transport sector, at least, their complete funding before the end of the transport Decade. This will be indeed a remarkable performance.

51. At the level of the communications sector, experiences analyzed are those recorded by Uganda, Tanzania and Ethiopia in the area of telecommunications and Egypt and Kenya in postal services. Restructuring of the services led, in all the cases, to autonomous management following the separation of services and, furthermore, to the accessibility of the markets to private operators (case of Uganda and Tanzania in the telecommunications subsector).

52. In **Uganda**, the monopoly in providing service facilities and a few telecommunications services has been lifted, and a private company has been authorized to provide mobile services. The Uganda Government has been resolute in its commitment to privatize telecommunications and introduce a second national operator.

53. Tanzania has authorized two private companies to operate mobile cellular services in order to enjoy competitive tariffs and services. Furthermore, the government has established an independent regulating structure charged with the regulation of telecommunications.

54. **Ethiopia** has made considerable efforts to provide radio and television services to a sizeable number of towns through the installation of medium-wave radio transmitters and the establishment of satellite television broadcasting systems by using the DOMSAT system.

55. Kenya and Egypt have developed their own postal services by introducing new services. They have consequently improved the quality of services and trained the staff.

Lessons

56. The analysis and observations made during consideration of Chapters III and VI have made it possible to draw a few relative lessons on the preparation and implementation of the Decade programme.

57. As far as objectives and strategies are concerned, the Decade programme surely constitutes a framework for dialogue and consultation towards the sustainable development of the transport and communications sectors. The preparation of these objectives and strategies has paved the way for effective cooperation among the various development partners of this sector aimed at supporting the economic and social progress of African States either individually or collectively.

58. Preparation of programme content has indeed, not been easy. This has been due, on one hand, to the absence of necessary resources for the funding of activities and, on the other, to the obvious priority given to physical projects to the detriment of policy reform programmes. This has

given the programme a more national rather than subregional or regional dimension owing in particular to the high number of national projects being funded and implemented.

59. Hence there is a need to:

- (a) take into consideration, during preparation of the programmes, the availability of financial and human resources necessary for its implementation. The programme presentation must be accompanied by an assessment as precise as possible of the resources mobilized; and
- (b) determine, during the programme presentation the activities, (meetings, studies, seminars, workshops etc. .) to be undertaken depending on the availability of resources as well as the expected results.

60. Out of 508 transport projects identified in 1991 and in 1993, 44 projects, i.e. about 9 per cent, were abandoned concerning the communications, 16 projects were abandoned out of the 200 projects. Indeed, this rate should exceed 10 per cent if projects under execution at the time of the programme launching were taken into consideration. The rejection of so many projects obviously stems from the insufficient application of the criteria for selecting projects whose relevance is indisputable. Since the responsibilities deriving from this situation can not, at the moment, be situated at any other level rather than that of the malfunctioning of implementation structures which either were submerged by the first list of projects to be considered within a reduced time-limit which did not allow for verification of information provided, or failed to play their role (case of States).

61. This situation makes it necessary to:

- (a) introduce gradually activities and programmes and investment projects in order to ensure their adequate examination and to take into consideration the capacities of proposed structures for such examination as well as the availability of resources necessary for their implementation;
- (b) ensure effective separation of responsibilities by avoiding situations in which one is both player and referee; and
- (c) endow the governing body with a programme most liable to enhance and coordinate effective and efficient implementation, for "grasp all, lose all".

62. Notwithstanding omissions, the total current funding of the programme is about US\$4,052 million considering the available resources which totalled US\$1,700 million at the time the programme was launched. Effective mobilization generated about US\$2,352 million only. Therefore, in seven years, the mobilized resources were less than double the amount existing at the beginning of the Decade. Furthermore, given that the transport sector had a lot more funding, both locally and externally, from member States, it could be concluded that:

- (a) the funding of investments depends more on the quality of programmes and projects than on their inclusion in the programme of the Decade, hence the need for proper preparation of investment programmes and projects;
- (b) the funding of investment operations depends, equally, on the rules of procedures and the criteria applied by each funding agency as well as on priorities and procedures for introducing demands at the level of each State. Taking into consideration these components in the preparation of investment projects and programmes sponsored by the Decade, appears absolutely necessary. It makes unworkable any list established in advance for a period as long as a decade; and
- (c) an adequate implementation environment is propitious for the funding of investments. It is also necessary to carry out policy reforms so as to sustain the impact of investments.

63. Integration certainly requires infrastructures and legislation which make it possible to derive the best from such infrastructures: traffic flow, reduction of transport and communications costs, increased intra-African trade etc. The application of legislative provisions (international and subregional conventions and agreements, etc.) depends solely on the will of member States. Harmonization and standardization of procedures as well as legislation, constitute a prerequisite for any successful and sustainable integration. **Therefore it is necessary that a programme, like the Decade programme, should first be preceded by the institutional preparation of member States and the establishment of their subregional economic cooperation organizations.**

64. Previous analysis and considerations revealed shortcomings and inadequacies in the preparation and implementation of the Second Decade. Thus, it clearly appeared that the institutional framework functioned poorly because of the limited resources allocated for the functioning of its structures, the inadequate application of the criteria for selecting projects and programmes. Similarly, in order to ensure better success in the attainment of the Decade objectives, it appears necessary to: (i) refocus the institutional implementation framework and strategy by avoiding the functional confusion of tasks; (ii) refocus the programme contents in relation with the objectives by giving more priority to the institutional and statutory environment for the design, preparation and implementation of activities and actions; and (iii) take due account of available and mobilizable resources, and diversify resource mobilization methods by using unconventional financing methods which increasingly involve private capital.

65. In addition to these necessary activities, increased efficiency of the transport and communications sectors designed to establish strengthened and efficient systems in Africa for the 21st Century, led to the adoption of the following immediate measures:

- a) Pursue and deepen on-going economic reforms in general and reforms of the transport and communication sector in particular;
- b) the promotion of an adequate technological base for the development of efficient transport and communication systems in Africa and the efficient operation of the latter;

- c) the building of critical human, institutional and entrepreneurial capacities in the area of transport and communications; and
- d) ensure sustainability in the transport and communications sector by reconciling the required rapid development of the sector and the need for a balanced environment with due regard to security and safety.

66. These four cross-cutting domains of action will eventually provide solid foundations for further subsectoral focus on road, railways, air, maritime, inland transport, as well as telecommunications, postal infrastructures and services.

67. Equally important to the proposed framework for actions are the issues of cooperation, coordination and the mobilization of adequate resources to support activities revolving around policy and programmes development and the identification and promotion of relevant technical assistance and investment projects.

68. The proposed framework for speeding up the implementation of the Decade programme as outlined in Chapter VIII, has a flexibility element providing for responses to changes in the national, regional and international environment.

CHAPTER II

Introduction, Objectives and Methods of the Second Mid-Term Assessment of UNTACDA II

I. Introduction

69. Transport and communications are a sector that African States have always considered important for their economic development and the social progress of their people, in general, and for industrial development, trade promotion and for concretely achieving the socio-economic integration of the continent, in particular.

70. Recognizing this particular importance of the transport and communications sector, led the international community, through the United Nations and at the behest of African States, to declare the period 1978-1988 as the United Nations Transport and Communications Decade in Africa whose main objective was to attract special attention to Africa's transport and communications development needs all in a bid to ensure the economic integration of the continent and the establishment of an African common market.

71. The environment of the first years of this Decade, marked by considerable deterioration in Africa's economic situation, accompanied by a series of socio-political crisis and upheavals, did not make it possible to obtain all the results expected from the implementation of the said Decade programme.

72. It was in an effort to correct this persistent inadequacies in the development of the transport and communications sector that the United Nations General Assembly accepted, still at the behest of the African States, to declare a second United Nations Transport and Communications Decade in Africa for the period 1991-2000. In fact, this Decade offers all partners a framework for harmonizing their individual contributions and establishing an enabling environment within which their efforts could produce positive results.

73. The programme of the Second Decade seeks 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 African regional and sub-regional economic restructuring and development programmes, in particular, the Lagos Plan of Action.

1.1. Objectives of the Second Decade

74. To attain this long-term goal, ten global objectives and eleven sectoral objectives were identified to sustain the implementation of the Second Decade programme. The global objectives form the subject of the table herebelow, whereas the sectoral objectives have been reviewed under Chapter IV during the sectoral development appraisal.

Global objectives of the Decade

- 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;
- Objective 2: Rehabilitation, upgrading and maintenance of the most critical elements of the existing infrastructure and equipment so as to improve the efficiency, capacity and utilization, as well as prolong their economic life;
- 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 operation of transport and communications systems;
- 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;
- Objective 5: Establishment of information systems on transport and communications as a basis for analysis and for better planning and management of investments;
- 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;
- Objective 7: Improvement of transport safety and security as well as strengthening transport-related environmental protection measures;
- 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;
- Objective 9: Improvement of urban transport to meet the needs of the rapidly growing urban population; and
- Objective 10: Establishment and strengthening of interregional liaisons in the field of transport and communications.

1.2. Preparation strategies for the Second Decade programme

75. The Second Decade was designed as a cooperation programme meant to coordinate transport and communications development activities in Africa at the national, subregional, regional and international levels in order to optimize the integration process. Taking this preoccupation into consideration, the preparation and implementation of the programme should take account of the macro-economic environment in order to reduce obstacles to the successful execution of the programme.

76. Thus, the preparation strategy, designed as a continuous process expected to continue during the implementation, will focus on the following considerations:

- (a) Focus: the programme should be focused on the key problem areas whose resolution requires regional/subregional cooperation;
- (b) Flexibility: A reasonable flexibility should be built into the programme to allow for correction and reorientation as needed during its implementation. To this end, one evaluation was planned for every three years, one in 1994, one in 1997 and a detailed final one in the year 2000;
- (c) Promotion of the Programme: a good promotion of the programme through the use of various available means of communications (URTNA, newsletters, publications, the press etc.) to ensure adequate publicity of the Decade;
- (d) Surveys: a general survey would be conducted on transport and communications at the beginning of the Decade in order to update information on the level of development of the sector. A similar survey will also be conducted at the end of the programme to provide the bases for evaluating the progress achieved during the Decade;
- (e) Monitoring mechanism: The Economic Commission for Africa, as lead agency for the programme, should set up a mechanism for monitoring implementation of the programme. In this regard, the UNDP Resident Representative in countries could play an important role by providing ECA with information on project, national plans and funding secured for implementing national projects;
- (f) Multi-sectoral approach: The programme is designed in response to some specific demands from other sectors such as agriculture, mines, population, industry and trade;
- (g) Resource mobilization: A committee on resource mobilization has been set up in order to mobilize more resources. The Committee, which comprises African leading institutions and international financing institutions, started its work during the preparatory phase when it assisted in preparing the programme. During the implementation phase, it will concentrate on mobilizing technical and financial resources for the execution of UNTACDA II projects;
- (h) Criteria for selecting projects: The criteria for selecting projects were developed to ensure that projects submitted for inclusion in the programme conform to the Decade's global objectives and strategies. The main criteria for selecting any project

was potential effective contribution of such a programme to the implementation of the economic, socio-cultural and political objectives of the Lagos Plan of Action and the Final Act of Lagos;

- (i) National Coordinating Committees (NCC): each country must set up a national coordinating committee to: (i) coordinate the national development programmes between and within transport and communications sectors; (ii) act as focal points for the regional/subregional programme; (iii) ensure the collection of information, at the time of submission of projects, on statistics relating to the development of the sector in the country concerned and on related projects, and furnish regular information on projects and statistics relating to development indicators. The UNDP Resident Representative in country must be invited to participate in this committee;
- (j) Responsibilities for projects: national governments will have the responsibility to identify, formulate, negotiate, finance and implement national, subregional and regional projects with regional and subregional impact of both pre-investment and investment nature. International organizations may also initiate projects with regional and subregional impact which will also involve pre-investment and investment. International organizations may also initiate projects and programmes falling within their field of competence in cooperation with the States, subregional and regional organizations and ECA. In addition, subregional and regional organizations shall be responsible for selected subregional investment projects and more and more pre-investment subregional projects should be assigned to subregional and intergovernmental specialized organizations for implementation. ECA shall be responsible for co-ordinating all projects and programmes in order to ensure consistency with the objectives of the Decade and avoid duplication of effort;
- (k) Working Groups: four subregional and eight sub-sectoral working groups were formed to address subregional, sectoral and thematic issues. Before the beginning of the Decade, each working group prepares its strategy and work programme. Their tasks consist in evaluating the current situation, identifying bottle-necks obstructing attainment of the Decade objectives, recommending strategies (policy reforms, institutional strengthening, surveys, investment), defining whenever possible the quantifiable goals and phases, proposing measurable indicators and preparing the programme.
- (l) Type of Project: two types of projects were adopted: infrastructural projects, on the one hand, and research and institutional support projects, on the other hand, the latter comprising projects addressing policy reform measures, institutional strengthening and development capabilities, research, training and human resources development, development of transport data and detailed engineering studies.
- (m) Lead agency: ECA, the lead agency, will analyze and harmonize the strategies and programmes to make sure they are in line with the objectives of the Decade and the selection criteria. It shall thus act on instructions from the RMC.

77. The strategy for the programme preparation at each level led to the adoption of an implementation strategy based on the "bottom-up" approach justified by the fact that the regional transport and communications systems are essentially made up of national elements.

78. Thus, national projects prepared by the NCCs on the basis of strategies and directives designed by subregional and sub-sectoral working groups, will be executed by the member States concerned within the framework of their respective national development plans. Subregional and regional programmes must be implemented by their respective intergovernmental and regional organizations with the support of the relevant United Nations agencies. The role of each of the partners is defined in the institutional framework below.

79. The follow-up of the implementation brings into play: (i) at the national level, the NCCs (one per State) which must work with subregional organizations and furnish all relevant information to ECA; (ii) at the sub-regional level, each member of the sub-regional working group monitors the state of progress of the programme in his areas of competence and reports to his group leader who in turn renders an account to ECA; (iii) at the regional level, the ECA maintains direct relations with the NCCs and the various working groups in order to coordinate the implementation of the entire programme and to furnish reports to RMC, the Inter-Agency Coordinating Committee (IACC) and to the Conference of Ministers.

1.3. Institutional Framework for implementation of the Second Decade Programme

80. The institutional framework resulting from the strategies for the preparation and implementation of the programme and adopted at the launching of the programme is as follows:

- (a) African States whose prime responsibility is to ensure development. United Nations agencies and the international community in general can only support the efforts of African countries which continue to give top priority to the development of transport and communications sectors and allocate sufficient resources to them individually and jointly through the programmes of the relevant regional and subregional intergovernmental organizations and subregional economic groupings;
- (b) Sub-regional economic organization which, while assisting member States, must play a vital role in the formulation and implementation of the Decade programme. They form part of the sub-sectoral working groups;
- (c) African sectoral inter-governmental organizations (IGOs) and United Nations, each of them specialized in a particular domain in the transport and communications sectors, must establish and execute their own plans of action in order to help the States attain the objectives of the Decade. They form part of the sub-sectoral working groups;
- (d) Financial institutions: the financial institutions of the United Nations System and subregional and regional financial institutions are expected to contribute to the financing of national projects which conform to the Decade's objectives and national projects sponsored by the United Nations specialized agencies and African IGOs. Some of these institutions are members of the resource mobilization committee (RMC);

- (e) Inter-agency co-ordinating committee (IACC): Comprised of all competent United Nations agencies and African inter-governmental organizations involved in the area of transport and communications in Africa, the IACC monitors and evaluates the programme periodically and presents recommendations to the Conference of Ministers on issues relating to the coherence, validity and orientation of the programme. It must meet at least once in a year;
- (f) Resource mobilization committee: it comprises the ADB, OAU, UNDP, the World Bank, EEC/ACP, BADEA and ECA. Its role has been defined above;
- (g) Lead agency: ECA whose responsibilities have also been defined above, is also in charge of providing secretariat services to the Conference of Ministers, IACC and RMC;
- (h) Conference of Ministers: comprising African Ministers of Transport and Communications, is the permanent guiding organ for the design, implementation and follow-up of the Decade programme. It must meet at least once every two years.

1.4. Major conclusions and recommendations of the first mid-term evaluation

81. In accordance with the strategy for the implementation of the Decade programme, the first mid-term evaluation was conducted from July to September 1994, that is, three years after the programme of the Decade was launched. Its objective was to appraise;

- (a) Cohesion of the entire programme of the Second Decade, its overall and sectoral objectives and its strategies and projects;
- (b) The efficiency of the various organs of the implementation institutional mechanism; and
- (c) Progress accomplished as well as difficulties encountered in the programme's implementation.

82. While confirming the good design and preparation of the Second Decade programme as well as the coherence of the global and sectoral objectives and the clarity of the sub-sectoral strategies, the first evaluation highlighted certain elements whose consideration would have led to an appropriate achievement of the Decade objectives through implementation strategies adopted which are:

- (a) A time-table for carrying out the activities, actions and projects of the programme;
- (b) An appropriate delegation of tasks to the various parties and limitation of the responsibilities of each party;
- (c) A formal determination of available resources and their sources in order to implement the various aspects of the programme; and
- (d) The availability of necessary funds for the functioning of the Decade's organs such as the NCCs and sub-sectoral and sub-regional working groups.

83. This first evaluation made recommendations designed to ensure, in the future, a more appropriate implementation of the programme in order to attain its main objective of establishing an integrated transport and communications system as the basis for the physical integration of Africa. From these recommendations, it is appropriate to retain the following in particular:

- (a) "Institutions must strive to include activities relative to the implementation of the Second Decade programme in their normal programme of activities";
- (b) "Implementation of the Second Decade programme must clearly be based on explicit consideration of resources for the execution of the various components"; and
- (c) "The terms of reference of RMC must be revised and clarified".

84. The Tenth Conference of African Ministers of Transport and Communications, meeting in Addis Ababa, on 20 and 21 March 1995, took these recommendations into consideration in its resolution ECA/UNTACDA/RES 95/92 relating to the implementation of Phase II of the Second Decade programme on transport and communications. It, in particular, modified the terms of reference of RMC which became the Advisory Committee on the Promotion of [UNTACDA] Programme (ACPP) which comprises the former members of RMC and the leaders of the working groups.

85. The second evaluation of the Second Decade programme, the subject of this report, falls within the implementation framework, on the one hand, and the implementation strategy for the Second Decade programme, on the other hand, as contained in resolution UNTACDA/RES 95/92, particularly, its provision 12(iii) by which the Conference of Ministers urged ECA to ensure that future evaluations of the Second Decade's implementation is based on a critical analysis of the level at which the Decade's objectives have been attained.

II. Objectives and Methods of The Second Mid-Term Evaluation

2.1. Objectives

86. The objective of the second mid-term evaluation is to assess the progress made in the implementation of the Second Decade emphasising project execution, particularly, at all national, subregional and regional levels, based, in this respect, on the conclusions and recommendations of the first mid-term evaluation. It must be conducted in harmony with the provisions of paragraphs 12(iii) and 13(iv) of Resolution ECA/UNTACDA/Res. 95/92 of the Tenth Conference of African Ministers of Transport and Communications, held in Addis Ababa on 20 and 21 March 1995 which requested, in particular, that a global report be prepared on the progress achieved in the execution of all projects under the Second Decade, on the basis of reports drawn up by member States and intergovernmental organizations (IGOs) on the status of progress in their projects.

87. The second evaluation report will lay emphasis on both the execution of projects and programmes and the impact of the Second Decade programme on the development of transport and communications. The resultant recommendations should form the basis for a Plan of Action for the last three years of the programme and beyond.

2.2. Methods of evaluation

88. The evaluation should be conducted at the subsectoral and subregional levels. Each subsectoral and subregional working group should, under the coordination of its group leader, evaluate the programme's components it is concerned with, in conformity with directives to be issued by the ECA. The leaders of the working groups should each prepare a subsectoral evaluation report on the progress made and the problems encountered during the implementation of the Second Decade as well as on the impact of the programme execution during the period covered by the report. These reports should be merged into one overall report by the head of the evaluation team in consonance with the structure already prepared by the ECA.

89. Not all the working group leaders have submitted a report. Furthermore, the reports received were not prepared as requested by the ECA both in form and substance and cannot as such be considered as evaluation reports as stipulated in paragraph (88) above. In an attempt to bridge the gap, ECA has given to the evaluation team reports prepared by its own staff. The evaluation team finally held talks with the senior officials of the Transport and Communications Group within the Regional Cooperation and Integration Division as well as with other ECA staff members who participated in the design, formulation, promotion, coordination and follow-up of the Second Decade programme.

90. The evaluation criteria have been drawn from Volume I (programme) of the Second Decade, particularly, Chapter V in which the quantified goals and targets and development indicators have been defined in order to make it possible to assess the results obtained and appreciate the impact of the progress accomplished on the overall development of transport and communications.

91. The evaluation was carried out by a team comprising two free-lance consultants outside of ECA. Their tasks were defined in the terms of reference prepared by the ECA Regional Cooperation and Integration Division. The evaluation took about two months and the evaluation team comprised:

Mr. Mahamar Oumar Maiga (Team Leader)
Civil Engineer, International Consultant, Bamako, Mali, and

Mr. Fikru Asfaw, Telecommunications Engineer, Consultant, Addis Ababa, Ethiopia

92. Before coming to ECA, the evaluation team leader visited the African Development Bank (ADB), RMC Chairman and then the Advisory Committee on the Promotion of (UNTACDA II) Programme (ACPP). On that occasion, he held talks with staff members of the country operations department, East region, of this institution. He also participated at the second ACPP meeting (22-23 September 1997) UNTACDA II the Working Groups Meetings (24 September 1997) and the Twenty first meeting of IACC (25 and 26 September 1997) all three of which were held in Addis Ababa. He thus took into account the observations and comments made during these meetings in finalizing the evaluation report.

CHAPTER III

Evaluation of the Implementation Mechanisms for the Second Decade

I. Implementation strategy

93. The implementation strategy, based on the programme prepared in accordance with the "bottom-up" approach, used a mechanism comprising:

- (a) At the national level: National Coordinating Committees (NCCs)
- (b) At the subregional level: subregional economic organizations, African sectoral inter-governmental organizations and United Nation agencies. These organizations participate in the implementation either within the framework of activities of the subregional and sub-sectoral working groups or within their ordinary work programme by executing projects which are an integral part of the Decade programme; and
- (c) At the regional level: ECA (the lead agency), the Resource Mobilization Committee (RMC) and the Inter-Agency Coordinating Committee (IACC)

94. Development and implementation of strategies and programmes are mainly sustained by States with the assistance of the NCCs and the subregional and subsectoral working groups. These focal points and the other actors mentioned above, were expected to play the following specific roles:

- (a) The NCCs assist their various governments in the preparation of national programmes based on the assessment of the present situation in accordance with the Decade's objectives;
- (b) The subregional working groups harmonize countries' programmes presented by the NCCs and those of the various subregional inter-governmental organizations;
- (c) The subsectoral working groups develop, on the basis of data and information collected at the national and subregional levels, strategies for their respective subsectors by taking account of national and subregional programmes, prepare and execute the regional components of the programme;
- (d) ECA, the lead agency, consolidates and harmonizes all subregional and subsectoral components in the regional programme;
- (e) RMC, which is a sub-committee of the IACC, carries out an in-depth study of the draft programme to ensure that it fulfils the requirements of the financing institutions and advises on the best way of formulating the programme in order to attract domestic and external funding as well as help member States mobilize the technical and financial resources necessary for the programme implementation; and

- (f) The IACC reviews all the programmes thus developed, and recommends the overall programmes to the Conference of Ministers.

95. Thus, there is clear functional jumble at the level of preparation and implementation of the Decade's programme: As a matter of fact:

- (a) The member States initiate (with the NCCs) and finally adopt (with the Conference of Ministers) the programme which comprises, simultaneously, national, subregional and regional components. It should be noted that these States also adopt the programme of their respective subregional organizations;
- (b) African subregional and subsectoral organizations and United Nations agencies participate in the initial preparation of subregional or sub-sectoral programmes and the final review at the level of IACC. They execute some of the components; and
- (c) Finally, the financial institutions, on the one hand, ensure that the programmes prepared meet the Decade's objectives, the project and programme selection criteria and the requirements of technical, economic and financial viability set by the funding bodies and, on the other hand, are urged to participate in the financing of the programme.

96. This procedure tends to totally conceal three basic principles:

- (a) The first is that member States, in their day-to-day functioning, have well-established practices concerning the formulation, planning, inclusion in the public investment programme, preparation and presentation of applications for funding. These various stages pre-suppose the participation of several ministries which often stick to their prerogatives;
- (b) The financing institutions have their own financing objectives and criteria, adopted by their supervisory organs (board of directors or supervisory board, board of governors or political supervisory authorities for bilateral agencies) as well as specific channels for the presentation of funding applications; and
- (c) The envisaged long procedure is incompatible with the normal implementation timetable for a project whose technical, economic and financial feasibility had been well established from the beginning of the process. In this regard, it is necessary to note that at the level of sub-regional economic organizations, subregional programmes and projects are adopted through a channel that involves governmental committees of experts and ministerial councils and this often requires time to exert real impact on the provisional implementation time-table.

97. In conclusion, no matter how enticing the "bottom-up" approach may be, it does not appear to be appropriate owing to the functional difficulties and bottle-necks that it entails. Furthermore, while the approach is clearly used in the preparation of regional programmes or projects, and possibly of subregional or national projects and programmes with a regional impact, it must not at any rate be used in the search for funding, not to mention in the execution of these projects or programmes.

II. Monitoring of the programme implementation

98. The monitoring of the programme implementation focuses mainly:

- (a) At the national level: on the NCCs whose task is to monitor programme implementation nationally furnish the relevant information to the ECA and work closely with the subregional organizations;
- (b) At the subregional level: on members of the subregional working groups whose duty is to follow up the state of progress made in their specific area of competence and report to the group leader who, after consolidation, communicates to ECA the status of progress in the implementation of the programme in the subregion concerned; and
- (c) At the regional level: on ECA, the lead agency, which coordinates the programme implementation through direct and constant relations with the NCCs and the various subregional and subsectoral working groups, and submits progress reports to RMC, IACC and the Conference of Ministers.

99. Such a follow-up mechanism clearly requires human and financial resources that the intervening parties can hardly shell out from their possible ordinary resources. Even the United Nations agencies have recognized this situation¹.

100. Finally, does the ECA not appear too far from the NCCs to be able to provide, at the national level, effective coordination, given the deadline for the dispatch and reception of information, the preparation and dispatch of possible comments and observations? Is such coordination not considered interference in the execution of national projects even if such projects have a subregional or regional impact?

III. Institutional framework

101. Apart from the States, the institutional framework comprises the following organizations: ECA, intergovernmental organizations, United Nations agencies, committees and groups: NCCs, working groups, RMC, IACC. The committees and working groups are established outside the organizational provisions of the organizations that constitute them. Hence, they appear as structures attached to these organizations whose high authorities are often not aware of their existence. Besides the NCCs, the terms of reference of these structures do not involve these authorities.

102. The framework of relations between these entities shows that the lead agency is in direct touch with each one of them, thereby playing the role of a central structure. This does not conform to the "bottom-up" approach. Such a situation generally leads to the duplication of relations. It explains why projects index cards are communicated directly to the ECA without undergoing the critical examination of the working groups.

1 First mid-term assessment report.

103. According to the report on the first mid-term assessment, forty NCCs had been set up. Their composition varies from 5 to 25 members depending on the information gathered in 25 countries. The administrative procedures for their set-up (decree or another instrument) and attachment (to one or several ministers), have partly contributed to aggravating the operational difficulties encountered in some countries. Thus, the bases of the institutional framework did not meet the requirements of their tasks because of the way they were established.

IV. Key problems

104. The programme implementation mechanisms, in general, encountered the following difficulties:

- (a) No clear distinction of responsibilities owing to the functional confusion within these mechanisms. In reality, there was no "bottom-up" procedure existing with well established stages. Furthermore, the requirements of the provisional implementation timetable led to the non-respect for established channels. This caused the introduction of a number of projects with little or no link with the Decade's objectives;
- (b) Clear lack of financial resources to ensure the proper functioning of these mechanisms. The NCCs were not given the necessary support by the United Nations Development Programme (UNDP); also, member States' contribution to the operations of NCCs, where necessary, did not match their task, the working groups did not receive the financial support expected from the ECA, and the financial support to RMC ended in April 1992;
- (c) It seems the lead agency (ECA) did not also receive the necessary human and financial resources to assist the working groups and carry out certain activities. In fact, the unit set up during the first Decade was abolished because of the lack of resources needed to maintain it. Thus, the activities of the Decade were entrusted to the programme regular transport and communications staff of ECA. Given the inadequate resources for the ECA regular budget, neither this budget nor the regular staff could ensure effective execution of the lead agency's mission;
- (d) The RMC Chairman, the African Development Bank and the lead agency, encountered, during the period under review, structural problems which, undoubtedly, had a negative impact on the Decade's activities. The RMC stayed for 20 months without meeting since it became the Advisory Committee on the Promotion of (UNTACDA II) Programme (ACPP). Furthermore, some of the RMCs stopped participating in meetings owing, according to them, to the lack of interest in and impact of such meetings; and
- (e) The defection of certain members of the working groups from meetings and activities, because of the lack of financial resources necessary for their participation, or the inclusion of a list of projects in the Decade programme.

105. The consequences on the various problems described above are:

- (a) Inadequate or non-existing coordination between the NCCs and the intergovernmental organizations;
- (b) The difficulty owing to lack of funds, for sectoral working groups to play their role pursuant to the terms of reference assigned to them by the Ministers during the 9th meeting of the Conference;
- (c) The suspension of activities of the RMC and most working groups after 1992, with the exception of the working group on air transport and that on urban transport, which dissolved into the working group corresponding to the programme for Sub-Saharan African Transport Policies, commonly known as SSATP, executed under the joint supervision of the World Bank and ECA; and
- (d) The decline in programme development. In fact, after 1993 when 39 new projects were approved out of the 315 presented, no new project was included in the programme. A meeting convened by the ECA in Nairobi in November 1996, to finalize activities of the working groups was attended only by participants of the working group on air transport.

106. In conclusion, it seems clear, that owing to lack of resources and to the complex functional relations, the implementation and follow-up mechanisms and the institutional framework did not allow for efficient implementation of the Decade programme. It thus seemed necessary (i) to correct an institutional and functional deficiency by clarifying both the roles of intervening parties and the procedures for action; (ii) to lay the foundation of the institutional edifice on subregional economic cooperation organizations which, given their structure, already have governmental expert groups coordinating subregional programmes, and whose members also serve as links with States. To redress this situation, a new institutional framework is contained in Chapter VIII. The adoption of a new institutional mechanism is all the more necessary for not only is the end of the Decade very near, but also the Conference of African Ministers of Transport and Communications, an important network for the institutional framework of the Decade programme, will cease to exist beyond the year 2000. In fact, following the Abuja Treaty establishing the African Economic Community which established ministerial bodies for all development sectors, the central organ of ECA, in accordance with the treaty decided in April 1997 (Resolution 826 XXXIII) to dissolve the Conference of Ministers of Transport and Communications by the end of the Decade period, as the transport, communications and tourism committee of the African Economic Community will be the regional body expected to consider issues hitherto dealt with by the conference.

CHAPTER IV

Appraisal of Thematic Programmes, Transport and Communications Sector Developments

107. In this part of the report the development of two thematic programmes as well as of eight sub-sectors was assessed. For each of the sub-sectors, the following various aspects, if need be, will be examined:

- (i) development indicators or goals and targets;
- (ii) major projects;
- (iii) main thematic programmes;
- (iv) key issues;
- (v) major problems;
- (vi) future activities; and
- (vii) activities recommended for the Decade period and beyond.

I. Appraisal of Thematic Programmes

1.1. Human resource and institutional development (HRID)

108. Global objective No. 3 of the Decade's programme seeks to improve planning, identify and utilize human resources in order to upgrade staff quality and availability at all levels in order to ensure effective management and smooth functioning of transport and communications systems. The long-term objective is to develop local capacities so as to obtain better results in the areas of planning, management and the functioning of transport and communications systems in Africa.

109. The areas of immediate concentration are improvement and maintenance of the standards of existing national and subregional training institutes; the establishment of methods for adequate recruitment, organization of careers in order to motivate, perfect and retain competent staff at all levels; the strengthening of viable regional and subregional organizations; the setting-up of new African research centres for transport and communications management or the strengthening of those existing; the use of African skills for studies on the maintenance and construction of transport infrastructures and equipment. In this regard, a survey covering all training capacities in Africa in the various areas of transport and communications, should be conducted for the benefit of African countries; a plan should be developed for all these capacities which should be integrated in order to meet the needs of the continent.

110. The HRID project was launched at the end of the first Decade and executed within the framework of the SSATP which was retained as a component since 1998. The 1988 programme envisaged its programmes in two phases: the first, comprised of studies, seminars and workshops, essentially centred on the identification of problems by seeking to obtain reasons for the success or

failure of efforts made by African transport organizations to upgrade human resources and strengthen institutions; the objective of the second was to evaluate, prepare plans of action and apply the findings of the first phase through interventions designed to improve certain organizations.

111. The steering committee, charged with the coordination of the HRID programme, comprised, at the beginning, of eight organizations (UNDP, World Bank, ICAO, ITU, UNCTAD, ILO, IMO and ECA); later, the OAU joined this committee, thereby increasing the number of its members to nine.

112. The prospective evaluation of the SSATP programme conducted from September 1994 to November 1995, revealed the following facts and conclusions:

- (a) The coordination of the HRID programme was made difficult by the high number of participants in the steering committee, problems relating to the transfer of staff responsible for certain components of the programme and the recourse, in most cases, to consultants in order to perform the task;
- (b) On the whole, the programme did not substantially change the structure of institutions and recorded only sporadic results; over the years, it moved gradually towards a drift up to the extent that it could even be concluded that it was not far from failure;
- (c) After the first phase ended in February 1992, i.e one year after, when compared to the initial time-table, a second phase, prepared in 1992-1993, was not implemented partly because of insufficient funding and partly because of the socio-political upheavals in one of the two pilot countries chosen and, finally, the incompatibility with the World Bank's operational programme in the other pilot country.
- (d) A few initiatives that can be considered as the origin of the catalyst role of the HRID programme, were first implemented in certain countries such as Sierra Leone (TOKTEN programme with UNDP support to encourage nationals working abroad to return home) and Uganda;
- (e) The HRID programme must not exist as a component distinct from the SSATP programme. It must be integrated with other components of this programme. In fact, the strengthening of the institutional framework can not be done without taking into account other inter-independent aspects included in other subsectoral components of the Decade's programme, for instance, the management of operational organs, autonomous funds etc.

113. Thus, despite financing of about US\$1,950,000 for phase I and the preparation activities of phase II, from the UNDP, USAID, Norway, Italy and World Bank, the achievements of the HRID programmes are limited to 28 case studies for seven modes (roads and road transports, ports, civil aviation, railways, maritime transport, navigable inland waterways and telecommunications) and for six seminars. It seems that: (i) the HRID programme did not stick to determining the means to put in place in order to develop human resources and strengthen institutions; (ii) it was not exactly felt, during the programme's implementation, that it would have been preferable to start off in a modest way by moving gradually, through successive developments and dialogue based on a certain amount of growing confidence, to a remarkable structural change. Furthermore, the first phase of the

project concerned only African countries South of the Sahara, a situation which reduces its conformity with the Decade's programme.

114. In conclusion, this HRID programme did not obtain the expected results more so because of its magnitude, coordinating difficulties resulting from the high number of participants and finally its treatment outside sectoral components. Since the focus of the theme is very clear, it is necessary to adopt a gradual process through integration of the subsectors and through the subregions by entrusting the subregional programme piloting responsibility to the most representative socio-economic cooperation organization. Certainly, such an approach will have the advantage of reducing the diversities to be harmonized, bringing the sole execution agency nearer the human resources to be developed and the institutions to be strengthened.

1.2. Transport Data Bank (TDB)

115. Global objective No. 5 of the second Decade programme seeks to put in place transport and communications information systems to serve as a basis for analysis, improve the planning and management of investments. These systems must be centred on market forces, traffic flow, the operational results of transport companies, the cost of and conditions for the development infrastructure and equipment. The objective's immediate concentration should concern:

- (a) The creation, *inter alia*, of a system for standard data base on transport and communications at the national, subregional and regional levels as well as the movement of people and goods at the subregional and regional levels;
- (b) The establishment of computerized management systems within national transport and communications companies and intergovernmental organizations;
- (c) The adoption of United Nations rules concerning the exchange of electronic data for the administration, trade and transport in all electronic data communications.

116. The TDB project was included as a component of the SSATP since 1988. The main development objective was to effectively increase the performance of the transport sector in sub-Saharan Africa by increasing the availability of the transport data and performance indicators. After revision F, the immediate objectives comprised: (i) design, through pilot exercises, of an efficient data system based on needs expressed at the national and subregional levels as the basic tools for managing and monitoring performance in the transport sector; (ii) assurance of consistent data collection; and (iii) preparation of a totally costed proposal for a subsequent project designed to establish a transport data bank.

117. The main results were: (i) directives for the design and implementation of pilot transport data systems; (ii) launching the seminar on the commencement of pilot studies; (iii) a detailed work programme to implement and follow up pilot cases; (iv) a closing seminar; (v) directives specifying the required data, identifying the standards and furnishing definitions; (vi) the preparation of manual statistics for two modes; (vii) data collection and analysis for the follow-up of UNTACDA II; and (viii) preparation of a detailed and totally costed proposal for a subsequent project.

118. The prospective evaluation of the SSATP programme established facts and made recommendations: (i) the project started off on a vast scale, eight countries to be studied and seven to be selected for a pilot operation, were too extensive for an experimental approach; (ii) the

project did not have any institutional base in sub-Saharan Africa. Finally, it recommended that the project be incorporated as a component of the SSATP subsectors and adopt a selective approach from small attainable initiatives.

119. Phase I was financed by the UNDP and the World Bank for about US\$800,000. Phase II, namely the subsequent project, could not be financed by the UNDP. Thus, the ECA was not able to assist the countries in the implementation of the recommendations of the closing seminar.

120. The follow-up missions sent by the ECA in the course of 1997 to some pilot countries (Burkina Faso, Mali, Mozambique, Senegal) revealed that the continuity of the experiences was affected by changes at the level of the national staff in charge of the project, but that efforts have been made to broaden the collection of specialized data. However, the systems put in place are of the "statistical observatory" model and resources are lacking for the production of prepared information necessary for the calculation of performance indicators.

121. From what precedes, it appears that the project only concerned (i) the transport sector whereas in the objectives the telecommunications sector was also targeted and (ii) sub-Saharan Africa owing to its incorporation into the SSATP.

122. The difficulties encountered by the project during its implementation mainly result from its inadequate funding; changes in its design and implementation (they were up to six reviews) and, lastly, its size. Furthermore, the preference for the production of data likely to be collated at the general level concealed the reforms designed to restrengthen the institutions collecting these data. This situation largely explains the fragile implementation of results of Phase II. It thus appears that the "institutional development" approach to the establishment of data bases would have preceded the training of staff in charge of data collection, as well as the data collection methods.

123. In conclusion, any future action must first consolidate the achievements of Phase I at the national level by integrating them in an adequate institutional environment. Then it will be necessary to revise the design of Phase I taking into account recent technological developments, particularly, in the area of electronic information networks. In addition, this activity must be incorporated into each subsector. Finally, it is necessary to involve subregional economic cooperation organizations in order, on the one hand, to accelerate consistency between countries and between modes, and, on the other hand, reduce the size of market studies to determine the needs of users.

II. Appraisal of transport sector developments

2.1. Roads and road transport

124. The long-term objective of the roads and road transport subsector is to abolish material and non-material obstacles to inter-african trade and travels and to improve services in the roads and road transport subsector. The main areas of immediate concentration concern:

- (i) completion of the inter-country road network to link areas of production to areas of consumption at national, subregional, regional and international levels;
- (ii) the rehabilitation, improvement and maintenance of existing networks;
- (iii) facilitation of traffic over existing inter-country road links;

- (iv) harmonization of the various road safety legislations;
- (v) manpower development and strengthening of institutions;
- (vi) promotion of road safety and environmental protection;
- (vii) improvement of transport services and infrastructures in and between rural and urban areas; and
- (viii) the establishment of a harmonized data base for road transport.

A. Development indicators

125. In order to appreciate the impact of the progress accomplished in the subsector on the overall development of transport and communications, the following key parameters and goals and targets were adopted for the Decade:

- (a) Construction of 15,000 km. of main roads;
- (b) Rehabilitation of 200,000 km. of rural roads;
- (c) Rendering usable 85 per cent of paved roads, 40 per cent of unpaved roads and 25 per cent of rural roads;
- (d) Application of efficient road maintenance systems covering at least the rehabilitated network, by seeking essentially to encourage local small and medium-size enterprises to be involved in road maintenance;
- (e) Improvement of measures to facilitate international traffic through, *inter alia*, the ratification and application of international agreements on road transport;
- (f) Establishment of an effective control of axle-load;
- (g) Reduction of accidents by 25 per cent by the year 2000; and
- (h) Increased sensitization to environmental issues.

126. The documentation made available to the evaluation team does not make it possible to establish exhaustively the current situation of development indicators. In fact, neither the reports drawn up by member countries and subregional and international organizations or those prepared by the ECA staff have examined these indicators for purposes of this evaluation. Furthermore, data on actual lengths of several road projects, have not been furnished. Thus, it is with these reservations that are furnished herebelow a few indications on the development indicators.

127. At the time the present mid-term evaluation was conducted, the roads and road transport sub-sector recorded 214 projects as against 201 at the time the Second Decade was launched in 1991. Thus, 13 new projects were included in the programme in 1993 after the 14th meeting of the RMC. Table 4.1 below gives the situation of the funding and execution of these 214 projects.

Table 4.1.

	Financing					Total	Execution					
	F	P	R	A	N		C	OF	OP	YF	YP	X
CE	30	4	2	1	22	59	6	13	3	11	1	25
ES	34	10	12	2	18	76	16	17	9	1	1	32
NR	2	1	1		3	7	-	2	1	-	-	4
WE	33	6	19	7	4	69	8	23	6	2	-	30
RE		2	1	-	-	3	-	-	2	-	-	1
Total	99	23	35	10	47	214	30	55	21	14	2	92

Key

F: total financing	C: execution completed	CE : Central Africa
P: part financing	OF: under execution (financing)	ES : Eastern and Southern Africa
R: search for financing	OP: under execution (part financing)	NR : North Africa
A: abandoned	YF: pending take-off (total financing)	WE : West Africa
N: no information	YP: pending take-off (part financing)	RE : Region
	X: no financing, abandoned or without information	

128. This table shows: (i) for main roads: (i) 30 projects executed, 76 under execution and 14 totally financed, the execution of which is yet to begin; (ii) 99 projects entirely financed, 23 partly financed, and financing being sought for 35; (iii) 10 abandoned and 47 without information. The high number of abandoned projects results from the disappearance of the former Commission of the West African States (CEAO) where out of 9 projects two have been executed and 7 abandoned.

129. At the level of projects executed or under execution, there are: (i) for main roads: 500 km. of road constructed, 3,130 km. under construction, 450 km. of rehabilitated roads and 4,000 km. under rehabilitation; (ii) for rural roads (paved and unpaved): 3,300 km. of rehabilitated roads and 28,200 km. under rehabilitation; (iii) 11 road maintenance projects designed to improve the network of which 3 are completed, 4 are under execution, 2 projects to promote small- and medium-sized enterprises are under execution and, finally, 5 projects to promote road safety are under execution.

130. The above indications reveal acceptable improvements in the main road network and road maintenance. This data makes it possible to even say that the road lengths classified as fair to poor which stood at 50 per cent at the beginning of the Decade has dropped to 40 per cent implying that 60 per cent of the network is in good condition. 80 per cent of the rural roads classified at the beginning of the Decade as being far too poor have now dropped to 70 per cent.

131. With regard to the promotion of small- or medium-sized enterprises, it should be noted that the number of projects is not sufficient to attain the objectives. However, following sensitization efforts made within the framework of the Road Maintenance Initiative (RMI) component of the SSATP programmed renamed since 1995 as the "Road Management Initiative", the progress accomplished is acceptable for the application of labour intensive methods and the reform of the equipment pool. The results of these actions are a prior condition for the promotion of small- or medium-sized enterprises in the area of road maintenance.

B. Main projects

132. Under this heading, will be essentially examined the components "Road Management Initiative (RMI)", and "Rural Travel and Transport" (RTTP) common to the second Decade and the SSTAP programme, the Trans-African Highway programme, the facilitation of international road traffic and the harmonization of the various road legislations as well as the road safety programme which covers road signs and axle-load.

Road Management Initiative (RMI)

133. The RMI is one of the eleven components of the SSATP programme which were adopted at the end of the 1988 Oslo Conference. The RMI was designed as a five-year project (1987-1992) to be executed in two phases. The objective of phase I was to: (i) sensitize through seminars African governments to the need to establish good road maintenance policies and undertake reforms; and (ii) determine the reasons for which the policies implemented in the 1980s were ineffective and without a future. Phase II, launched at the end of 1990 comprised a country programme designed to support the implementation of road programmes of action and policies, including technical support, the pooling of experience data, advice on policies to be followed, workshops and publications.

134. Despite the fact that RMI was launched before the second Decade, its objectives are similar to those of this Decade programme, particularly global objective No. 2 and the second area of immediate concentration of the sub-sectoral objective adopted for the roads and road transport subsector, was formulated as follows: "Rehabilitation, upgrading and maintenance of existing networks in order to reduce backlogs of infrastructure rehabilitation and equipment replacement tasks which have been piling over the past years". It is in this respect and due to the fact that SSATP is the joint initiative of the World Bank and ECA that the RMI was considered as part of the roads and road transport subsector activities designed to attain the Decade objectives.

135. On the basis of the results obtained, the forward-looking evaluation of the SSATP programme conducted in 1994 and 1995, recommended that RMI activities continue at least for two to four years before the initiative becomes self-sufficient. It also recommended that the RMI should transfer the base of its operations in Sub-Saharan Africa and increase the participation of collaborators from African training or research institutes. The programme is continuing. However, most of the recommendations, in particular, the transfer of the base of operations from Washington to Africa do not seem to have had the expected follow-up. The exception is more frequent participation of ECA in meetings of the programme steering committee, and seminars.

136. Progress in the various areas of concentration can be summarized as follows:

- (a) Execution of road maintenance projects by enterprises: on the whole, the progress is remarkable, though efforts still have to be made to increase the participation of small- and medium- size enterprises;
- (b) Steady flow of resources assigned to road maintenance and institutional reforms: good progress was recorded, mainly, through the setting-up of road authorities and associations within which the users have begun to be involved in road management and funding;

- (c) Planning methods for the basic network: the introduction of road network planning had recorded progress deemed satisfactory. Investment and maintenance resources are, on the whole, increasing and being assigned according to economic criteria;
- (d) Labour intensive methods, reform of equipment pools and improvement of working conditions: the results are accepted in the first two areas and inadequate in the third which remains a preoccupation to be addressed in the very near future;
- (e) Performance of budgeting techniques: slight progress was accomplished in delegating more responsibility to the preparation and monitoring of quantifiable objectives. It is now established that institutional reforms should precede the effective introduction of such techniques; and
- (f) Preparation of a Sub-Saharan African Road Information Network (SSARIN): it has been inactive since 1994 but its reactivation was recommended by the last steering committee meeting held in Kampala, Uganda, in October 1996. This network could be used for purposes of communication and accessing data and information as well as a forum for the exchange of experience through Internet.

137. Finally, at the level of funding, the RMI received a budget of about US\$9,600,000 as at 31 March 1997, as against US\$3,360,000 as at 31 December 1994. This financial assistance came from 10 bilateral donors, the World Bank and the European community which has hitherto not participated in the funding of RMI. Following a meeting held in Brussels in November 1991 on road maintenance funding, the World Bank prepared a code of conduct for funding bodies so as to guide and coordinate better participation in the road sector to avoid duplications or the squandering of funds. At the moment, only the European countries are applying this code since it has not yet been adopted by the other funding agencies.

138. The main activities envisaged in the near future concern the organization of the last two seminars on the dissemination of findings, and dialogue in matters of policies, the continuous dissemination of RMI findings and experiences to the World Bank and among other funding agencies, direct support to initiatives started by 12 African countries (Cameroon, Ethiopia, Ghana, Kenya, Madagascar, Malawi, Mozambique, Uganda, Tanzania, Togo, Zambia and Zimbabwe) and various surveys designed to establish a programme for future reforms. This programme seeks to: (i) ensure an appropriate and sure stable flow of funds through road fees; (ii) involve users in road management in order to secure their support for appropriate financing and proper management; (iii) clarify responsibilities and the delegation of responsibilities in road maintenance; and (iv) introduce solid business practices and increase managerial capabilities.

139. Thus, the programme's main objectives for the period up to the year 2000 are to: (i) support the current process in countries already implementing the programme; (ii) encourage reforms efforts in other countries which would be involved and (iii) disseminate lessons drawn from the RMI through relevant surveys and popularize the best practices throughout Sub-Saharan Africa.

Rural Travel and Transport Programme (RTTP)

140. The global objective of this SSATP component is to improve the living conditions of the rural population in Sub-Saharan Africa through an improved transport system. The specific objectives are to: (i) help develop national rural transport strategies and policies so as to improve

on the planning, financing, construction and maintenance of rural transport infrastructures; (ii) improve rural transport services; and (iii) adopt appropriate rural transport technologies to facilitate the movement of goods and increase the mobility of people and agricultural products.

141. The objectives tie up with those of the Decade, particularly, global objective no. 8 and the sectoral objective for roads and road transport of which one of the areas of concentration seeks to "improve road transport infrastructures and services in and between rural and urban areas".

142. Owing to the non-existence of a political framework for rural transport in most Sub-Saharan countries, the programme "Movements and Transportation in Rural Areas", has combined research with support for the development of policies and strategies and pilot initiatives. In 1996, the programme caused the publication and dissemination of six documents (two at the level of the World Bank and four at the level of the SSATP) relating to road transport and programme in the rural areas. At the moment, the MTR programme lays emphasis on regular contacts with political decision-makers, governments and transport service providers by increasing its resident staff in Africa. The first base for resident staff was opened in Harare, Zimbabwe in January 1997, and a second has been planned for Bamako towards the end of 1997.

143. Following research and studies, the MTR programme identified three key aspects of success: (i) the strategy is owned by the country; (ii) the need for a firm and concerted effort; and (iii) a solid link between the strategy recommendations and the sectoral programmes. The existence of these conditions will enable the programme:

- (a) As support to the development of national policies strategies, to help those implementing it to:
 - ◆ evaluate the capacity to mobilize domestic resources;
 - ◆ identify the institutional reforms required; and
 - ◆ define the institutional chain and clarify the organizational framework by negotiating the roles of the central and local administrations, traditional authorities, community organizations, NGOs and the private sector and define the needs for institutional strengthening;
 - ◆ establish planning and financing systems for investments and maintenance.

- (b) As support to the development programme in order to:
 - ◆ prepare local transport programmes within the context of the current decentralization process;
 - ◆ support efforts to strengthen the capability of rural small-scale enterprises and establish an environment propitious for the use of labour intensive methods; and
 - ◆ support the development of the national transport approach at the level of villages and the relating capacities.

144. Thus, the MTR programme which received funding of about US\$3,000,000 has not yet had tangible result in the field owing to the absence of the political framework at the level of countries. It is on account of this situation and the need to have access to road funds and other related institutions that the authors of the forward-looking evaluation of the SSATP programme recommended: (i) the integration of the rural roads aspect into the RMI; (ii) the transfer of the "movements and transportation aspects at the level of villages" to the local authorities and NGOs, and bilateral cooperation. As a matter of fact, the latter can not become part of a regional programme as the Decade because of the scope of its preoccupations which are far from contributing to the physical integration objective even if their solutions are helping to ensure the social progress of the African people. This concern has been taken into account in the Decade's programme.

Trans-African Highway Programme

145. This programme constitutes the cap under which all programmes of the road subsector must be implemented with ECA's assistance. Its activities deal with assisting member States to develop software programmes for programme implementation without plans for constructing infrastructure but including at the same time, programme monitoring.

146. The main activity, during implementation of phase I of the Decade, consisted in establishing an office to help member States implement the programme. The result of this exercise is not encouraging. At most, 13 countries have signed the statutes, three have ratified them and only one country has paid its contribution. Furthermore, the only project adopted at the initiative of the ECA, "technical assistance for the execution of the trans-African highway project", so far, has no funding despite its very low cost (US\$990,000).

147. The monitoring showed that during period of evaluation: (i) sections of the Nouakchott-Lagos Trans-coastal highway have been constructed with the exception of those passing through Sierra Leone and Liberia because of the political situation in those two countries; (ii) the sections Gobabis-Ganzi (Namibia-Botswana), BoboDjoulaso-Orodara (Burkina Faso), Nioro-Tambacounda (Mali-Senegal), Akjout-Atar (Mauritania) have been financed, and the construction work is either in progress or about to start.

148. In order to redress the situation created following the absence of an African road authority, it is recommended that subregional economic cooperation organizations be made directly responsible for the trans-African highway road programme. They will be assisted by the ECA through the programme of its advisory services.

Facilitation of international road traffic

149. The application of multi-lateral agreements continues to be a subject of great concern. The agreements on transit rights, axle-load limitations, etc., are still being widely discussed.

150. The ECA, in collaboration with subregional organizations, has developed a rational method for determining and collecting transit rights. Certain subregional organizations such as COMESA are negotiating with its member States to adopt and apply the method. The West African Economic and Monetary Union (WAEMU) has, on its part, strengthened the existing provisions adopted by ECOWAS member States, through: (i) limitation of road check-points at the level of the various States; and (ii) the establishment by the States of adjacent border check-points. In Central Africa, the UDEAC countries have adopted a Central African countries inter-State transport system

(TIPAC). An implementation handbook was prepared in 1993 with the assistance of the World Bank and the Commission of European Communities. The "Trade and Transport" component of the SSATP programme has also developed a method making possible to monitor operations in the transit corridors.

151. The improvement of the international road traffic continues to be predicated on real forms designed to simplify the statutory and operational environment. This requires less administrative hurdles, standardized and harmonized procedures. The reduction of customs bottlenecks and long procedures, is one of the main problems to be resolved. It is necessary to adopt economic criteria so as to facilitate the international road transport of landlocked countries through the transit countries. An example of such an approach is given by the COMESA Road Customs Transit Document (RCTD) being used in the subregion.

Harmonization of the highway code, roads signs and axle-load

152. Information on this aspect of the objectives for the roads and road transport subsector is very sketchy. With regard to the axle-load, the WAEMU requested its member States to keep to the 11.5 tons export axle-load while COMESA has adopted 8 tons. These examples show that there is still a lot to be done to reach an agreement on the axle-load issue.

153. In the absence of an African motor vehicle industry, the solution to this issue, should first be considered by the subregion, since regional road transport remains, for the moment and in the near future, very limited given the high cost of reinforcing roads and the operational losses resulting from load limitations. It is only a survey that will make it possible to determine the optimum carrying capacity of roads in view of an agreement on the equitable efforts that supporters of such any axle-load must make to attain harmonization which would facilitate international transport.

C. Main thematic programmes

154. Since the evaluation relating to the transport data bank transport and the development of human resources and the institutions have been done under section (I.) of the report, this part of section (II.) will essentially address road safety and environmental aspects. However, it should be noted that within the framework of the RMI programme, an attempt to establish a road data network was started in 1994 and coordinators were designated by the countries. This situation has been brought about by the fact that the roads or transport sectoral programmes always included a "road data" aspect. These data are indispensable for the proper management of roads, an efficacious programming of road maintenance and investment and finally efficient budgeting. This goes to confirm the idea that the data base issue would have a more effective solution if it were first well treated at the level of each mode before its consolidation at the sectoral level. A project to establish a data bank and a national information system is underway in Nigeria.

155. With regard to manpower development, it should be noted that the UNTACDA II programme includes in the "road and roads transport" subsector, six projects one of which was executed (Ethiopia), another under execution (Central Africa Republic) while funding is being sought for the four others.

Road safety

156. Two projects dealing respectively with the organization of regional seminars on road safety and programmes relating to the safety of pedestrians and children in developing countries are under execution. Two others are currently been executed in Central Republic and Ghana. The finding of these projects are not yet known. ECA in collaboration with ESAMI organized many workshops on the preparation and implementation of national road safety programmes attended by the various member States.

157. The Third African Congress organized by the ECA in collaboration with the Organization of Economic Cooperation Development (OECD) and other cooperating partners took place in South Africa in April 1997. The Congress recognized that the need to develop sustainable programmes and policies to improve the road safety situation in Africa must be solidly based on: (i) adoption of multi-disciplinary approach to the development of the road safety programme; (ii) building of institutional capacities; (iii) development of a programme for training, education, sensitization and information; (iv) cooperation, technology transfer and partnership; (v) development of research, follow-up and evaluation; (vi) computerizing and analysing data.

158. The outcome of the Congress showed the need to launch the African Road Safety Initiative (ARSI) which would be expected to assist African member States in improving the road safety initiative through:

- ◆ an increase of the awareness of decision makers and politicians and achieve a common understanding of the magnitude of the road safety problem;
- ◆ increase in the motivation and commitment of top-level decision makers and politicians in addressing the road safety problem;
- ◆ development of better information systems and increase action by international and regional organisations;
- ◆ involvement of the citizens in the design of road safety programmes and policies, at all levels;
- ◆ development and implementation of sustainable transport policies that incorporate road safety;
- ◆ assistance to member States in adopting inter-sectoral and multi-disciplinary integrated approaches to road safety programme development with clearly defined targets and properly constituted administrative structures;
- ◆ assistance to member States in the development of short- medium- and long-term strategies to comprehensively address the priority areas identified for road safety improvement on the basis of a thorough road safety diagnosis;
- ◆ development of human and technical resource capacity building programme for implementing the various activities identified and provide adequate financial resources;

- ◆ Development of cooperation programmes which will result in coordination and harmonization of subregional and regional road transport operations;
- ◆ Development of programmes for research, technology transfer and assistance policy taking into account the need for North-South and South-South cooperation;
- ◆ Development of customized action plans to address the priority areas identified

Environmental issues

159. Very little work has been done within the framework of the Decade on environmental protection during the period under review. The only remarkable development is the publication, through the RMI programme, of a compendium of directives for the execution of road construction by taking account of environmental considerations and the need to evaluate the environmental impact on each project. There are plans to examine solutions to environmental issues during the remaining period of the Decade.

160. The situation is not very satisfactory especially when it is known that: (i) the Decade's programme includes several roads in areas of sensitive ecology and that some of these roads fall within the Trans-African highway (Botswana, Malawi, Mali, Mauritania, Tanzania); and (ii) the environmental impact constitutes a major obstacle to the financing of many transport infrastructure projects, in general, and roads, in particular. Thus, the absence of Africa's own directives on the evaluation of the environmental impact on projects after seven years of implementation of the second transport Decade, is, at the very least, unacceptable. However, the ECA has undertaken within the framework of its regular programme, a survey on the impact of transport on the environment.

D. Key issues

161. The evaluation of the implementation of the second Decade programme at the level of the roads and road transport subsector, reveals that the thematic aspects were not satisfactorily addressed, particularly, issues bearing on the preparation of data bases, the promotion of road safety and environmental protection. Certainly, the treatment of these subprogrammes needs financial resources but, much more, human resources and institutional capacity. Thus, human resource development and the strengthening of institutions top all changes guaranteed under the subsector.

162. Beyond these two fundamental aspects, there is also the poor resource allocation. Owing to: (i) the lack of appropriate programming and budgeting policies; (ii) the non-collection and non-disbursement of allocated resources and (iii) the non-introduction of performance criteria in budget management and their non-assessment through management information systems.

E. Major problems

163. Out of the 99 entirely financed projects of the subsector, the execution of 14 projects has not yet begun, representing almost 14 per cent. This calls to question the implementation capacity of the implementing institutions of the Decade's programme, in the roads and road transport subsector. To redress the situation when it does not result from a local political crisis which is generally the case, falls under the treatment of issues raised above in respect of the quality of human resources and institutional capacities. This situation also seems to be the consequence of insufficient

financial resources allocated to the functioning of support services which creates problems in mobilization of local counterpart funds.

164. Thus, the mobilization of local counterpart funds is a major problem for the financing of maintenance and also the execution of funded projects resulting from the inadequate availability of these funds.

165. Talking about domestic resource mobilization, their level and collection has also been affected by this inadequacy. The creation of conditions necessary for improvement at the level of management of domestic road resources, has led to the need to involve other partners in the sector, such as, road transport users and professionals, i.e. the private sector.

166. These institutional considerations are compounded by other problems faced by the subsector which have an impact on its contribution to the development of an integrated transport system. They are: (i) road safety whose impact is considerable on both human and financial resources for the payment of damages; (ii) the environment whose degradation, due to the absence of appropriate protection measures, has a non-negligible impact on the ecosystem and subsequently, on any development system; and (iii) facilitation of international transport, because of the induced costs which seriously affect the value of imported and exported goods, particularly, for landlocked countries, and reduce the mobility of people thereby making trade opportunities very scarce.

F. Future action

167. Besides the major problems raised above, the main impediments identified during consideration and assessment of the roads and road transport subsector programme are:

- (a) Globally inadequate resources for project financing;
- (b) Need to prepare adequate project documents;
- (c) Need for a steady supply of counterpart funds, and the functioning of services charged with the programme physical implementation;
- (d) Inadequate on-the-spot management systems;
- (e) Poor quality and costly services due to the absence of rules and regulations; and
- (f) Inadequate support, to a certain extent, to subregional and regional projects from both the funding agencies and member States.

168. In this respect, it is recommended that implementation of this programme (future action) should be done per the following on-the-spot systems:

- (a) Steady flow of financial resources and manpower availability;
- (b) Selection of priority projects based on judicious and efficient criteria;
- (c) Improved planning, programming, budgeting and operations; and
- (d) Improved management of network, including information systems.

169. The execution of projects already financed, partly financed or for which funding is being sought will improve the performance of the subsector in relation to the set objectives. However, in order to have lasting change and sustainable performance the following future activities have been recommended.

G. Activities recommended for the Decade programme implementation during the remaining period, and the subsector development beyond this period

- (a) human resources upgrading, training and development;
- (b) institutional capacity building and improvement of road network management;
- (c) involvement of stakeholder in particular, the private sector;
- (d) execution of maintenance and investment works in order to increase density and serviceability of road network;
- (e) adoption of appropriate road technology;
- (f) improved facilitation of international transport through the application of existing subregional, regional and relevant international agreements and concessions to reduce the physical and non-physical barriers to international traffic;
- (g) improved planning and budgeting systems and improvement of collection and management of domestic resources;
- (h) effective promotion and development of road safety programmes through the implementation of the aspects constituting the African Road Safety Initiative and the sensitization of all partners and the adoption of harmonized rules and regulations;
- (i) preparation and adoption of appropriate requirements for environmental protection against adverse impact from the roads and road transport activities; and development of guidelines for policy and market regulation frameworks for road transport operations.

2.2. Railways

170. The long-term objective of the railways subsector is to improve the operational efficiency of railways in order to increase financial viability as well as reduce their burden on national budgets, attain acceptable levels with regard to the availability of infrastructures, trains and drawn equipment and their utilization rate on the basis of phased programmes and accepted for the main national railways network on the basis of programme contracts. The main areas of concentration adopted for the Decade are:

- (a) phased restructuring of the railways and the balance between the staff strength and activities;
- (b) revision of technical, operational and commercial surveys to conform their validity to their usefulness during and after the second Decade;

- (c) strengthening of existing national and subregional institutions for the training of railway staff;
- (d) adoption in the various railway networks of the UAR model for price fixing;
- (e) establishment of management information systems and a data bank;
- (f) revision of current legislation on railways in order to give them more autonomy and more responsibility in management; and
- (g) promotion of cooperation agreements between railways authorities to facilitate international traffic operations.

A. Development indicators

171. In order to enable the attainment of the above objectives, the following key parameters and goals and targets were adopted:

- (a) improve railway services so as to increase traffic by 3 per cent for freight and 2 per cent for passengers;
- (b) increase train availability to 70 per cent, by reducing the number of break-downs per 100,000 km. by 50 per cent and increasing the average train service by 30 per cent;
- (c) increase coach productivity by 30 per cent and that of human resources expressed in unit/km per person by at least 40 per cent and reduce the average cost/km by 30 per cent;
- (d) partly or completely renew at least 25 per cent of the existing tracks, i.e. about 8,000 km.;
- (e) establish formal railways/government relations on the basis of programme contracts;
- (f) train directors through courses established in the four regions; and
- (g) increase railway safety to at least 10 per cent and pay more attention to environmental degradation resulting from the effect of railways.

172. Here again, available documentation is inadequate for an appraisal of development indicators, more so as the few existing documents were prepared without taking account of evaluation needs.

173. The Decade programme currently comprises 89 projects as against 86 in 1991 for the railways subsector. Three new projects were introduced in 1993. The situation of these 89 projects has been given on table 4.2 below:

Table 4.2

	Financing					Total	Execution					
	F	P	R	A	N		C	OF	OP	YF	YP	X
CE	3	1	4			8	2		1	1		4
ES	18	7	6	5	13	49	16	2	6	-	1	24
NR			3		3	6	-	-	-	-	-	6
WE	10		8	8		26	8	2	-	-	-	16
RE	-	-	-	-	-	-	-	-	-	-	-	1
Total	31	8	21	13	16	89	26	4	7	1	1	50

Key

F: total financing	C: execution completed	CE: Central Africa
P: part financing	OF: under execution (financing)	ES: Eastern and Southern Africa
R: search for financing	OP: under execution (part financing)	NR: North Africa
A: abandoned	YF: pending take-off (total financing)	WE: West Africa
N: no information	YP: pending take-off (part financing)	RE: Region
X: no financing or abandoned		

174. The evaluation of projects executed and under execution reveal that several of these projects deal with: (i) track renewal or replacement, in particular, in Botswana, Ghana, Kenya, Malawi, Mozambique and Senegal (however, the indications furnished make it possible to identify only about 1,054 km. of which about half have been completed; (ii) rehabilitation or acquisition of rolling stock. Thus, 128 trains and 134 coaches were newly acquired or are being rehabilitated in Botswana, Congo, Malawi, Mali, Mozambique and Zimbabwe.

175. These indicators reveal that at least 12 per cent of improvements on the existing tracks had been carried out and that the quality of acquired or rehabilitated rolling stock must improve the availability and productivity of this equipment. However, the abandoning of 13 projects, i.e. more than 16 per cent of the projects adopted in 1991, appears to confirm the poor selection, in particular, in West Africa where abandoned projects represent more than 30 per cent of the projects initiated in this subregion.

176. Furthermore, it appears that several reforms have been carried out. Thus:

- (a) all over, the legal status of railway companies is being revised within the framework of liberalization measures and State divestiture. Leasing and privatization were adopted or about to be adopted in Côte d'Ivoire and Burkina Faso for the former Abidjan/Niger railway company, in Mali and Senegal for the former Dakar/Niger railway company, in Kenya with an authorization given to a private company to have its own trains ply the railway lines, as well as in the Democratic Republic of Congo for the East and South networks of the SNCZ.
- (b) the application over most networks, depending on their choice, of cost calculation methods known as SICOFF or OSCAR under the auspices of the Union of African Railways (UAR) and the World Bank;
- (c) staff retrenchment in proportions reaching 40 per cent at the level of several networks, particularly, in Burkina Faso, Cameroon, Côte d'Ivoire, Kenya, Malawi, Senegal, etc.;

- (d) restructuring of the African Higher Railways School (ESACC) which has become ESACC-GT (transport management), thus, enabling it to offer its services to the government and private enterprises; and
- (e) review and next publication (1996 issue) of the African Railways Statistical Year Book which was last published in 1993, the launching of the compilation of African experts likely to participate in the study and execution of railway projects.

177. Of course, all these indicators are part of a thrust designed to meet the objectives of the Decade, in particular, the key goals and targets. But then, at the moment, the most important impact appears to be the acceptance by African Governments of structural reforms designed to ensure the financial viability of railway companies. In this respect: (i) railway companies will henceforth have autonomous management and free tariffing; (ii) the States shall undertake to make up for the obligations of the public service; (iii) the system of programme and performance contracts is a platform common to most African States; and (iv) the private sector shall increasingly participate in railway operations and the railway shall concentrate more on activities liable to increase its share of the market.

B. Main projects

178. With respect to this railways subsector, the main projects, i.e. those with a regional impact, remain network inter-connection, inter-railway cooperation to facilitate international traffic operations, harmonization and standardization of equipment and strengthening of the UAR, and also the railway restructuring component of the SSATP.

179. The SSATP programme also included a railways component since its inception. This component initially known as railway management, was executed in two phases the second of which started at the same time as the Decade. The themes adopted for this second phase of the SSATP railway component were: (i) restructuring of railways, programme contracts and protocol agreements; (ii) marketing and establishment of traffic costs; (iii) management information systems; and (iv) maintenance of trains. Thus, this phase two was completely covered by the target objectives of the Decade's programme.

180. The execution of this component was not complete due to the lack of funds. On the one hand, the seminars on train maintenance policies planned for Bamako and Lusaka during the 1992 financial year, were not effectively held and, on the other hand, the seminar on train maintenance held in Nairobi, in 1992, also failed to arouse the expected reaction from the private sector. All this disrupted the activities of this component up to 1994/95 when the privatization experience became more convincing. It will be noted that the component received total funding of about US\$756,000 as at 31 December 1994. Since then the component has changed in name to be known as "railways restructuring" and is devoted to the leasing and privatization of railway operations and the dissemination of experiences.

181. The third seminar on train maintenance held in Windhoek, Namibia, in July 1994, essentially showed the merits of its introduction, the analytical techniques for taking decisions depending on the application criterion (train-hour or train-km) for the location of maintenance facilities. Such advantages would result from the centralization of maintenance facilities.

182. In conclusion, it should be noted that the change in the attitude of governments concerning the status and the operation of railways, mentioned under Paragraph 171, result, mostly, from the sensitization carried out within the framework of this SSATP component through the various seminars, particularly, the Brazzaville workshop held in November 1988 and the important role played by the UAR to translate into practice the great awareness aroused at that workshop.

183. With regard to network interconnection, the ECOWAS has conducted a survey on network inter-connection in its subregion but the project is without funding. The Arab Maghreb Union (AMU) also has a project on network interconnection in Morocco, Algeria and Tunisia thanks to a high speed railway line linking Casablanca, Algiers and Tunis, as well as a project to construct a railway line between Tripoli and the Tunisian border. Studies on these projects would be completed and funds are being sought for their execution. Furthermore, the construction of a rail bridge over the Congo between Brazzaville and Kinshasa whose studies have been financed by the European Union, has not started, because of reservations expressed by the Democratic Republic of Congo.

184. At the moment, inter-railway collaboration is a reality only on the interconnected networks. In this respect, during the period under review, the railways of Burkina Faso and Côte d'Ivoire have come together and this has led to the selecting of a common operator for the leasing of the Abidjan - Ouagadougou railway line operation. This same process is currently taking place between the railways of Mali and Senegal. SIZARAIL, established in 1995 between SNCZ Group (Democratic Republic of Congo) and a Belgian/South African operator, for the operation of the South and East networks of the group, falls within this new approach to African railways operation.

185. Adequate information on the state of progress on the project to harmonize and standardize equipment on the one hand and, strengthen UAR on the other hand, is not available. However, it should be pointed out that the ECA at the behest of the UAR, reports on action taken to standardize the equipment. Furthermore, the UAR organized in October 1995 in Abuja, Nigeria, at the request of many networks, a Round Table on problems besetting African railways in the 21st century. Taking into consideration the African economic liberalization environment the Round Table underscored the need for:

- (a) more precision on the responsibility of the various actors in the railways subsector (State, regional cooperation organizations and development partners) in the light of the current restructuring experiences;
- (b) the preparation of a veritable transport policy at the level of States taking into consideration the impact of current and future rapid changes on railway development;
- (c) the implementation of additional stringent legislative and statutory measures in order to attract funding. Finally, it recalled the UAR missions to conduct and continue the restructuring process of African railways and requested the Union to advise the networks and States at all stages of the process.

C. Thematic programmes

186. Staff rationalization has played an important role in the railways restructuring process for it seeks to improve the quality of their services and restore their competitiveness so as to attain real financial viability. Likewise, with the implementation of the adjustment programmes in the transport sector, staff retrenchment has come as a central remedy amongst many others, to ensure the survival

of railways in the face of rival modes, particularly roads. As stated above, some of these retrenchments affected 40 per cent of the existing staff.

187. Concurrently, manpower development has appeared as a key factor in the application of new management techniques, information circulation and equipment maintenance. Within this framework, development partners have all introduced in their various assistance programmes, important aspects on human resource development.

188. At the regional level, a better utilization of training centres had been programmed and is effectively continuing. It is necessary to recall the restructuring of ESACC and its transformation into ESACC-GT. In order to improve the contents of its programmes as well as its management, it enlarged the membership of its board of directors to include such organizations as the International Union of Railways and the ECA.

189. Lastly, within the effort to strengthen regional cooperation in the areas of human resources, the UAR General Assembly held in Abuja, in October 1996, encouraged the coordination of the various railway training institutions in Africa. On that occasion, the ESACC-GT (Brazzaville), the Nigerian Institute for Transport and Technology (NITT) of Zaria and ESSELENPARK (Johannesburg) signed an agreement on increased cooperation.

190. As regards railway safety, the programme has three projects two of which have been executed (Swaziland and Uganda) and under execution (Zimbabwe) which seek to improve the reliability of railway telecommunications links for the operation, monitoring, signalling and maintenance of trains.

191. Finally, it can be said that no attention was paid to environmental protection and that necessary action should be taken in this regard.

D. Key Issues

192. The failure of African railways is due essentially to their poor management and marketing. This fact reveals that the essential issues touching on railways relate to their institutional character and their human resources.

193. The railway must be considered more as a transport undertaking whose development stems primarily from its economic and financial viability. Thus, the change in status, along with the reduced involvement of the public authorities in the management of railways, appears essential. In this regard, it is necessary to encourage the current leasing/privatization of operations.

194. Furthermore, it is also necessary to place railways in a competitive environment where transport market forces are harmonized so as to avoid veiled subsidies to any transport mode.

195. The need for manpower upgrading and development had been sufficiently treated under the previous section.

E. Major problems

196. Most African railways were constructed at the beginning of this century. Their geometric and carrying characteristics are no more in line with the modern rolling stock or no longer make it

possible to derive from this equipment all its speed and load potential. Similarly, the renovation of all tracks are a major problem whose solution requires huge but indispensable investments.

197. Furthermore, the diversity of equipment, sometimes within the same country, does not allow for the proper management of the equipment, particularly, its maintenance as a result of the thorny problem of the management of spare parts. It is common to have obsolete stocks in the depots. Equipment standardization and harmonization, at least at the subregional level, will have the advantage of reducing the purchase price through the pooling of purchases, but also of improving the supply of spare parts and reducing obsolete stocks, since the probability of using parts increases with the volume of the pool concerned.

198. Finally, the proper management of railways presupposes the rehabilitation and modernization of telecommunications and signalling equipment whose quality guarantees increased safety on railway lines. In this area, the number of projects (3) of the programme is to clearly inadequate considering the age of the facilities and their technology.

F. Future action

199. Since the importance of commercializing the railways in the long term and the active participation of the private sector are recognized, it is necessary to focus the speedy implementations of the Decade programme and the sector development beyond the year 2000, on the following future activities:

- (a) Retaining the performance indicators defined in paragraph 171 of the present report;
- (b) Supporting the UAR proposal to convene, for 1998, a meeting of railway experts to evaluate the performance goals achieved since 1991;
- (c) Follow-up and improvement of the railway administration and enterprise restructuring process (1997-1999);
- (d) Implementation of specific evaluative studies covering each subregion, in coordination with the subregional groupings (1998-2000);
- (e) Highlighting and evaluating the different experiences with operations under concession (1998-2000);
- (f) Evaluating implementation of contractual/planning instruments and adherence by contracting parties to their obligations (1999);
- (g) Convening, for 1998, a conference of transport ministers responsible for railways, for a comprehensive evaluation of the subsector and issuance of guidelines to improve and sustain the restructuring process (1998);
- (h) Developing railway-equipment manufacturing industries (including joint manufacture of wagons by member States of regional groupings), create subregional maintenance units, and establish centres for coordinating, centralizing and channelling the supply of equipment (1998-2000);

- (i) Embarking on the actualization of study projects relating to the implementation of the UAR master-plan and subregional interconnection plans (1998-2000);
- (j) Sustaining programmes focused on improved railway operations management through cost reduction and enhancement of staff productivity as well as equipment (1998-2000);
- (k) Streamlining flow of traffic, particularly international traffic (1998-2000);
- (l) Improving maintenance techniques (1998-1999-2000);
- (m) Sustaining human resources development initiatives and those concerned with the coordination of training programmes in different institutions. Solving the problem of the WARDAN and KABWE centres (1998-2000);
- (n) Carrying out a study on the UAR databank and harmonizing this with other ongoing projects, taking into account the progress so far achieved by organizations such as ECA and the World Bank.
- (o) Completing the programmes commenced during UNTACDA II;
- (p) Redefining the role of African railways, taking into consideration the globalization process and various constraints affecting African economies, and more particularly, the transport sector;
- (q) Integrating sectoral development objectives into the commitments undertaken by States in the Abuja Treaty (article 61) and the additional Protocol on the transport subsector (article 4);
- (r) Coordinating studies carried out at the subregional level with the UAR Master-Plan for railway linkages in Africa (2002);
- (s) Embarking on evaluative studies;
- (t) Seeking financing for construction of linkages and implementation of industrial projects;
- (u) Setting up the UAR databank;
- (v) Actualizing, in cooperation with UAR and other international railway organizations, the harmonization and standardization of machines and equipment for use by African railways;
- (w) Developing research programmes in railway operations with specialized institutions in Africa in cooperation with UIR, AICCF, AAR, and ERRI.

2.3. Maritime and multimodal transport

200. This section deals with the maritime transport per se, sea ports and multimodal transport. The long-term objectives of these subsectors as defined in the Decade's programme are as follows:

- (a) Development of the shipping capacity of Africa by reinforcing co-operation, intensifying consultation and strengthening policy co-ordination with a view, inter alia, to achieving greater participation in international shipping activities, thus contributing significantly and positively to an accelerated economic development of African countries;
- (b) To increase trade efficiency by improving the performance of African ports; and
- (c) Improvement of the integration of all modes of transport to allow for a smooth carriage of cargo in one transport chain; adjustment of services of all modes of transport to meet the requirements of the multimodal transport system; acceleration of cargo movements by facilitating transport documentation and other relevant procedures.

201. The main concentration areas defined in order to attain these objectives are as follows:

- (a) Institution building: establishment, re-organization and strengthening of maritime institutions, such as national maritime administrations, subregional organizations and shippers councils; etc
- (b) Preparation, enactment, implementation, review and updating of maritime legislation;
- (c) Acceptance or ratification of international maritime conventions and adoption of relevant codes and recommendations;
- (d) Manpower development in the field of maritime transport, including support to maritime training institutions;
- (e) Introduction of new shipping technologies for maritime development in Africa;
- (f) Subregional/regional co-operation;
- (g) Improvement of port productivity, administration and management, maritime services and installations;
- (h) Special arrangements with countries without a coastline by promoting their external trade through the abolition of non-material barriers in ports of transit countries;
- (i) Strengthening of port planning by introducing modern technology to accelerate bulk cargo transit and other categories of cargo;
- (j) Adaptation of trade, policies and plans to introduce multimodal transport at the subregional and regional levels; and
- (k) establishment of ground container depots and encouragement of national multimodal transport operators to increase their participation in multimodal transport.

A. Development indicators

202. The lack of basic information noticed during the evaluation of the first Decade, on aspects of this subsector's activities as well as on inland transport, led to envisaging a project to define appropriate performance indicators and to set up an African maritime information centre. The goal of this centre should be to collect basic data from national services, interpret, stock and publish them. Pending the setting-up of such a centre, the following quantitative and qualitative goals and targets was set:

- (a) achieve equitable participation in sea-borne liner trade under the conditions of the United Nations Code of Conduct for Liner Conferences;
- (b) increase significantly the participation of national fleets in non-liner trade under the conditions of UNCTAD Resolution 120 (V);
- (c) increase significantly the tonnage own and controlled by African countries according to African Trade requirements;
- (d) increase the competitiveness of national fleet and the productivity of ports;
- (e) Increase the number of African countries: (i) contracting parties to the United Nations Multimodal Transport Convention by at least 25, the Hamburg Rules by at least 45; (ii) having established by at least 25 of national trade and transport facilitation committees, national associations of freight forwarders by at least 25; (iii) having introduced by at least 25, of simplified procedures for customs clearance of containers and goods, administrative and commercial procedures allowing electronic data interchange by at least 25 procedures facilitating the establishment of joint ventures in the areas of shipping and multimodal transport by at least 25; (iv) having carried out feasibility studies on the establishment of inland clearance depots (ICDs) and implementation of the findings of the studies by at least 25; and (v) having taken measures to increase containerization of their national trade by 5 per cent annually, by at least 25.

203. At the moment, there are 104 projects for the maritime transport (MST), ports (MPT) and multimodal transport (MMT) subsectors. These projects are broken down as follows:

MST =	40 as against	38 in 1991
MPT =	37 as against	36 in 1991
MMT =	<u>27 as against</u>	<u>26 in 1991</u>
	104	100

204. Thus, the subsectors have recorded four new projects: MST (2), MPT (1) and MMT (1) adopted in 1993. The funding and execution situation of these projects have been shown in table 4.3 below:

Table 4.3

	Financing					Total	Execution					
	F	P	R	A	N		C	CF	OP	YF	YP	X
CE	1	1	1	1	4	8	1	-	1	-	-	6
ES	2	2	2	4	4	14	2		2			10
NR	1	1	1		9	12	-	1	-	-	1	10
WE	12	6	7	2	4	31	7	5	4	-	2	13
RE	7	-	12	9	11	39	3	3	-	1	-	32
Total	23	10	23	16	32	104	13	9	7	1	3	71

Key

F: total financing	C: execution completed	CE: Central Africa
P: part financing	OF: under execution (financing)	ES: Eastern and Southern Africa
R: search for financing	OP: under execution (part financing)	NR: North Africa
A: abandoned	YF: pending take-off (total financing)	WE: West Africa
N: no information	YP: pending take-off (part financing)	RE: Regional
X: no financing or abandoned		

205. The previous table reveals that many projects have been abandoned thus casting doubts on the priority given to them during their selection, particularly in Eastern and Southern Africa, and that regional projects abandoned represent more than 20 per cent of the projects adopted in the programme. An in-depth analysis per mode will show that one-third of the multimodal transport projects has been abandoned. Furthermore, among the number of projects executed or under execution, three only relate to the development of dry ports (Malawi), inland terminal (Tanzania) and container depot (Ghana). There is a project to strengthen shippers' councils (MINCONMAR). thus, very few projects conform to the target projects. Consequently, it is understandable that less than 25 per cent of the projects have had total funding, as against 46 per cent for the roads and road transport subsector and 35 per cent for the railways subsector.

206. Concerning international agreements and conventions, the number of African countries that have ratified the United Nations Multimodal Transport Convention and the United Nations Freight Forwarding Convention (Hamburg Rules) is still very low and stands respectively at 5 and 11 countries as against 25 and 45 expected during the Decade.

207. On aspects relating to transport facilitation, development of services and harmonization of legislation the current findings are not very satisfactory. We find at the level of:

- (a) AMU: the adoption of a cooperation convention in the areas of maritime transport, joint operation of certain sea routes by national shipping companies; and two surveys on the advisability of establishing a Maghreb Shipping Organization to be in charge of marine environmental protection and the fight against pollution;
- (b) ECOWAS: surveys conducted on the establishment of a coasting vessel; and
- (c) COMESA: a feasibility study conducted on the improvement of regular maritime services between the continent and the Indian Ocean islands; the adoption of a maritime charter which defines harmonized shipping policies liable to promote

sustainable and harmonious fleet development and encourage close pragmatic cooperation among the States of the subregion, more particularly, by improving seaport operations and protecting shippers' rights.

B. Major projects

208. The major projects with a regional impact essentially include, barring the "Trade and Transport" component of the SSATP, projects related to human resources such as TRAINMAR or to management such as road transport management. The situation of these projects is as follows:

Trade and transport

209. "International Trade and Transport" is a component of the SSATP. Its main objective is to strengthen the international competitiveness of Sub-Saharan African economies through the rationalization of maritime transport, on the one hand, and strengthen economic cooperation and integration in the region, on the other hand, and, lastly, improve shipping services with special attention to ports and maritime transport. The goal is to prepare remedial measures by laying emphasis on transport facilitation, reduction of maritime transport cost and revision of statutory and institutional aspects.

210. The implementation of the SSATP component which consisted in organizing a Round Table Conference in June 1992, in Cotonou, led to conducting seven surveys covering the following essential points: (i) evaluation of the viability prospects of national shipping companies and development of an institutional framework and regional legislation for maritime transport; (ii) redefinition of the role of shippers' councils; (iii) development and implementation of a facilitation plan of action for specific transport modes at the national level; (iv) comparative analysis of the cost of transport chains at the national and international levels; and (v) development of an observatory to monitor international transport cost. The cost of financing these activities stood at about US\$773,000.

211. These various preoccupations agree with the objectives of the Decade as concerns maritime transport. The completion of the various surveys mentioned above led to a second Cotonou Round Table Conference held in June 1997 whose main objective was to agree on the reforms and modalities for their implementation so as to overcome sustainably the serious crisis besetting maritime transport in the West and Central African subregions. In addition to this main objective the Round Table considered various issues bearing on: (i) liberalization of maritime and stem-to-stern transport; (ii) safety and fluidity; (iii) reform of shippers' councils; (iv) reform of maritime training structures; (v) modernization of ships and their commitment to vertical and horizontal partnership agreements; (vi) fluidity and competitiveness of the transport chain; (vii) establishment of national and subregional transport observatories; and (viii) dissemination of findings of studies conducted to reform the subsector in the West and Central African subregions.

212. Recommendations of the Round Table to be considered by the next Conference of the West African Ministers in charge of Merchant Shipping, convened for October 1997 are as follows:

- (a) liberalization of market access must be an important element of maritime policies in the subregion. The liberalization process must be a progressive one, and based on the equality of trading partners and accompanied by measures relating to competition at the national level;

- (b) adherence of States of the subregion to the IMO convention on the facilitation of port procedures;
- (c) assessment of training needs in the subregion for both sea-going and ground personnel;
- (d) modernization of maritime legislation to reflect trade realities, and its harmonization at the regional level;
- (e) abandoning of cargo-sharing-missions by shippers councils from now to the year 2000;
- (f) establishment of national transport observatories;
- (g) establishment and re-energizing of facilitation committees placed at the highest level of government, and the setting-up of single counters for the fulfilment of administrative and port formalities;
- (h) improvement of transport and warehouse structures and strengthening of the activities of participants in these networks.

TRAINMAR

213. TRAINMAR has been existing in Africa since 1980. However, a new strategy recently prepared, took account of UNTACDA priorities and sought to increase TRAINMAR activities in Africa. The main objectives of this strategy are:

- (a) concentrated support to countries already in a position to take their progress in hand, notably francophone countries of West and Central Africa;
- (b) selected support to a second group of countries that already have some TRAINMAR capacity and an interest to expand cooperation, notably, Portuguese speaking;
- (c) cultivating potential in other countries already exposed to TRAINMAR, notably English-speaking, for generating national and cross-border TRAINMAR activities; and
- (d) ad-hoc support as resources permit to countries specifically expressing interest in TRAINMAR

Road transport management

214. The "goods early warning system" (GEWS) has been developed and is currently being established as a transport management instrument. Its objective is to: (i) provide information on the progress of consignments so that market pressures can be applied to identify and cure the causes of delay and other problems; (ii) reduce costs to shippers, thus enhancing trade competitiveness; (iii) foster subregional integration and partnership with transport clients; and (iv) change the transportation culture by promoting business partnerships between those involved in cargo transits

and transferring appropriate technology. The system is currently being used, totally or partly, in a certain number of countries, particularly along the railway of the Northern Corridor. Other countries have applied for its installation.

C. Main thematic programmes

215. The programme includes 15 projects on manpower development through direct training or support to training institutes, and a project relating to data bases and electronic data exchange systems.

216. Out of the 15 projects on human resources, only one has been executed (establishment of a continuous and vocational training centre for maritime transport "TRAINMAR" in Senegal), another has been financed and is under execution (TRAINMAR for Portuguese-speaking countries), four are pending financing and the rest are either abandoned (3) or without information (6). The only project relating to data bases has also been abandoned. This situation confirms the grossly flawed selection of projects at the level of the maritime transport and other related subsectors.

D. Key issues

217. Besides the issue relating to human resource development, harmonization of legislation, adherence to and application of international conventions as well as consideration of the needs of landlocked countries, are the main areas of concern to which the subsectors under review do not seem to have started providing lasting solutions.

218. The harmonization of legislation must be done through the adoption of a subregional or regional maritime charter. Only COMESA has instituted such a subregional charter. The other regions must, if need be, move in this direction and the harmonization of subregional charters could lead to the African maritime charter.

219. With respect to the landlocked countries, the development of the inland ports and the rationalization of multimodal transport in transit countries are far from reaching the satisfactorily acceptable level. Few projects were presented and those that were adopted are not financed. If efforts are not made to address the above subjects and, concurrently, to reduce or abolish non-material barriers, the external trade of landlocked countries will continue to suffer from long delays in the forwarding of goods, leading to very high cost which will seriously affect the competitiveness of their external trade.

220. In this regard, it would be noted that a survey on the evaluation of the implementation of international transit facilitation agreements, which was recently conducted by the ECA (TRANSOM/1103, December 1996) and covered all subregions, with the exception of North Africa, underscored:

- (a) the need for the revision and updating of all agreements since these agreements no longer correspond to the current developments in the transport sector in Africa;
- (b) bottlenecks and inadequate movements in corridors without transit authorization;

- (c) overlapping of transit agreements and the subregional agreements where corridors exist, since the countries give priority to their own national transport legislation to the detriment of transit agreement;
- (d) the application of various national decrees in several corridors which negates the basis for the signing of transit transport agreements; and
- (e) transport partitioning by freighters and carriers along several corridors which reduces profits expected to accrue from transit transport agreements.

E. Major problems

221. The major problems of the subsectors under review result from issues discussed under section D. above. It is necessary to add, from the viewpoints of landlocked countries: (i) the imbalance between infrastructure and handling equipment in ports and airport freight terminals; (ii) various railways tracks leading to trans-shipping; (iii) long administrative and customs procedures at ground borders, in ports and airports; (iv) various axle-load, also the source of transshipment or unloading thereby causing disruption in extra load, as well as overloading on roads.

F. Future action

222. Future action shall focus on the following aspects:

Maritime transport

- (a) Preparation of a report on the status in Africa of major maritime conventions which are of importance to African countries for dissemination through national and subregional seminars.
- (b) Continued institutional reforms of the shipping sector taking into account recommendations of the second Cotonou Round Table and their extension, if need be, to other subregions.
- (c) Continued improvement of human resources after a proper evaluation of shipping training needs.
- (d) Continued sensitization towards adherence to international maritime conventions and their application in order to improve international maritime transport facilitation in general and multimodal transport.
- (e) Improvement of infrastructure and handling equipment in areas reserved for landlocked countries.

Maritime ports

- (a) Organization and conducting of ports commercialization workshops in cooperation with subregional Port Management Associations.
- (b) Establishment of policies and measures for combatting pollution in African ports.

- (c) Non-recurrent publication on challenges facing the African ports in the next millennium.
- (d) Subregional seminars on ports safety and efficiency.
- (e) Subregional seminars on improvement of human resources for the management of ports.
- (f) Improvement of infrastructure in port and warehouses serving landlocked countries in Africa.
- (g) Development of common subregional policies for dredging.
- (h) Cooperating with Port Management Associations in the design of ports data-bases.
- (i) Supporting to transit and landlocked countries in the establishment and operations of inland dry ports (ICDs).
- (j) Delivery of TRAINMAR workshops and seminars in Africa, including the development of TRAINMAR centres, teaching materials and faculty for various African subregions.
- (k) Implementation of authorized port safety measures and strategies, and pollution reduction in ports and territorial waters

Multimodal transport

- (a) Organization and conducting of subregional workshops on transit problems affecting various transit transport corridors in the region.
- (b) Assistance to transit transport authorities in the establishment of conducive transit policy environment for landlocked and transit countries.
- (c) implementation of activities regarding the utilization of modern communications technology such as those provided by ACIS and ASYCUNDA, including the expanded private sector involvement in all communications areas to help create better environment and achieve greater efficiency for business operations along transit corridors.
- (d) Consolidation of achievements of Phase I of the Data Base programme with pilot countries, subregional organizations through national and subregional workshops.
- (e) Preparation of modal performance indicators covering all transport modes based on recommendations of the closing seminar for Phase I of the Data Base programme.
- (f) Updating of ECA reports on new development in electronic messaging including internet for dissemination to countries and organizations interested in the establishment of transport data bases.

- (g) Liaison with all organizations and countries working on establishment and development of transport data bases.
- (h) Harmonization of transit transport agreements with subregional transport legislations and improvement of communications along the various transit corridors.
- (i) Organization of seminars on transport statistics in collaboration with UN and international organizations dealing with transport statistics development in Africa.

2.4. Inland water transport

223. The long-term objective of this subsector is to establish integrated transport systems at the level of each lake and each river basin on the basis of multi-sectoral master development plans for the lake and the basin, and to encourage inter-modal coordination. In this aspect, the areas of consideration adopted essentially concerned:

- (a) improvement of the navigable waterway networks of each lake and river basin through joint maintenance, buoyage, rehabilitation and purchase of equipment;
- (b) improvement of the technical and economic performance of inland navigation vessels, particularly, through cooperation in the building, maintenance and repair of ships;
- (c) maintenance and rehabilitation of equipment and ports infrastructure, particularly, to increase efficiency and ensure inter-modal coordination;
- (d) improvement of management, particularly, through the promotion of joint service enterprises;
- (e) harmonization and updating of documentation, legislation and regulations with a view to finding collective solution to facilitation problems;
- (f) training of inland water transport personnel of all categories and strengthening and/or establishing training centres; and
- (g) programming of measures for marine pollution prevention and control.

A. Development indicators

224. The following goals and targets which were adopted for the inland water transport sector seek to:

- (a) increase the total length of navigable inland waterways;
- (b) increase the number of ports within these waterways and also the capacity and performance of the ports;
- (c) increase the links between inland waterway routes through the various transport corridors;

- (d) increase the operational inland waterways fleet;
- (e) increase the number of inland waterways training institutions and increase the quality of their training;
- (f) increase the number of control mechanisms for the water level of navigable lakes and rivers.

225. The execution situation of the 17 projects included in the programme of the second Decade since 1991 under the subsector forms the subject of table 4.4 below:

Table 4.4

	Financing					Total	Execution					
	F	P	R	A	N		C	OF	OP	YF	YP	X
CE	3	-	3	3	-	9	1	1	-	1	-	6
ES	-	1	1	-	-	2	-	-	1	-	-	1
NR	-	2	-	-	-	2	-	-	1	-	1	-
WE	1	2	1	-	-	4	-	1	2	-	-	1
RE	-	-	-	-	-	-	-	-	-	-	-	-
Total	4	5	5	3	-	17	1	2	4	1	1	8

Key

F: total financing	C: execution completed	CE: Central Africa
P: part financing	OF: under execution (financing)	ES: Eastern and Southern Africa
R: search for financing	OP: under execution (part financing)	NR: North Africa
A: abandoned	YF: pending take-off (total financing)	WE: West Africa
N: no information	YP: pending take-off (part financing)	
	X: no financing or abandoned	

226. The evaluation of projects executed and under execution reveals that only six projects whose execution is underway actually falls within the framework of development indicators as: (i) three projects concern the maintenance of navigable waterways, the rehabilitation of infrastructures and the acquisition of equipment for maintenance services; (ii) two projects concern the construction of new ports; and (iii) one project concerns the development of a new navigable waterway with appropriate port facilities. Thus, when completed, these six projects will only partly satisfy the two first development indicators. The high number of abandoned projects results from the socio-political situation that prevailed in Rwanda, the site of these projects.

B. Main projects

227. Three projects are important given their impact on integration. They are:

- (a) the project on technical assistance to the Central African river transport company (SOCATRAF) and to the central maintenance service for navigable waterways (SCEVN in Congo-Brazzaville) for the strengthening of the means used in maintaining the navigability of the Oubangui and Congo rivers;

- (b) the huge project on the Senegal river designed to make it possible to continue river traffic from the port of Saint Louis (Senegal) up to Kayes (Mali). The latter project concerns the OMVS countries, particularly Senegal, Mauritania and Mali. It costs US\$365,000,000; and
- (c) the rehabilitation of Mpulunga port, an important inland transit point for trade between Burundi, Rwanda, Western Tanzania, Eastern Congo Kinshasa, on the one hand, and Botswana, Malawi, South Africa, Swaziland, Zambia and Zimbabwe, on the other hand. Studies have been completed and the evaluation of offers for the works component is in progress. The cost of these works is estimated at US\$2,750,000. The execution of this project will give a fresh thrust to traffic over lakes Tanganyika and Kivu;

C. Main thematic programmes

228. Human resource development is the only thematic programme adopted for the subsector. The only project adopted for this theme which is entitled "manpower training and development in Africa and the strengthening of the Regional Institute for River Transport (RIRT)", has not yet started due to the lack of adherence and funding.

D. Key issues

229. The improvement of the quality of inland water transport staff is vital for improving the efficiency of this mode, more so as it appears that most of the staff were trained on the spot.

230. The disparities in the way the various States bordering the waterways perceive the role of infrastructures and the difficulties resulting from the absence of harmonized legislation and rationalized participation of the various partners, are other delicate issues whose solution requires the establishment of joint mechanisms for the management of inter-State infrastructures.

231. Concerning inland water ports, their lack of autonomous management, due to their attachment, in general, to transport companies, constitutes, lastly, an aspect of inefficiency because of the obstacles posed by the supervisory companies to competition. Waterway ports must regain their autonomy in matters of management in order to treat river or lake transport users on the same basis.

E. Major problems

232. Socio-political crisis surely had an impact on the execution of projects under the subsector because there are very many infrastructures in the areas of instability.

233. The deficiency in the ship-building industry, due to the absence of the required human resources, constitutes an obstacle to fleet development. Since these ships are built, in general, out of Africa, their adaptation to natural waterways whose characteristics vary with the hydrology, is not always easy and this affects operations at the level of waterways and ports. Thus, the ship-building industry must be developed to improve the efficiency of inland water transport.

F. Future action

234. The development of inland water transport requires that the following activities be envisaged:

- (a) Conducting of studies on establishment of joint bodies for the management of inter-State navigable waterway infrastructure taking into account the interests of landlocked countries.
- (b) Harmonization of inland waterway statutes and regulations, including improvement of navigation safety and communications over lakes and rivers.
- (c) Development of joint policies for dredging of inland waterways, lakes, rivers, and their respective ports.
- (d) Development of inland waterways subregional training programmes to be conducted at subregional levels with focus on technical, operation and managerial staff.
- (e) Improvement of navigational aids and equipment for inland waterways.
- (f) Developing inter-State cooperation arrangements for joint operation of inland waterways.
- (g) Development of inland waterways vessels industry for both navigation and equipment repairs;

2.5. Urban transport

235. The long-term objective of this subsector aims at providing appropriate transport infrastructure and services so as to avoid the higher economic, social and personnel costs that may result from the expected growth in transport and travel movements in large African cities; increasing the productivity, service availability, quality and financial viability of urban transport services, including meeting the needs of low-income groups for greater accessibility to employment activities and opportunities. To attain this objective, the areas of immediate consideration adopted give primacy to three types of measures:

- (a) Efficiency improvement measures: traffic management systems and proven low cost engineering measures; effective packing control systems; bus ways; driver training and licensing measures; road user education; reduction of atmospheric pollution;
- (b) Institutional improvement measures: strengthening the institutional capacity of urban authorities to formulate urban transport policy as well as maintain urban transport networks and traffic movement information facilities and equipment; effective daily management and control of urban traffic; traffic safety consultation systems; and
- (c) Policy improvement measures; vehicle packing: taxi industry and operational policies; public and private passenger bus services; road user taxation.

A. Development indicators

236. No development indicator was defined for this sector because of the difficulty of having such a definition. In order to alleviate this shortcoming, a replacement solution consisted in referring to the urban transport component of the SSATP which should conduct biennial surveys and the evaluation of appropriate indicators for eight African cities (two per region in Sub-Saharan Africa).

237. The SSATP programme also includes an urban transport component and this has led to the merging of the two working groups. Thus, in spite of the fact that the SSATP programme only covers sub-Saharan Africa, the urban transport working group operated within the activities of the urban transport aspect of SSATP, by cutting off North Africa.

238. The goal of phase I of the SSATP urban transport aspect was to secure resources to increase the productivity and smooth functioning of urban transport. A series of comparative studies was conducted on urban transport development in ten African capitals and in two ports. The findings of these studies carried out in Abidjan, Bamako, Brazzaville, Conakry, Dakar, Pointe Noire, Dar-es Salaam, Douala, Kinshasa, Lagos, Nairobi and Yaounde, led to the Yaounde seminar held in March 1991 and phase II whose objectives, after the first definition in 1993, were revised to focus on three essential objectives:

- (a) identify institutional reforms per country so as to improve and coordinate urban transport services, increasingly involve the private sector in the provision of these services and ensure proper management and maintenance of urban transport infrastructures;
- (b) search for elements that determine the use of non-motorized mode of transport; and
- (c) formulate pilot initiatives focusing on increased safety and the prevention of accidents.

239. For the time being, implementation of phase II obtained the following concrete results: Senegal and Burkina Faso formalized their urban transport policy; an urban transport project was prepared for the city of Dakar the execution of which could begin in the course of 1997. As at 31 December 1995, this SSATP component received a total funding of about US\$5,109,000.

240. Seven projects are included in the second Decade programme. The status of the financing and execution of these projects is shown in Table 4.5 below:

Table 4.5

	Financing					Total	Execution					
	F	P	R	A	N		C	OF	OP	YF	YP	X
CE					1	1						1
ES	1	1			3	5	1	1				3
NR												-
WE	1	1				1	1					
RE	-											
Total	2	1			4	7	2	1				4

Key: F: total financing C: execution completed CE: Central Africa
P: part financing OF: under execution (financing) ES: Eastern and Southern Africa
R: search for financing OP: under execution (part financing) NR: North Africa
A: abandoned YF: pending take-off (total financing) WE: West Africa
N: no information YP: pending take-off (part financing) RE: Region
X: no financing or abandoned

241. Projects executed and under execution, respectively aim at the improvement of the urban structure of one city, the study of urban transport in a country and the acquisition of buses for an urban transport company of another city. None of these projects explicitly falls within the framework of the three measures mentioned under paragraph 235, even if the projects may have a positive impact on the effects expected from the said measures. The same seems to apply to four other projects on which there is no information.

242. Thus, it appears that, with the exception of surveys and the Yaounde seminar of March 1991 which made it possible to well identify the problems relating to urban transport, the decisions taken in Senegal and Burkina Faso constitute the only tangible results obtained within the framework of this subsector. Indicators were proposed in June 1994 at the closing seminar of phase I of the programme "transport data bank". It does not seem that these indicators have been formally adopted or that their application has indeed started.

B. Key Issues

243. The low number of projects for the subsector does not reflect the importance of urban transport in overall development through increased accessibility, responses to aspirations for quality transport and contribution to economic growth and better life. This situation would result more from the reluctance of local administrations to give up privileges or the monopoly conferred on them by old urban transport management practices. The key issues whose solutions would enable urban transport to overcome the challenges are: (i) increasing urban transport availability; and (ii) making urban transport services more accessible and affordable. These key issues, seem to be defined as follows:

- (a) laying emphasis on the organizational aspects of urban transport, quality services and safety rather on issues of ownership;
- (b) disseizing urban administrations of any role of urban transport operator; their action should be devoted solely to matters of legislation; and

- (c) avoiding the urge to faithfully reproduce operation mode, planning standards and methods in force in Europe by considering only passenger urban transport and by totally giving up merchandise urban transport.

C. Future action

244. Given the GDP share assigned to the cities and the growth of urban cities, emphasis must be laid on urban transport planning. Future action must also aim at the:

- (a) establishment of an African expertise in planning, operation, research for and financing of urban transport (through agencies, municipalities and consultancies);
- (b) strengthening of the capacity of municipal urban transport expertise through twinning and experience drawn from approaches adopted in Asia and Latin America because of the similarity in urban transport structures;
- (c) increased professionalism through training;
- (d) study of the transport needs of poor urban dwellers in a few African countries; to determine according the commitment of political decision-makers, areas in which a relevant urban transport policy should be implemented; and
- (e) performance monitoring through a set of standard indicators to be developed in SSATP programme pilot countries so as to evaluate the progress made since 1996.

245. This action must be carried out while pursuing the improvement and application of efficient road safety and accident prevention measures, and adoption of environmental protection measures by ensuring the implementation of adequate legislation on the characteristics of motor vehicles.

246. The approach to solutions to urban transport problems requires dialogue and consultations which, owing to the interests involved, must not be too removed from local realities. Similarly, as recommended by the prospective evaluation of the SSATP programme, it is important that the institutional base of this component be transferred to Africa and that the establishment of a fund to finance training and exchange of experiences in matters of transport be studied.

2.6. Air transport

247. The long-term objective of the air transport subsector is the "integration of African airlines, restructuring of civil aviation and airport management authorities, improvement of air navigation installations and services in Africa and promotion of better facilitation procedures". In this aspect, the areas of immediate concentration essentially focus on:

- (a) implementation of the Yamoussoukro Declaration on the new African air transport policy (information exchange, technical cooperation among airlines, extra-territorial application of the competition rules, traffic rights, computer reservations system, noise restrictions and airspace congestion measures, renewal of fleet and financing of acquisition and related equipment etc.);

- (b) implementation of the ICAO Air Navigation Plan, improvement of air safety and security and support to States to enable them to ratify conventions pertaining to civil aviation;
- (c) undertaking studies for the development of air services and establishment of viable and cost-effective air transport enterprises; and
- (d) strengthening of national and regional meteorological services with a view to securing timely forecasts and dissemination of meteorological information to ensure flight safety and economy.

248. During the adoption of the second Decade programme, African Ministers of Transport, Communications and Planning adopted in 1989 in Tangiers, Morocco, two resolutions ECA/UNTACDA/Res-89/77 and 81 relating, on the one hand, to the approval of the Yamoussoukro Declaration and the programme contained therein and, on the other hand, to air safety in order to make it possible to take all necessary measures to increase security in African international airports. These two resolutions also constitute the fundamental base for the Decade programme in matters of air transport.

A. Development indicators

249. To attain the long-term objective mentioned under paragraph 247, the "quantified" goals and objectives adopted essentially during implementation of the Decade programme were:

- (a) implementation of phases I, II and III of the Yamoussoukro Declaration as follows: Phase I; two years; Phase II; three years; and Phase III; three years, with the understanding that in certain cases it may not be necessary to go through the three phases;
- (b) ensuring that the operational cost of African airlines does not exceed the world average by more than ten per cent;
- (c) increasing the number of viable African airlines established following regrouping and implementation of measures recommended in the Yamoussoukro Declaration;
- (d) increasing the number of autonomous airport and joint airspace management authorities;
- (e) improving networks by increasing frequencies between pairs of towns, reducing flight time, coordinating and rationalizing flight schedules;
- (f) replacement of fleet of aircraft through the existing or future financing mechanisms;
- (g) improvement of air traffic services, implementation of the ICAO Air Navigation Plan for Africa and Indian Ocean region (AFI), improvement of airport infrastructure, facilities and services;
- (h) improvement and strengthening of African civil aviation training centres; and
- (i) improvement of air transport facilitation, safety and security.

250. The number of projects for the subsector increased from 67 in 1991 to 77 at the moment owing to the inclusion of 10 new projects in 1993. The status of execution of these 77 projects is shown in table 4.6 below:

Table 4.6

	Financing					Total	Execution					
	F	P	R	A	N		C	OF	OP	YF	YP	X
CE	7		1		6	14	3	3		1		7
ES	9	5	5		4	23	5	4	1		4	9
NR					1	1						1
WE	2		1	1	8	12	1			1		10
RE	12	1	12	1	1	27	5	7	1			14
Total	30	6	19	2	20	77	14	14	2	2	4	41

Key

F: total financing
P: part financing
R: search for financing
A: abandoned
N: no information

C: execution completed
OF: under execution (financing)
OP: under execution (part financing)
YF: pending take-off (total financing)
YP: pending take-off (part financing)
X: no financing or abandoned

CE: Central Africa
ES: Eastern and Southern Africa
NR: North Africa
WE: West Africa
RE: Region

251. With more than 36 per cent of projects (all projects executed or under execution) likely to be completed between now and the end of the Decade, this subsector is among those with more consistent programmes. Furthermore, the rate of abandoned projects, i.e. 2.6 per cent, is one of the lowest. On the other hand, the rate of projects without information (about 26 per cent) seems high, particularly, in West and Central Africa where the rates exceed 50 per cent.

252. The evaluation of projects executed and under execution reveals that their objectives cover almost all goals and targets, with the exception of those relating to the increase in the number of airport and joint airspace management authorities, fleet facilitation and renewal. Airport installations and services, infrastructures, safety and training are by far the areas most covered by these projects.

B. Main projects

253. The main projects for this subsector, concern the implementation of the Yamoussoukro Declaration and improvement of international air transport air safety and security, for these subjects formed the objective of resolutions of the African Ministers of Transport and Communications.

254. Concerning more specifically the implementation of the Yamoussoukro Declaration, there has been positive development in the West, Eastern and Northern subregions, even if it does not always cover the same aspects of the Declaration. As a matter of fact: (i) with regard to West Africa, air transport liberalization is about to be complete in the subregional airspace while the study on the establishment of an airline has also been completed; (ii) at the level of East Africa, the establishment of a joint air service operation company such as the AJAS consortium and the specialization of airlines for the operation of traffic rights, case of Air Madagascar, Air Seychelles, and Air Mauritius, are as initiatives about to materialize; (iii) for North Africa, emphasis seems to be

on the harmonization of airspace and air navigation freedom. Hence, a cooperation programme has been implemented and a feasibility study on the establishment of an airline is underway.

255. At the level of air safety and security, the execution of the AVSEC programme of ICAO for increased air safety in Africa is completed; the execution of other projects is either complete or in progress in Central Africa (Bangui airport), in Burundi (Bujumbura airport) and on various airport platforms. The various ASECNA projects considerably contribute to the attainment of the objective: "Implementation of the ICAO Air Navigation Plan".

256. In respect to safety of civil aviation in Africa, there are still two major shortcomings (a) some African governments are lax in enforcing their safety oversight responsibilities in accordance with the ICAO recommended standards both in terms of airworthiness certification and personnel licensing; (b) the management of the air traffic services in certain parts of Africa are inadequate to cope with the increased flow of traffic despite the huge amount of charges collected by these States.

257. As of 31 July 1997, safety oversight missions had been carried out by ICAO to a total of 19 States in Africa, at their request. Consequently, follow-up recommendations have been made to the States in the interest of compliance with the standards and recommended practices as contained in Annexes 1, 6 and 8 to the Chicago Convention, these being personnel licensing, operation of aircraft and airworthiness of aircraft, respectively.

258. Initial aviation security technical evaluation missions have been conducted to a number of States in the region under the Mechanism Fund. Meetings, seminars and workshops have also been held.

259. In addition to projects included in the Decade programme, and taking into account the urgent need to increase safety and security, inter-governmental organizations initiated and undertook many projects and activities not included in the programme. This was partly due to the fact that since 1993 no new project had been accepted in the programme for various reasons. Those activities and programmes include besides the above-mentioned elements: the organization by ICAO of many meetings to arouse awareness of future air navigation systems and the adoption of the AFI plan; the decision by the Southern African countries to have a common civil aviation authority which could consider the joint management of airspaces; commencement of the project on "Local Area differential DPS" (LADGPS) expected to replace the ILS in the long run; extension of the air-control service in the area of flight information to allow for closer contact with flights; and establishment of a satellite autonomous and digital telecommunications network (SATCOM/ASECNA) to link all major centres and airports of the agency.

C. Thematic programmes

260. Besides the strengthening of civil aviation training centres, there is no specific thematic programme. In this regard, only ASECNA schools, namely, the African meteorology and civil aviation school (EAMAC) and the regional fire-fighting school have projects currently being executed to improve the training centre and train instructors respectively.

261. In respect to human resource development, a concerted action will be required in order to ensure a continuous flow of skilled manpower in the various speciality areas of airline and civil aviation management. In this regard a special emphasis should be placed on the full utilization of the training capabilities available within the continent at African training institutions. In respect to

the financing of human resources development, the civil aviation authorities and airlines should endeavour to earmark not less than 5 per cent of the gross income.

262. The training programmes conducted under the auspices of AFRAA have increased both in terms the number and nature of concises offered as well as the in-take of trainees.

D. Key issues

263. The commitment of member countries to implement the Yamoussoukro Declaration constitutes the first key issue relating to the attainment of the Decade's air transport objectives. In fact, the application of this new African civil aviation policy, essentially depends on the firm commitment of the sovereign States. In spite of the positive developments addressed above, this Declaration is still considered as a civil aviation policy. In this respect, it will be necessary that it clearly appears in civil aviation legislation, that is, it should become an integral part of the various civil aviation legislative instruments or the transport protocols of the different subregional economic cooperation organizations.

264. The determination of airlines to work towards the implementation of the Yamoussoukro Declaration is the second key issue. Indeed, no matter the commitment of public authorities, if officials of airlines hesitate to design and implement coherent cooperation programmes for their integration, then it will take a long time for the Yamoussoukro Declaration to be implemented.

265. The change in the statutes of airport authorities is another important issue. As a matter of fact, as airport managers, that is, interfaces between air and ground transport, these organizations are playing a key role in ensuring efficient air transport, and in contributing to the transport sector and the development of member countries. Their restructuring towards the introduction of autonomous management on the basis of commercial profitability, including the private sector, particularly, users, also constitutes an immediate preoccupation. In this connection, the experience of autonomous management airports over a few years (Libreville, Lome) and very recently (Abidjan), must be followed and inspire other examples.

266. Airspace management also contributes to ensuring efficient air transport through improved safety and low-cost flights as well as through subregional or regional physical integration. The management bodies of these spaces must be granted administrative and financial autonomy and conclude special protocols with the States on issues relating to the national security of States and State flights.

E. Major problems and challenges

267. The standardization of safety and security infrastructures, navigation-assisted installations, meteorological, rescue and fire-fighting services is a major problem not only because of the financial cost but also because of the delay both in investment and training of operational and maintenance personnel. Rigorous planning is therefore necessary to solve the problems relating to this standardization of airport sites and airspaces.

268. The ICAO Seventh Africa-Indian ocean Regional Air Navigation (AFI/7 RAN) Meeting was held in Abuja, Nigeria, from 12 to 23 May 1997. The meeting took place against the background of serious concerns expressed over significant deficiencies in the air navigation systems in some parts of the AFI Region. The meeting, therefore, addressed possible solutions to alleviate these problems to ensure that safety standards are being met particularly by all concerned to implement facilities and services as agreed in the AFI Air Navigation Plan. The meeting also

adopted decisive institutional strategies for improving the management of the air navigation systems in the region.

269. The AFI/7 meeting updated the Air Navigation Plan for the region. In this connection, it considered plans for the implementation of the CNS/ATM systems for application in the AFI Region.

270. The implementation of AFI plan through follow up and materialization of the recommendations of the African Regional Air Navigation Plan (AFI-RAN) meetings and APIRG meetings will accelerate the implementation of ICAO CNS/ATM Systems. With regard to its financial, institutional and legal aspects, the determination of an African position to be presented at the worldwide Conference on CNS/ATM to be held in Rio, May 1998 and the adoption of regional financing mechanisms is the starting point for acquisition and installation of the satellite based air navigation equipment to be operated and managed on the cooperative manner within a group of States.

271. Fleet maintenance as well as their renewal, require cooperation and harmonization of equipment management, at least at the subregional level, to avoid wastage due to dispersion of or recourse to costly services outside the region. Cooperation in fleet maintenance is the first step towards the establishment of an acquisition and aircraft-leasing company.

F. Actions to accelerate the implementation of the Decade programme related to the air transport sector

272. Owing to the vastness of the African continent, air transport remains the first transport mode that ensures expediency and integration in the movement of people and goods at high value added. Thus, efforts designed to improve its efficiency must fall within a coherent framework. This explains why future action in this subsector must aim at:

- (a) implementation, as fast as possible but not later than the year 2000, of the Yamoussoukro Declaration on air transport liberalization, particularly, on traffic rights;
- (b) restructuring of airport and route facilities authorities to make them more efficient and cost effective;
- (c) integration of airspaces and cooperation approach to airspace management, in particular through regionalization and globalization of upper airspace management;
- (d) development of human resources;
- (e) search for funding mechanism for the implementation of the ICAO CNS/ATM plan in Africa;
- (f) follow up the implementation of the AFI plan;
- (g) establishment of data base and improvement of data collection;
- (h) improvement of air safety and security;

- (i) accelerating the ratification of relevant international air law instrument;
- (j) improve coordination among various partners in one hand and with donor institutions on the other hand.

III. Appraisal of Communication Sector Developments

273. The assessment of development of the communications sector was based on indicators established during the preparation and inauguration of the programme. Thus, for each communications sub-sector, we took into account the target indicators for which data was available at the time the present evaluation was done.

3.1. Telecommunications

274. Evaluation of the telecommunications sub-sector was based on teledensity. In fact, the Decade programme recognized the density of the main telephone lines (DEL per 100 inhabitants) as the basic indicator for the overall development of telecommunication networks and also established target objectives for the subregions as well as for the continent as a whole.

275. Minimum teledensity targets (DELS/100 inhabitants) for the Decade are as follows:

- Eastern & Southern Africa: 0.41 in 1989 to 0.70 in year 2000
- West Africa : 0.24 in 1989 to 0.48 in year 2000
- Central Africa: 0.24 in 1989 to 0.52 in year 2000
- North Africa : 2.38 in 1989 to 3.84 in year 2000

276. The actual teledensity figures by subregion for 1992, 1994 and 1995 are in table 4.7 below. However, before reviewing penetration, an assessment of implementation of the Decade projects is necessary in order to establish their impact on the teledensity figures.

Table 4.7
Penetration of telephone services in Africa

Year	1992		1994		1995	
	Lines (000)	Teledensity (per 100)	Lines (000)	Teledensity (per 100)	Lines (000)	Teledensity (per 100)
Eastern/Southern	1071.9	0.52	1210	0.55	1315.5	0.55
West Africa	644.4	0.34	758.6	0.37	864.6	0.41
Central Africa	172.0	0.22	193.1	0.23	199.4	0.23
North Africa	4464.4	3.03	5268.3	3.45	5965.2	3.82
Africa	6352.7	1.02	7430	1.13	8344.7	1.21
Africa*	9876.8	1.49	11274.5	1.61	12263.8	1.67

* Including South Africa

A. Implementation of the telecommunications projects under the Decade programme

277. Of the 145 telecommunication projects it was not possible to obtain any information on 28 projects. Thus, analysis of available information on the 117 projects whose status could be monitored is as follows:

- ◆ 21 projects (14.4 per cent of the telecom projects and 17.9 per cent of those monitored) costing \$254.88 million were completed.
- ◆ 41 projects (23.3 per cent of the telecom projects and 35 per cent of those monitored) costing \$856.82 million were under implementation. Among these, 25 projects were fully financed for an amount of \$573.62 million.
- ◆ 20 projects (13.8 per cent of the telecom projects and 17.1 per cent of those monitored) costing \$656.55 million which either have secured full or partial financing have yet to take-off. Of these, 12 projects costing \$581.61 million secured full financing while the remaining 8 projects had only partial financing.
- ◆ 23 projects (15.9 per cent of the approved telecom projects and 19.7 per cent of those monitored) needing \$485.77 million have not yet attracted any financing. Various donors and financing institutions were said to have been approached by the countries or organizations responsible for initiating the projects.
- ◆ 12 projects (8.3 per cent of the approved telecom projects and 10.3 per cent of those monitored) costing \$55.13 million were either being reconsidered or totally abandoned.
- ◆ No information has been available on the status of implementation of 28 projects since their inclusion in the programme.

Table 4.8
Status of implementation of approved telecommunications projects by subregional grouping

Status	Location	Eastern /Southern	West	Central	North	Regional	Total
Completed		10	7	3	--	1	21
On-going (Fully Funded-FF)		16	8	1	--	--	25
On-going (Partially Funded -PF)		8	3	1	4	1	16
Not started (Fully Funded-FF)		10	2	--	--	--	12
Not started (Partially Funded -PF)		6	1	--	1	--	8
Fund seeking		11	2	1	4	5	23
Abandoned		6	4	1	--	1	12
No information		10	5	13	--	--	28
Total		77	32	19	9	8	145

278. It appears from Table 4.8 above which illustrates the status of implementation of the telecommunications projects that, with only a few years left to the end of the Decade programme and the pace with which projects are being implemented, it is clear that only 46 out of 145 projects would be completed by the end of the programme period. These are the 21 projects already completed and the other 25 projects which are fully financed and whose implementation is under way. The implementation of the remaining projects would have to continue beyond the programme period.

B. Analysis of telephone penetration by subregion

279. A review will be made of teledensity by subregion for comparison with the Decade targets. However, it should be noted that the completed projects of the Decade programme did not significantly improve the teledensity figures. This is because only a few switching projects in the Decade programme have so far been implemented. Whatever teledensity improvements occurred in countries and at the subregional level are presumably due to national switching network projects executed by individual countries but not indicated in the Decade programme. The situation by subregion and for the whole of Africa is as follows:

- (a) Eastern and Southern Africa: The figures for 1994 and 1995 are 0.55 and 0.55, respectively, going by which the 0.70 target cannot be reached by the end of the programme period. By 1995, of the twenty countries considered in the subregion, eight had main telephone line penetration of less than 0.5. Five countries fall into the second category whose penetration is between 0.5 and 1. Seven countries fall into the group whose penetration is more than 1.
- (b) West Africa: The performance figures for the subregion are 0.38 and 0.41 for 1994 and 1995, respectively, which indicates that the target figure of 0.48 could be achieved by the end of the programme period. By the end of 1995, 10 of the 16 countries of the subregion had teledensity of less than 0.5 while four countries had teledensity between 0.5 and 1. Only two countries had teledensity of more than 1.
- (c) Central Africa: The performance figures for 1994 and 1995 are 0.23 and 0.23, respectively, which is indicative of the fact that the subregion would find it very difficult to attain the target figure of 0.52 by the end of the programme period. By the end of 1995, of the 10 countries in the subregion seven had teledensity figures of less than 0.5 while one country had between 0.5 and 1. Only one country had a figure of more than 1.
- (d) North Africa: By the end of 1994 and 1995 the achieved target figures were 3.45 and 3.82, respectively, which indicates that the target could be achieved by the end of the programme period. While five of the six countries of the subregion have teledensity figures of more than 3.75 by the end of 1995, the sixth country, Sudan, has a very low teledensity, less than 0.5.
- (e) Africa: The average teledensity target figure set for Africa for the programme period is 0.72. The achieved figures achieved in 1994 and 1995 are 1.13 and 1.21, respectively, excluding South Africa while the corresponding figures, including South Africa, are 1.61 and 1.67, respectively. South Africa was not included during the programme definition stage of UNTACDA II because of the political circumstances of that country at the time. The general growth trend for Africa is

quite encouraging but one should not lose sight of the fact that several countries are still far below the targets set for their respective regions.

In conclusion, the density of direct telephone lines (DEL per 100 inhabitants) as the basic measurement for the overall development of telecommunication networks is established on the basis of growth rates and the capacity of the switching systems in operation in various countries. The target teledensity figures for the various subregions at the end of the programme period range from 0.48 to 3.84. It is evident that the majority of African countries may not be able to attain their respective regional targets by the end of the programme period. It should be noted that the limited number of national switching projects included in the Decade would not allow for achievement of the teledensity targets even if it was possible to implement them all.

280. UNTACDA II is being executed in a very rapidly changing telecommunications environment. To achieve the programme targets it would be necessary to give special attention to necessary policy reforms in telecommunication services. And this with due consideration of the role of the private sector in increasing developmental capabilities and meeting service demands.

C. Implementation of major telecommunications projects

281. Major projects are those projects having influence on regional networks and having systems which will allow for a better integration of African networks, thereby minimising the use of extra-African systems to communicate within the African continent. The type of projects with such an influence are mainly those with international switching by satellite and fibre optics transmission links. In selecting projects marked for the regional network integration, the switching system used for expansion and improvement of services are based on digital technology and the IDR/DCME satellite technique. Projects completing the missing links of the PANAFTEL Network are also identified as major projects.

282. Out of the total 35 regional projects, those with influence on regional networks are 26 in number and cost about \$484 million at the time of their inclusion in the programme. It should be noted that the cost of some projects were later changed. The status of these projects is given in table 4.9 below.

Table 4.9
Status of major projects by subregional grouping

Status/Location	Eastern/Southern	West	Central	North	Total
Completed	2	1	--	--	(3)
On-going (FF)	5	--	--	--	(5)
On-going (PF)	--	--	--	1	(1)
Not started (FF)	2	1	--	--	(3)
Not started (PF)	3	--	--	--	(3)
Fund seeking	3	--	1	1	(5)
No information	2	1	3	--	(6)
Total	17	3	4	2	(26)

283. Of the 26 major projects, only three and all of them in telephone switching, costing \$114.08, have been completed. Five projects, mainly transmission projects and costing \$57.8 are fully funded and are on-going. One transmission project is partially funded and is being implemented. Six projects, mainly transmission and switching, have been fully or partially funded but not started. Funds are being sought for five projects mainly on telecommunications development. Projects for which no information is available are six in number.

284. Out of the 26 projects identified by the Decade as having regional impact and thus intended to facilitate integration of the African network, only eight may be completed by the end of the Decade, taking into account the time that has elapsed and the short time left. These are the three completed projects and another five which are fully funded and whose implementation is on-going. It is not yet known why those projects with funding have not yet started. This has been the situation for some cases for quite sometime now and may continue to be so.

D. Status of thematic telecommunication projects

285. The Human Resources and Institutional Development (HRID) projects have a significant thematic impact. Six Human Resources Development (HRD) and two Institutional Development projects costing \$39.67 million were included in the Decade programme under the telecommunications sub-sector. Three HRD projects costing \$16.25 million have neither full nor partial funding. Two institutional development projects costing \$10.2 million have also not yet attracted funds.

While the impact of HRID projects, if implemented in time, could be quite significant, their implementation under the Decade programme is quite minimal and would be far below 50 per cent by the end of the Decade.

E. Key issues

286. The telecommunication sector is marked by certain features and characteristics which require the sector's actors to have a degree of constant adaptability and flexibility to ensure the survival and viability of their businesses. These features are:

- (a) The fast pace at which networks and services are developing resulting in constant changes in the operating environment. In fact, the operating environment greatly influences competition with which telecommunications services are faced.
- (b) The constant appearance of new technology and services in the sector as a result of advances in the industry and in response to user demands contribute to the high rate of obsolescence of equipment, operating skills and management know-how.

287. The key issues with respect to the implementation of UNTACDA II projects and programmes should be looked at from the perspective of the general operating environment mentioned above.

- (a) Sector reform processes: While the scope of government involvement in policy reforms was quite significant in the past, this involvement continues even now when sectoral reform is becoming the norm of the day. There is now a general awareness that the traditional State monopoly of operations, management and regulation of the

sector has so outlived its usefulness to be effective in the sector's changing environment. Hence, as indicated in the Decade programme, the sector is undergoing reform in many African countries.

- (b) Financing: Many UNTACDA II projects still need financing. Although responsibility for national projects lies with each administration, countries also expect support from the Lead-agency or the Resource Mobilization Committee which also handles promotion of the programme.
- (c) Validity of the Decade projects and programmes: The overall and sectoral objectives of UNTACDA II are universal and hence valid and would continue to be useful for a long time, well beyond the program period. Regarding projects, the changing situation of the sector and the long duration of the Decade could have an impact on the validity and timeliness of certain projects. At the national level, because of some reforms in the sub-sector, projects defined at the beginning of the 1990s may no longer be valid in terms of technology or as priority projects from the perspective of new management groups. This applies also to projects for which financing may have been secured but could not be started in time. Resource allocation and rearrangement may be necessary. The same is true for subregional and regional projects which may require project redefinition and resource rearrangement. In fact, the titles and costs of some regional projects have been changed.
- (d) Project implementation capability: Implementation of funded projects is an issue to consider if meaningful results are to be expected from the Decade programme. National projects of the Decade for which funding has been available are not moving fast and in some cases not even started.
- (e) Project monitoring and support: While the quantity, quality and location of projects of UNTACDA II are quite complex for monitoring, the various working groups need to show concern and commitment if the programme is to succeed within the remaining time.

F. Major problems of the sub-sector

288. The UNTACDA II programme indicated the constraints to the development of telecommunications networks and services in Africa. The Decade also outlined subsectoral strategies for telecommunications development; some such strategies are mentioned here to highlight the nature of the problems faced so that efforts can be made to solve them in the future. In short, while the general problems impeding development of the sector have been mentioned here and there, the fact that they were not sufficiently highlighted and clearly defined timetables for action established makes some of the problems to remain unresolved and calls for future gradual and peace-meal solutions. Below is an attempt to list the problems:

- (a) Institutional reform: Although some sectoral reforms are going on in some countries, the major obstacles to quick and thorough restructuring actions are: (i) the absence of clear and definitive policies, regulations and legislations in response to the new telecommunications operating environment; (ii) refusal by governments to relinquish their past roles as regulatory bodies and allow the formation of fully autonomous regulatory authorities; (iii) difficulties of revising legislation on the

property rights of existing telecommunication enterprises monopolized by States, and the reluctance to allow some form of private sector participation; (iv) refusal by governments to appreciate the advantages to be derived from the corporatization and commercialization of telecommunications organizations and the formation of autonomous enterprises whose day-to-day operations are free from government interference; (v) lack of initiative to encourage subregional service operators.

- (b) Management: Many telecommunication administrations whether autonomous bodies, corporations or departments, are still under the control of government who is usually the sole proprietor and therefore exercises great influence by appointing people of questionable qualifications and competence into top management. The inability to collect revenue, provide logistical support, motivate staff as well as wastage of resources are the result of ineffective and inefficient management. At the operational level, poor financial management and accounting system, absence of effective budgeting and budgetary control and management audit largely contribute to the management problems of telecommunications enterprises.
- (c) Investment: The Decade programme recognized that inadequate financial resources is a constraint in deciding the amount of investment to be devoted to telecommunications. According to the latest ITU estimates, Africa will require at least \$14.8 billion in investments during the period 1995-2000 in order to bring its telecommunications to a level capable of sustaining development. The traditional sources of network financing seem to be short of sufficient resources to meet the massive developmental requirements of the telecommunications sector. While other countries have been reaping fruitful results from new forms of telecommunications financing, particularly the private sector, most African countries are still reluctant to venture into the new schemes. This is due mainly to the unwillingness on the part of governments to relax their hold on the sub-sector or the lack of an appropriate legal framework to regulate the sector.
- (d) Human resources development: The quality, volume and timing of HRD actions being taken with respect to the fast changes taking place in the telecommunications sub-sector are totally inadequate and therefore a cause for concern. Unless urgent actions are taken to straighten the situation, there would be serious problems in operating and maintaining the new technology facilities of the sub-sector.
- (e) Rural development: Provision of telecommunications services to the rural areas is one of the subsectoral objectives of the Decade. Yet no significant results have so far been recorded in the bid to reduce the gap between the urban and rural areas of African countries. In terms of the number of projects initiated during the Decade, the share of rural projects is minimal. The problems of rural and remote areas really need to be looked into and substantive actions taken to solve them.
- (f) Networks and services: According to recent surveys carried out by ITU, while the status of telecommunications development in South Africa and North Africa was quite good, there was a conspicuous lack of progress in the development of telephone access in Sub-Saharan Africa. The installed network capacity is not fully utilized and potential subscribers are not served. Such wastage of facilities results in huge loss of potential revenue. To a large extent, the growth rates of new main lines have not been as high as in the other developing regions of the

world. While the population growth rates remain substantially higher than in other developing regions, the growth of networks in some countries has not been commensurate with the population growth to at least prevent the teledensity from declining. In some countries, civil disturbances have helped to impede development in general, as such environments do not attract investors. Such a situation also impedes network development. The quality of services measured in terms of telephone faults is below world standards for the national network and services while better quality of service is available for international connections.

3.2. Broadcasting

289. The basic indicator used to analyze development of this sub-sector is distribution of radio and television receivers.

290. The targets set for radio and television distribution under the Decade Programme are: (i) achieving a minimum of 200 radio receivers per 1000 inhabitants; (ii) a minimum of 40 television receivers per 1000 inhabitants. Table 4.10 below summarizes the figures for 1990-1994.

Table 4.10
Distribution of radio and TV receivers for Africa and developing countries

Region	Year	1990	1994	1990	1994
Africa		171	173	37	40
Developing countries		177	179	83	104
Sub-Saharan Africa		151	152	25	28

291. Before reviewing of the distribution of radio and TV receivers, an assessment of the implementation of the Decade projects is necessary in order to know their impact on the distribution figures.

A. Status of implementation of broadcasting projects under the Decade

292. Although information could not be obtained on 12 of the 29 broadcasting projects, analysis of available information on the 17 projects whose status was monitored is given below as well as in table 4.11.

- ◆ 3 projects (10.3 per cent of the broadcasting projects and 17.6 per cent of those monitored) costing \$3.76 million were completed.
- ◆ 6 projects (20.7 per cent of the broadcasting projects and 35.3 per cent of those monitored) costing \$22.68 million were fully funded and on-going.
- ◆ 6 projects (20.7 per cent of the broadcasting projects and 35.3 per cent of those monitored) costing \$18.19 had not yet attracted any financing.

- ◆ 2 projects costing \$4.28 million are pending, awaiting further decision as to whether to be implemented or abandoned.

Table 4.11
Status of implementation of broadcasting projects by subregional grouping

Status	Location	Eastern/ Southern	West	Central	North	Regional	Total
Completed		--	3	--	--	--	3
On-going (FF)*		--	3	3	--	--	6
Fund seeking		4	1	1	--	--	6
Pending		--	2	--	--	--	2
No information		1	--	10	--	1	12
Total		5	9	14	--	1	29

* FF = full funding

293. Given the pace at which the projects are being implemented, nine out of the 29 projects would have been completed by the end of the Decade programme period. These nine projects comprise three which have already been completed and six others which have been fully funded and whose implementation is under way.

294. A review of distribution of radio and TV receivers will be made for comparison with the Decade targets. It should, however be noted that the completed projects of the Decade did not significantly improve the distribution of radio and TV receivers in the various subregions. This is due to the fact that all three completed projects were aimed at improving TV service in one country alone. Whatever improvements may be noted in the distribution of radio and TV receivers are not necessarily due to the projects included in the Decade programme, but are presumably the result of other factors specific to each country, such as economic growth. The situation by subregion is as follows:

- (a) Eastern and Southern Africa: Out of the 21 countries in the subregion, four have already achieved the target of 200 radio receivers per 1000 inhabitants. The growth trends indicate that by the end of the programme period, one more country may achieve the target. This means that less than a third of the countries in the subregion would reach the target of 200 receivers per 1000 inhabitants. With regard to the distribution of television receivers, only four countries of the subregion have already attained the target of 40 TV receivers per 1000 inhabitants. From the growth trends it is unlikely that more countries would achieve the target figure by the end of the program period. However, it is worth mentioning that six countries could achieve over 50 per cent of the target figure by the end of the program.
- (b) West Africa: Out of the 16 countries in the subregion, only four have achieved the target distribution level for radio receivers. By the end of the programme only one more country may attain the target. As regards television distribution only two countries have so far attained the target in the subregion. One more country may achieve it by the end of the program. Three others may be able to attain over 50 per cent of the target by the end of the programme.

- (c) Central Africa: Three out of the ten countries of the subregion have already attained the target figure for radio receiver distribution while no more countries could reach the target by the end of the programme. TV distribution is quite disappointing as only one country has so far attained the target and one other 50 per cent of the target. The rest are all below 25 per cent and there are no signs they can even attain 50 per cent by the end of the programme.
- (d) North Africa: In North Africa, all the six countries of the subregion have already achieved the targets set both for radio and TV receivers distribution.
- (e) Africa: While the target for TV distribution for Africa is already achieved, this is not the case for Sub-Saharan Africa and may not even be by the end of the Decade programme. For radio receivers distribution, the target is not attainable by Africa by the end of the programme.

In conclusion, broadcasting is important for dissemination of educational, health, agricultural, political and economic programmes in the country. It also plays a significant role in trade and business promotion. However, the advantages to be derived from this sector do not seem to have been fully tapped by most African countries as could be noted from the limited distribution and coverage of the services.

B. Status of implementation of major projects in the broadcasting sub-sector

295. The only regional project in the programme is the one proposed by URTNA for the establishment of an African network for the regular exchange of news and programmes via satellite. Since the project's inclusion in the programme, no information has been available on its status.

296. This project, if implemented, would have responded to a major subsectoral broadcasting objective. Furthermore, being a regional project it would have contributed significantly to the integration objective, the major theme of the Decade. Also, the impact would have been greater had the project been implemented early. Alternatively, it should be possible to find out whether other solutions, outside this project, have been found.

C. Thematic project in broadcasting

297. Only one HRD project, costing \$5 million, was included in the programme and, to date, there is no information on the status of the project.

298. This was a training project initiated by Rwanda. That there is no information on the project, like all other projects initiated by Rwanda, is possibly due to the conflict in the country which is certainly an impediment to development projects.

D. Key issues and problems in the development of the sub-sector

299. These are:

- (a) Advanced techniques for total coverage: The sound and TV broadcasting in almost all African countries is based on conventional techniques characterized by:
 - ◆ Limited coverage;
 - ◆ Quality impairment due to dissemination problems;
 - ◆ In the case of TV, dependence on broadband transmission facilities (which may not exist) to relay programs to outlying regions for further rebroadcasting;
 - ◆ High cost.

300. The UNTACDA II subsectoral objective of attaining total broadcasting coverage in the respective national territories would not be achieved with the conventional technologies. Therefore, it is necessary to resort to advanced techniques such as satellite technology for both sound and television broadcasting.

- (b) Private broadcasting: The advantages of independent private sound and TV broadcasting for business, education, news and entertainment, facilitated by appropriate legislation lies in the fact that it could assist governments in attaining the objectives of total coverage. It could also stimulate greater distribution through competitive sound and TV programmes.
- (c) Corporate structures for national Radio and TV broadcasting organizations: The current national radio and TV structures which are departments of the Information Ministry and are allocated limited budgets are not in a position to develop. It is therefore necessary to establish self-supporting autonomous structures if broadcasting organizations must develop.

301. The problems of the sector are:

- (a) Absence of master plans and long-term plans;
- (b) Lack of training facilities for technical broadcasting staff;
- (c) Continued use of obsolete programme-production facilities;
- (d) Limited coverage of both sound and TV broadcasting.

E. Future actions

302. In view of the key questions and major problems identified in the telecommunications and broadcasting sub-sectors, implementation of the Decade programme and continued development of the sub-sectors beyond the year 2000, require the following actions:

- (a) Sensitizing governments on appropriate decision-making in defining policy orientations in the telecommunications and broadcasting sectors;
- (b) Assisting countries that are still in the process of establishing legislative and regulatory procedures for the telecommunications and broadcasting sectors;
- (c) Following up on the progress of legislative and regulatory reforms initiated in various countries and their impact;
- (d) Organizing workshops on sectoral reform, at the subregional level;
- (e) Setting up model guidelines designed to harmonize policy orientations, regulations - including domestic regulations on spectrum and the relevant tariff rates - and national institutional structures to speed up and rationalize the development of a global telecommunications network;
- (f) Organizing regular workshops at the subregional level, on the range of technological applications and the development of various services;
- (g) Analysing all possible technological alternatives as well as the modalities for cooperation, with the other operators of telecommunications systems, new and old, whose activities tie in with the objectives of the Decade and of RASCOM in relation to telecommunications in Africa;
- (h) Taking the initiative of establishing standards (at the regional level, if possible) on conventional TVRO systems for home use, with small boosters for local retransmissions, particularly in rural and remote areas, in accordance with RASCOM objectives; since retransmissions of television programmes by satellite can reach the entire national territory;
- (i) Preparing manuals (regulatory, operational and technical) to assist African countries in the installation of GMPCS (mobile personal satellite communications) systems, to understand these systems better and be able to harmonize their use in the telecommunications systems of the various subregions;
- (j) Ensuring wider access to information resources available in some of the countries by linking up several localities, including rural communities with information networks, so as to enable decision-makers at all levels, researchers and change managers, particularly those based in Africa's rural areas, to have access to multimedia services;
- (k) Organizing workshops/seminars on private-sector participation in telecommunications investment, to elicit debate on introduction of market mechanisms, institutional development, subcontracting, etc. in order to strengthen the capacities and environment for the purpose of speeding up development;
- (l) Promoting the production in Africa, at low cost, of receivers and transmitters, beginning with an analysis by sectoral working groups, and integrating the ITU study on the manufacture of telecommunications equipment in Africa;

- (m) Providing Africa's human resource base with the necessary motivation and know-how to enable regulating agencies and service providers in the area of telecommunications to function effectively in the changing telecommunications environment and make an effective contribution to the realization of the objectives of the Buenos Aires plan of action;
- (n) Drawing up market-oriented development plans to enable governments to establish and update market-oriented development plans;
- (o) Improving the management of maintenance operations, including information and management systems designed to control the quality of service delivery, address subscribers' needs and complaints and improve the management of equipment and spare parts, in order to bring the quality of service delivery up to the level of developed countries;
- (p) Developing the planning, management and operational capacities of broadcasting agencies and independent broadcasters in African countries that are desirous of increasing their autonomy and efficiency;
- (q) Assisting African countries to computerize their management of radio-electric spectrum frequencies by developing a basic automated spectrum management system (BASMS) which would be followed by an advanced spectrum management system (ASMS), modelled on the BASMS;
- (r) Assisting governments to install community telecommunications centres designed to facilitate the provision of services and technical support as well as public telephone booths to rural communities across Africa;
- (s) Focusing attention on the various resolutions, recommendations and plans of action relating to telecommunications that have been adopted in various subregional and regional meetings such as AF-RTDC-96, so as to make a coordinated start to speed up the sector's development;
- (t) Organizing sectoral subregional meetings following decisions of large organizations at regional or international level, for implementation of the aspects relating to the Decade.

3.3. Postal services

303. There were other target indicators for measuring the sub-sector's development, but ECA only based its analysis on teledensity because it did not have data on the other parameters as indicated in paragraph 151 of volume I on the Decade programme (DOC/UNTACDA/MIN/04/Rev.3).

304. The main subsectoral target for the Decade is increasing the density of postal networks to one postal establishment per 10,000 people. Before reviewing penetration, an assessment of implementation of postal projects is made so as to know whether the projects' implementation has any significant impact on penetration.

A. Status of implementation of postal projects

305. Since no information could be obtained on two of the 26 postal service projects, analysis was based on information available on the 24 projects whose status could be monitored. Table 4.12 below illustrates implementation of the sub-sector's projects:

- ◆ Five projects (19.2 per cent of the postal service projects and 20.8 per cent of those monitored) costing \$4.56 million have been completed.
- ◆ Seven projects (26.9 per cent of the postal service projects and 29.2 per cent of those monitored) costing \$14.5 million were under implementation. Among these, 4 projects were fully financed for an amount of \$5.82 million.
- ◆ Ten projects (38.5 per cent of the postal projects and 41.7 per cent of those monitored) needing \$ 31.76 million had not attracted any financing yet.
- ◆ Two projects, one of them costing \$ 0.2 million and the other \$ 0.38 million, respectively, were being revised or abandoned.

Table 4.12
Sub-regional implementation of postal projects

Location Status	Eastern/Southern	West	Central	North	Regional	Total
Completed	--	3	2	--	--	5
On-going (FF)*	--	--	1	1	2	4
On-going (PF)**	1	--	1	--	1	3
Fund seeking	4	3	3	--	--	10
Revision	1	--	--	--	--	1
Abandoned	--	1	--	--	--	1
No information	--	--	2	--	--	2
Total	6	6	11	1	2	26

* FF = fully financed, ** PF = partially financed

306. By the end of the Decade, it is possible that nine of the 26 postal projects would have been completed while the remaining projects if still valid would have to be continued beyond the Decade.

307. The completion of five projects of the Decade has no impact on the penetration of services in the various subregions. Review of the penetration on a subregional basis is as follows:

- (a) Eastern and Southern Africa subregion: Of the 21 countries of the subregion only one has already achieved the Decade target of one postal establishment per 10,000 people. The growth pattern however indicates that five countries may be able to achieve the target by the end of the 1990s.
- (b) Central Africa subregion: The situation here is quite disappointing as none of the countries would be able to attain the Decade target by the end of the 1990s.

- (c) West African subregion: Only one out of the 16 countries of the subregion has attained the Decade target and it would be very difficult for more countries of the subregion to attain the target by the end of the 1990s.
- (d) North Africa subregion: Out of the six countries of the subregion three have already achieved the Decade target, but it would be very difficult for the other three to attain the target by the end of the 1990s.

The distribution of postal establishment still remains at a very low level in almost all the subregions and the situation could worsen with the high growth in population and the dismal development of postal establishments. An accelerated implementation of reforms in the sector would be a better alternative to follow, as it would serve as a catalyst for developing capacity in the sector.

B. Status of implementation of major postal sector projects

308. Eight of the postal sub-sector projects, costing \$14.20, have regional impact some of these projects concern the establishment and improvement of mail transit and sorting centres at some international airports in Africa, while others deal with training in and improvement of mail safety in Africa. Their implementation status is as follows:

- ◆ One project on the rehabilitation of one sorting centre has been completed.
- ◆ Five projects with full or partial funding are on-going. These projects are for establishment of transit centres, sorting centres and modular training.
- ◆ Funds are being sought for two sorting centre projects at international airports.

309. Implementation of major postal projects is relatively more encouraging and prospects of completing most of the sub-sector's projects within the programme period is high.

C. Implementation of thematic postal projects

310. In the postal sub-sector, there are six HRD projects costing \$ 8.68 million and four institutional development projects costing \$ 11.25 million. As regards the HRD projects, one project costing \$1.38 million is fully funded and on-going while four projects costing \$7.1 million have not yet attracted funds. One project costing \$0.2 million is being revised.

311. Of the four institutional development projects, two, costing \$ 3.75 million have been completed while one project costing \$3.9 million is on-going. The scope of the project is widened as its cost is increased. There is no information on one project costing \$5.82 million.

D. Key issues and problems in the sector's development

312. Various issues regarding the implementation of UNTACDA II telecommunications projects also apply to the postal sub-sector. To avoid duplication, the review made here is limited specifically to postal services:

- (a) Response to competition: The increasing competition among domestic and international courier firms in mail collection, conveyance and delivery is one of the most critical problems facing postal administrations and which they must address for their continued survival, viability and mission of universal service.
- (b) Management independence: Separating the postal sub-sector from telecommunications would give it sufficient independence and greater responsibility in the management of its human and financial resources. It is vital to grant appropriate autonomy to African postal services to enable them to respond adequately to customer needs and to have more flexibility to establish appropriate institutional structures to respond to competition.
- (c) Modernization of operations: Customers consider service reliability to be of capital importance in the postal sector. Therefore, the use of advanced telecommunications technologies for faster communication, tracking and tracing and for computer networks, which facilitate service reliability and improve service quality, need to be considered by postal administrations.
- (d) Rapid services: The introduction of rapid services enabling postal administrations to compete with private courier firms and share the courier market with them is important. Examples of these are EMS, Electronic mail, fax service, etc.

313. The main problems of the sector are:

- (a) Restriction to the commercial activities of postal administrations as a result of prevailing governmental policies and their status as government departments. Their bureaucratic set-up limits their competitiveness in the market which is being cornered by more efficient courier services.
- (b) Unsatisfactory service reliability and quality are the sector's problems with which customers are most dissatisfied and complain about. In fact, mail violations, lack of control of mail circulation and delivery, staff incompetence and lack of professionalism contribute to poor service quality and reliability.
- (c) Lack of attention to the need for human resources development.

E. Future actions

314. In view of the key issues and major problems identified, the following actions are recommended, on the one hand, to speed up implementation of the Decade programme and, on the other hand, to ensure continuous development of the sector beyond the year 2000:

- (a) Securing the administrative and financial management independence required by public operators.
- (b) Clearly defining the limits and scope of monopoly on reserved services.
- (c) Introducing a system for monitoring application of reserved service provisions.
- (d) Defining the limits of competition in domestic and international services.

- (e) Participating in the preparation and implementation of development strategies at the regional level to improve quality and competitiveness.
- (f) Supporting postal development programmes by various means.
- (g) Development of advanced technology (monitoring and localization of mail and transmitted messages).
- (h) Developing new services.
- (i) Establishing commercial strategies.
- (j) Organizational and functional adaptation of institutions to market needs.
- (k) Developing commercial links based on the best existing practices.
- (l) Introducing modern human resources development policies.
- (m) Adapting training to the commercial function of postal services.
- (n) Adopting a management approach that emphasizes the value of team work and staff motivation.
- (o) Implementing a quality-of-service policy.
- (p) Adopting and implementing a voluntary security-related policy at all stages of postal activity.
- (q) Expediting customs clearance of items.
- (r) Making use of dedicated telecommunications networks and systems (such as EDI) aimed at effective interconnection of the international postal network.
- (s) Adopting cost-control policies and measures to improve operational efficiency and productivity which will support competitive price structures.
- (t) Establishing and strengthening other regional and subregional transit centres.
- (u) Development of rural postal services.

F. Important projects initiated by partners

315. Some organizations initiated and implemented important projects and actions which had significant impact on the sectors's development. We therefore consider it useful to give the following relevant information:

a) Projects of African regional institutions

316. Two projects were initiated by African regional institutions, namely, PATU and URTNA.

- ◆ The project of PATU is a pre-feasibility study on the establishment of a research centre for the development of telecommunications; it will require \$US 0.07 million. URTNA's project for the establishment of an African network for regular exchange of news and programmes by satellite requires \$US 1.23 million. No information is available on the status of its implementation since its inclusion in the programme.
- ◆ No external financing has been available for the project of PATU. However, PATU has used some of its own resources to carry out some preparatory activities, such as preparation of questionnaires, including their translation and reproduction.

b) Projects financed by the United Nations agencies

317. Specialized agencies of the United Nations initiated 10 communications projects whose revised costs is \$US 26.6 millions. Of the five telecommunication projects initiated by ITU only one was fully funded and completed while funds are being sought for the other four projects.

318. Of the two telecommunication projects initiated by ECA, the project on workshops on RASCOM feasibility study was abandoned because RASCOM became operational at a time funding was being sought for developing the management structures of the telecommunications sector.

319. As regards the projects initiated by UPU full funding was secured for two projects and partial funding for the third one.

c) Other projects contributing to the objectives of the Decade programme and coordinated by the UN agencies

320. Some projects having regional impact but not included in the Decade programme have been or are being implemented by the United Nations agencies.

(i) Contributions by ITU

321. Activities of ITU within the context of the Buenos Aires Action Plan include 12 programmes and projects which invariably would benefit African countries in the fields of telecommunications and broadcasting. A few of these activities in the areas of institutional and human resources development are mentioned below.

322. The most important of the programmes and projects is the preparation of the African White Paper, a policy document for use by African governments for telecommunications development and operations in the current changing environment. This document was formally approved by the African Regional Telecommunications Development Conference held in Abidjan in May 1996.

323. Another important area of ITU involvement is the human resources development. Mention should be made of the specific actions taken to support the establishment of the Advanced Regional Telecommunications School in Dakar (ESMT) and the African Advanced Level Training Institute in Nairobi (AFRALTI).

(ii) Contributions by UPU

324. UPU is carrying out some projects having regional impact but not included in the Decade programme. These include study on the strengthening of the training school in Maputo and a postal development contract with PAPU aimed at training activities.

(iii) ECA's activities

325. ECA has taken the initiative to prepare African countries to fully understand the ramifications of the information revolution by preparing a framework for action known as "Africa's Information Society Initiative (AISI), whereby the information and communications technologies will be used to speed up the socio-economic development of Africa and its people.

CHAPTER V

Analysis of Resource Mobilization for the Main Regional Projects

I. Transport sector

326. In the transport sector, 70 regional projects were adopted in the Decade programme and broken down as follows: air transport (27), multimodal transport (11), ports (4), maritime transport (25) and roads and road transport (3).

327. Initiators of these projects are: (i) African sectoral organizations (AFRAA, ASECNA, AFCAC and MINCONMAR) for 25 projects in the air (17) and maritime (8) subsectors; and (ii) United Nations agencies (ECA, UNCTAD, IMO and ICAO) for 45 projects in the air (10), multimodal (11), ports (4), maritime (17) and roads (3) subsectors. Table 5.1 below shows the breakdown of the 70 projects per subsector and per initiating agency.

Table 5.1

AGENCIES									
	AFRAA	ASECNA	AFCAC	MINCONMAR	ECA	UNCTAD	IMO	ICAO	Total
AIT	1	14	2		1			9	27
MMT					3	8			11
MPT					1	1	2		4
MST				8		6	11		25
RRT					3				3
Total	1	14	2	8	8	15	13	9	70

AIT: Air transport MST: Maritime transport
MMT: Multimodal transport RRT: Roads and road transports
MPT: Ports

328. The analysis of resource mobilization for these projects will be based on the categories of the initiating agencies.

1.1. Projects initiated by African organizations

329. The execution and financing status of the 25 projects initiated by African sectoral organizations is shown in Table 5.2 below per subsector and per initiator.

Table 5.2

	Subsectors(**)					Total	Initiators			
	AIT	MMT	MPT	MST	RRT		AFRAA	ASECNA	AFCAC	MINCON.
Total*	17		-	8	-	25	1	14	2	8
Executed	3			3		6		3		3
Under execution	8			1		9		8		1
Not started	-			-		-				
Entirely financed	10			4		14		10		4
Partly financed	1			-		1		1		
Search for financing	4			4		8		3	1	4
Without information	1			-		1	1			
Abandoned	1			-		1		-	1	

NB (*) This total represents all indications from the "entirely financed" to the "abandoned" projects

(**) See table 5.1

330. Thus, at the level of financing, 14 projects (56 per cent) have been totally financed, which is good performance, more particularly, for ASECNA with more than 78 per cent of the initiated projects financed and MINCOMAR with 50 per cent. Conversely, AFRAA and AFCAC did not succeed in securing funding for any of the initiated projects. These performances are confirmed at the execution level, with 15 projects executed or under execution, representing 60 per cent on the whole, about 78 per cent for ASECNA and 50 per cent for MINCOMAR.

331. Pending confirmation of indications contained in the documentation consulted, ASECNA might have succeeded in mobilizing US\$2.98 million as capital base and US\$54.94 million from external resources for the 11 projects executed or under execution, i.e. a total of US\$56.92 million. The total cost of all the 14 projects initiated for ASECNA was estimated at US\$56.01 million in the Decade programme.

332. The resources mobilized for MINCONMAR, all from external sources, amount to US\$7.27 million as against an estimated amount of US\$12.37 million, representing nearly 59 per cent. This performance is satisfactory.

1.2. Projects initiated by United Nations agencies

333. The situation (execution and financing) of 45 projects initiated by United Nations agencies is presented in Table 5.3 below, per sector and per agency.

Table 5.3

	Subsectors(**)					Total	Initiators			
	AIT	MMT	MPT	MST	RRT		ECA	UNCTAD	ICAO	IMO
Total*	10	11	4	17	3	45	8	15	9	13
Executed	2					2			2	
Under execution	1	1		1	2	5	3	2		
Not started	-			1		1		1		
Entirely financed	2	1		2	1	6	1	3	2	
Partly financed	1				1	2	2			
Search for financing	7	4	2	2	1	16	4	4	7	1
Without information			2	10		12				12
Abandoned		6		3		9	1	8		

(*) See table 5.2

(**) See table 5.1

334. Three preliminary remarks should be made on this table: (i) low resource mobilization, less than 18 per cent of the projects; (ii) the high number of abandoned projects, i.e. 20 per cent of the projects, which questions the validity of the initial selection; and (iii) the high number of projects without information, i.e. more than 26 per cent of the projects. This is unacceptable on the part of both the organizations and agencies concerned.

335. The resources mobilized total US\$6.43 million as against an estimated amount of US\$61.04 million i.e. about 10.5 per cent. This is very low performance. However, the performance appears good for UNCTAD which, with about 31 per cent, has mobilized US\$5.9 million as against US\$19.08 million, which is very low for the ECA (a little more than 2 per cent i.e. US\$180,000 as against US\$7.94 million) and ICAO (less than 2 per cent i.e. US\$350,000 as against US\$25.25 million) and none for IMO (nothing out of US\$8.77 million). This situation can only be explained by the withdrawal of UNDP, the major funding body of these agencies, from financing the Decade programme.

1.3. Major problems

336. By isolating ASECNA which is one of the special agencies, resource mobilization for regional projects may be considered fairly satisfactory with US\$13.7 million mobilized as against US\$84.81 million estimated, representing about 13.41 per cent. As far as ASECNA is concerned and subject to the reservations made in paragraph 313, the resources mobilized amount to US\$70.62 million as against the estimated US\$140.82 million. However, about 23 projects have been fully or partly financed out of a total of 70, representing only 32.8 per cent. This situation calls for an appraisal of the following problems:

- (a) The organizations, whose programmes are usually financed with UNDP resources, have mobilized few resources because of the defection of their funding agency;
- (b) Associations like AFRAA and AFCAC seem to have structures unable to mobilize resources for development projects. If this situation can be deemed understandable in respect of AFCAC whose members have no financial autonomy, as most of them are government services, it is less understandable in respect of AFRAA. Here, only the lack of determination by its members i.e. airlines, can explain why it was not able to mobilize US\$400,000 for a data bank whose usefulness to these companies needs no further proof. This confirms the doubt looming over the determination of African airlines to move towards effective cooperation and less still towards integration;
- (c) The quality, indeed, the relevance of adopted regional projects. In fact, the rate of abandoned projects i.e. about 15 per cent (10 projects out of 70), appears to be less disquieting, given the criteria established for selecting projects; and
- (d) Furthermore, it is also necessary to note that, besides the projects presented by ASECNA, most of these regional projects do not meet the criteria for funding by the main financing agencies, operating in Africa, with the exception of the UNDP. As a matter of fact, the World Bank group has no mechanism for the financing of regional projects, and the African Development Bank group and the European Development Fund require the sponsorship of at least a certain number of States. Finally, concerning projects initiated by United Nations agencies, the supervision of projects has been confused with its execution. This goes counter to the rules and procedures for the acquisition of goods and services from the above-mentioned funding agencies.

337. In conclusion, while the mobilization of resources necessary for the funding of regional projects initiated by African sectoral organizations appears satisfactory on account of the support from the member States, that of resources for projects initiated by United Nations agencies require that resources come, either from the regular budgets of the agencies or from UNDP funding. Failing this, such mobilization becomes difficult unless the project is sponsored by African States through subregional economic cooperation organizations. In this case, the United Nations agency in question must act as an executing agency for the subregional economic cooperation organizations concerned.

II. Communications sector

338. A total of 12 regional projects have been proposed in the communications sector by ECA, ITU, UPU, PATU and URTNA. Of the 12 projects, 8 are in telecommunications, 1 in broadcasting and 3 in postal services. The total revised cost of the projects is US\$27.9 million. Reports have been drawn up on the status of implementation of UNTACDA II projects by the leaders of the subsectoral working groups, namely ITU and UPU. These reports also highlight other projects not included in the Decade programme but which promote regional objectives and which have already been implemented or are being implemented by both ITU and UPU. The financing and execution status of projects initiated by the above-mentioned organizations has been shown in table 5.4 below.

Table 5.4
Status of regional projects

Initiator Status	ITU	UPU	ECA	PATU	URTNA
Completed	1	--	--	--	--
On-going (ff)*	--	2	--	--	--
On-going (pf)**	--	1	--	1	--
Fund seeking	4	--	1	--	--
Abandoned	--	--	1	--	--
No information	--	--	--	--	1
Total	5	3	2	1	1

(*) ff - fully funded;

(**) pf - partially funded

2.1. Projects initiated by African regional institutions

339. Two projects have been initiated by African regional institutions, PATU and URTNA. PATU's project is a pre-feasibility study to establish a research centre for the development of telecommunications needing US\$0.07 million. URTNA's project for the establishment of an African network for regular exchange of news and programmes by satellite requires US\$1.23 million.

340. With regard to the URTNA project no information on the status of the project has been available since its inclusion in the programme. No external financing has been available for the PATU project. However, PATU has used its own resources for some preparatory activities such as preparation of questionnaires including translation and reproduction.

2.2. Projects initiated by UN agencies

341. Specialized United Nations agencies have initiated 10 communications projects with revised costs of \$ 26.6 millions. Of the five telecommunications projects initiated by ITU, only one was fully funded and completed while funds are being sought for the other four. Of the two telecommunications subsector projects initiated by ECA, the project to organize workshops on the RASCOM feasibility study was abandoned because RASCOM became operational while funding was being sought for the project on the development of management structures of the telecommunications sector. Of the projects initiated by UPU, full funds have been secured for two projects and partial funds for a third project.

2.3. Other projects contributing to the attainment of the Decade programme objectives coordinated by UN agencies

342. A few projects with regional impact not included in the Decade programme, have been or are being implemented by UN agencies. Even though the concern here is an analysis of mobilization of funds for the regional projects included in the Decade programme, it would be necessary to mention other projects contributing to the furtherance of the Decade objectives. There are plans, in future activities, for the working groups to define the modalities and consider such contributory endeavour as extra inputs to the Decade. These activities include:

(a) ITU contributions

343. ITU activities within the context of the Buenos Aires Action Plan include 12 programmes and projects which, invariably, would be beneficial to African countries in the fields of telecommunications and broadcasting. A few of the activities in the area of institutional and human resource development are noted below.

344. Most significant among the programmes and projects is the preparation of an African Blue Book, a policy document on telecommunications development and operations to be used by African governments in the current changing environment. The African Blue Book had been formally approved by the African Regional Conference on Telecommunications Development, held in Abidjan, in May 1996.

345. Another important sector of ITU commitment is the programme on the development of human resources. Mention should be made of the specific action taken to support the opening of the Higher Regional Telecommunications School in Dakar (ESMT) and the African Advanced Level Training Institute in Nairobi (AFRALTI).

(b) UPU contributions

346. UPU is pursuing some projects with regional impact not included in the Decade programme. These include a study on the strengthening of the Maputo training school and a postal services development contract with PAPU aimed at training activities.

(c) ECA activities

347. The ECA has taken the initiative to prepare African countries to fully appreciate the ramifications of the information revolution through the preparation of a framework for action known as "African Information Society Initiative (AISII)", aimed at using information and communications technologies to accelerate the socio-economic development of Africa and its people.

CHAPTER VI

Assessment of Summary Impact of the Second Mid-Term Evaluation of UNTACDA II

348. Even though the second Decade has not yet ended there are still many projects under execution. This means that, the conditions for making an overall assessment of the impact of the Decade programme have not yet been met. However, considering the fact that, on the one hand, this second mid-term evaluation is being done within the Decade's seventh year and, on the other hand, that the terms of reference of this assessment deal with the preparation of a framework for action for the period 1997-2000, it is necessary to carry out, before the preparation of the draft of such a framework, a summary evaluation of the impact of fully funded projects executed or under execution in order to situate the results and the progress made in relation to the Decade expectations. This summary evaluation will examine the situation in relation to the sectoral objectives, on the one hand, and the global objectives on the other hand, and finally, the subregional performance. It will then consider the general problems that have affected the global implementation of the Decade programme.

I. Summary assessment of impact at the level of sectoral objectives

1.1 Roads and road transport

349. Consideration of 95 projects in the roads and road transport subsector that have been executed or are under execution (i.e. 44 per cent of projects executed or under execution) reveal:

- (a) 32 projects which clearly seek to satisfy the objective of the first area of immediate concentration namely, completion of the inter-country road network linking the areas of production to centres of consumption. These roads include certain sections of the trans-African highways or their access roads. Mention will be made particularly: (i) at the level of the Dakar-Lagos-Mombasa Trans-African Highway, of the strengthening of the Cotonou-Porto Novo-Igolo (Benin) road, the construction of Mbarara-Ishaka and Ishaka-Katunguru (Uganda) roads and (ii) at the level of the Trans-African Highway, Cairo-Gaborone, of the construction of the Isiola-Moyale (Kenya) road, and rehabilitation of Tanzam;
- (b) 34 projects dealing with the repairs, improvement and maintenance of existing networks including rural roads;
- (c) 8 projects dealing with manpower development and strengthening of institutions; and
- (d) 4 projects dealing with road safety programmes; 4 on improvement of transport infrastructure and services in urban and rural areas and 3 on transport data.

350. Furthermore, as specified under Section 2.1 of Chapter IV relating to sector development, the other areas of concentration like road maintenance, facilitation, codes harmonization and manpower development, formed the subject of projects or activities oriented towards their attainment, particularly, through certain components of the SSATP (RMI and MTR).

351. Thus, the above results reveal that the long-term objective of this sector had a fairly satisfactory response during the second Decade. The progress accomplished corresponds to the conditions under which the Decade programme was implemented.

1.2 Railways

352. Since the long-term objective of the railway subsector is to improve the operational efficiency of railways in order to increase financial viability, on the one hand, and attain acceptable levels with regard to the availability of infrastructures, trains, and drawn equipment, on the other hand. It appears that this objective has been well attained through projects completed or under completion, that is, about 34 per cent of projects adopted under the programme.

353. As a matter of fact, as stated under Section 2.2 of Chapter IV, the projects executed or under execution mainly deal with track renewal (at least 1,054 km) and rehabilitation or acquisition of trains and drawn equipment (128 trains and 134 coaches). This obviously shows a marked increase in the infrastructures and the availability rate of trains and rolling stock. Furthermore, implementation of the "railway management" component of the SSATP, has made it possible to sensitize governments. This has enabled them to accept structural reforms designed to allow for autonomous management and free tariffs, which are expected to ensure the financial viability of the railways.

1.3 Maritime and multimodal transport

354. The long-term objective of the maritime, port and multimodal transport sectors essentially seek to increase the transport capacity of African States, strengthen cooperation, apply international conventions and enhance trade through better functioning of ports, intensify integration of transport modes and adapt such modes to multimodal transport requirements.

355. Consideration of the various projects executed or under execution, reveals that only 4 or 5 projects deal with modes integration through the development of container terminals or depots, and that some efforts have been made at the level of training through the implementation of the TRAINMAR programme. Furthermore, note is also taken of activities meant to strengthen regional cooperation (case of West and Central African subregions through MINCONMAR, and COMESA for the Eastern and Southern subregion, see Chapter IV Section 2.3). Conversely, international conventions have not really been well applied and this affects traffic flow towards landlocked countries.

356. The above elements are not enough to establish the satisfactory impact in the subsectors concerned. With the rate of projects abandoned standing at about 16 per cent and projects executed or under execution standing at 22 per cent, this result can easily be explained. This impact can however be deemed acceptable if recommendations of the second Cotonou Round Table were to be adopted by the Conference of Ministers in charge of West and Central African Merchant Shipping.

1.4 Inland waterway transport

357. Consideration of a few projects executed or under execution (hardly 18 per cent) in this sector, reveals that at the level of the areas of immediate concentration, relating to the improvement of networks and port infrastructures, significant activities are in progress, in particular, over the

Niger and Benue rivers in Nigeria, the Senegal, for all OMVS States, the Congo and Oubangi for ECCAS member States. However, it is not very clear that these activities would be extended to include the integration of modes or inter-modal coordination.

358. Thus, the impact of these activities on the subsector long-term objective, appears to be more satisfactory, and needs to be consolidated through appropriate solutions to the "water - land" interfaces at the level of the waterways concerned.

1.5 Urban transport

359. Very few projects have been executed or are under execution in this sector to warrant even a summary consideration of the impact. However, the sensitization carried out through the urban transport component of the SSATP reveals that the public authorities will increasingly give up their monopoly in the public urban transport sector. Thus, reforms designed to involve the private sector have begun (Senegal, Burkina Faso, Tanzania, Congo).

1.6 Air transport

360. Mali's integration of Air Afrique and the rapprochement among airlines operating in Eastern Africa (case of AJAS, the merger of Air Madagascar, Air Mauritius and Air Seychelles) can, to a certain degree, be considered as the integration of airlines even if those activities fall totally or partly under the implementation of the Yamoussoukro Declaration. Consideration of the Decade programme projects does not make it possible to say that the beginning of autonomous and private management of certain airports, emanated from initiatives arising from the air transport subsector objectives. However, it can be said that the Decade has somehow contributed to the granting of autonomy to air services managing companies.

361. On the other hand, by improving air navigation services in Africa through implementation of the ICAO air navigation plan, the improvement of air safety and security, increased meteorological centres and training, appear clearly significant at the level of projects executed or under execution (i.e. 36 per cent) within the framework of the Decade programme. As stated under Section 2.6 of chapter IV, most of the projects mentioned above (20 out of 28) fall within the areas of immediate concentration relating to air navigation and related activities such as safety, security, meteorology and training. This situation makes it possible to affirm that the impact of the air transport subsector can, at the moment, be considered at least satisfactory. It should further be added that flight frequencies between pairs of cities have considerably increased, that currently the only routes with low traffic flow are those between North and Central Africa, and that there are difficulties in the granting of the fifth freedom amongst the various African subregions.

1.7 Telecommunications and broadcasting

362. With 21 projects executed and 47 under execution (telecommunications: 18 and 4; broadcasting: 3 and 6 respectively), it is to be hoped that the subsector will, in the long run, contribute to the attainment of the subsector's objectives in the following areas of immediate concentration:

- (a) Manpower management, development and utilisation (5 projects);
- (b) Maintenance, renewal and modernization of existing telecommunications equipment and infrastructures (19 projects);

- (c) Effective establishment of operational planning units within national telecommunications administrations (2 projects);
- (d) Enhancement of transit of a sizeable percentage of intra-African communications through African centres (5 projects);
- (e) Completion of PANAFTTEL network missing links (2 projects);
- (f) Execution of project relating to the Regional African Satellite Communications Organization (RASCOM) (1 project);
- (g) Extension of telecommunications services to rural areas (2 projects);
- (h) Promotion of new services, notably, those dealing with data transmission and information dissemination in order to support regional and international trade (3 projects); and
- (i) Promotion of rural broadcasting (3 projects).

1.8 Postal services

363. With 5 projects executed and 7 under execution, the following areas of concentration are covered, and the sub-objectives set could, in the long run, be attained:

- (a) Review or revision of postal structures in order to provide more management freedom and flexibility (2 projects);
- (b) Improvement of working methods to increase productivity (1 project);
- (c) Improved mail routing and distribution in urban areas (4 projects); and
- (d) Increased quality training in the area of postal services (1 project).

II. Assessment of summary impact at the level of global objectives (only transport sector)

364. An analysis of all the 212 fully funded projects executed or under execution in the transport subsector, made it possible to identify 169 projects covering the global objectives. In the area of communications, 56 projects executed or under execution would cover the global objectives. This analysis and the progress accomplished per subsector described above, make it possible to briefly appraise the attainment of the various global objectives while taking into consideration the indications in paragraphs 6 to 16 of the directives and procedures for selecting Decade projects.

365. Table 6.1 shows the distribution of the 169 projects amongst the various objectives per subsector and per subregion; graph 6.1 visualises contribution towards the attainment of objectives; and table 6.1b shows the breakdown of 56 communications projects according to the objectives.

Global 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 landlocked countries."

366. Forty-five (45) projects in the transport sector seemed to cover objective no.1. These projects essentially stemmed from the roads and road transport, railway, air and maritime transport subsectors. They particularly concern the Eastern and Southern, West and Central African subregions. Since they are isolated projects which consequently do not fall within coherent programmes, it can be established that the execution forms part of the implementation of a well established strategy. However, as their execution contributes to meeting certain pre-occupations which include completion of infrastructural networks or consideration of the needs of countries without coastline, the impact of the Decade can be considered at least acceptable for objective no. 1.

367. Thirty-nine (39) communications projects executed and under execution covered this objective including 4 in broadcasting, 4 in postal services and 31 in telecommunications. It is to be remarked that telecommunications received more projects. Given this number, it can be affirmed that the impact is satisfactory.

Global 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"

368. This objective has been largely met since the 93 transport projects completed or under execution relate to maintenance, rehabilitation and improvement of transport infrastructure and equipment. Thus, almost 55 per cent of projects executed or under execution are designed to meet global objective no. 2. Considering that in the programme approved in 1991, a total of 136 projects was adopted in the area of maintenance, rehabilitation and improvement, it should be noted that the 93 projects executed or under execution represent almost 68 percent of the adopted projects. Thus, it can be affirmed that the impact of 93 projects executed or under execution will contribute, in a very satisfactory manner, to the attainment of objective no. 2.

369. It is necessary to further consider the impact of the RMI and railway management components of the SSATP programme, on the management of infrastructure and equipment maintenance activities. The sensitization activities carried within this framework can only but contribute positively to the attainment of objective no. 2. Finally, here also, it should be noted that the subsectors contributing the most are the roads and road transport, rail and air transport subsectors, and the West and Central, Eastern and Southern Africa subregions.

370. In the area of communications, there are 17 projects which covered this objective including 3 in broadcasting, 2 in postal services and 12 in telecommunications. Thus, the impact can be considered satisfactory.

Global objective 3: "Improvement of human resources planning development and utilisation in order to enhance the quality and availability of personnel at all levels for efficient management and operations of transport and communications systems."

371. Only 8 projects out of the 45 approved in 1991 have been executed or are under execution. Thus, less than 20 per cent of the projects under objective no. 3 in the transport sector have indeed started. This is a very low performance. Furthermore, it is indicated under Section 1.1 of Chapter IV that the thematic programme relating to human resource and institutional management did not succeed as expected, since its implementation stopped at the first phase. Hence, in this area, the impact of the Decade programme can be considered as just satisfactory.

372. The 6 projects adopted under communications covering this objective were: telecommunications, 4 and postal services, 2. With the exception of one of the postal services projects, all the five others were under execution, therefore uncompleted. Given the importance of this objective, the impact expected from the execution of these four projects can be considered satisfactory.

Global objective 4: "Improvement of operational efficiency, services 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."

373. At this stage, with only two projects executed or under execution covering this objective, it is a bit too early to assess the attainment of such an objective. However, the current policy reforms in all transport subsectors, (State withdrawal from transport services, restructuring of railway and airport authorities, liberalization of air traffic rights, restructuring of shippers' councils, reduction of non-physical barriers, free tariffing, etc.) contribute to the attainment of the objective. The way ahead is still long, particularly, within transport corridors, to meet the needs of landlocked countries without coastline.

374. In the area of communications, only 4 projects executed or under execution covered objective no.4. These projects related to telecommunications (2), postal services (1) and broadcasting (1). The impact of these projects is considered satisfactory.

Global objective 5: "Establishment of information systems on transport and communications as a basis for analysis and better planning and management of investments;

375. The plight of the thematic programme, "transport data bank" (see Section 1.2 of Chapter IV) led to the conclusion that this objective no. 5 which received only 4 projects executed or under execution, was not at all satisfactory and that it will be necessary to design this thematic programme afresh, particularly, at the level of its execution. In the long run, the impact may be considered satisfactory.

376. With only one communications project completed, the expected impact is considered poor, especially, as this project covered only postal services. Efforts must be made to redress this situation.

Global 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"

377. Nothing significant was done to meet this objective no. 6 which seems to have been covered only by one project under execution. It will be necessary to review activities in this area, and perhaps, define the initiatives per economic cooperation subregion, by identifying the manufactures for which comparative advantages have been established and which already involve African economic operators.

378. With only five fully financed communications projects under execution, this objective was not satisfactorily covered.

Global objective 7: "Improvement of transport safety and security as well as strengthening transport-related environmental protection measures"

379. The projects executed or under execution, explicitly include 10 projects related to safety. It is certain that other projects executed or under execution, notably, some construction and rehabilitation projects, include safety components. These indications make it possible to consider the impact of the Decade programme acceptable in the areas of air, road and railway safety. However, this impact would appear inadequate in the area of transport-related environmental protection, unless national environmental policies already included relevant provisions.

380. No approved communications project has covered this objective dealing solely with transport.

Global 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"

381. This objective received only two projects executed or under execution, which is clearly a very poor performance. However, it should be noted that the available documentation does not make it possible to identify all projects covering this objective which requires works execution modes. Furthermore, through RMI, many countries adopted measures designed to involve the "Agence pour les travaux d'intérêt public et l'emploi" (AGETIPE) in road maintenance and development of rural roads. This is the case of countries like Burkina Faso, Ghana, Madagascar, Mali, Niger, Uganda, Sierra Leone, Tanzania etc. Given this information and the fact that many countries have not introduced in the Decade programme their periodic or current road maintenance programme, that is, if external funding is not being sought, the impact can be considered acceptable at least for this objective, particularly, in aspects relating to labour intensive techniques as well as the popularization of such techniques and training in their usage.

382. With two telecommunications projects under execution, this objective was not well covered by the approved objectives. It is necessary to take this into account during the formulation of the framework for action.

Global objective 9: "Improvement of urban transport to meet the needs of the rapidly growing urban population"

383. No project executed or under execution seems to cover this objective. Furthermore, implementation of the urban transport component of the SSATP programme has not produced significant concrete results besides sensitization. At the moment, the Decade programme has no impact on this subsector. Since this objective concerns only urban transport, it was consequently not covered by telecommunications projects.

Global objective 10: "Establishment and strengthening of interregional liaisons in the field of transport and communications."

384. Four projects executed or under execution seem to cover this objective no. 10. Within efforts to ensure a more equitable restructuring of the multi-national maritime transport, at the Round Table organized in Cotonou, (Benin) within the framework of international trade and transport component of the SSATP, the liberalization of maritime traffic accessibility was gradually recommended including efficient guiding measures to regulate competition in the subsector and protect traffic rights. This recommendation, if adopted by the next conference of West and Central African Ministers in charge of Merchant Shipping slated for October 1997, will be an important step towards the attainment of objective no. 10. These indications make it possible to consider acceptable the impact of the Decade on the attainment of this objective.

385. Six projects under execution (5 in telecommunications and 1 in postal services) covered objective no. 10. The execution of these projects will have an average impact on this objective which is critical for the Decade's long-term objective.

Table 6.1: Number of transport projects covering the global objectives and by subregions

OBJECTIVES	SUB-SECTOR								TOTAL	SUBREGIONS				
	AIT	IWT	MHT	MPT	MST	RRT	RWT	URT		CE	ES	NR	WE	RE
1	4	1	2		3	27	8		45	6	19	2	14	4
2	13	2	1	7	5	46	17	2	93	17	33	1	34	8
3	3	-	1		1	3			8	1	2		2	3
4	2	1				-			2	2	-		-	-
5	1	-				3			4		1		3	
6	-	-				1			1		1		-	-
7	4	-				4	2		10	3	3		2	2
8	-	-				2			2	2	-		-	-
9	-	-				-			-	-	-		-	-
10	1				3	-			4	-	-		3	1
TOTAL	28	3	4	7	12	86	27	2	169	31	59	3	58	18

Key: AIT: Air transport; IWT: Inland water transport; MMT: Multimodal transport; MPT: Ports; MST: Maritime transport; RRT: Roads and road transport; RWT: Railway transport; URT: Urban transport
 CE: Central Africa; ES: Eastern and Southern Africa; NR: North Africa; WE: West Africa; RE: Regional

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Graph 6.1: Attained global objectives per sub-sector

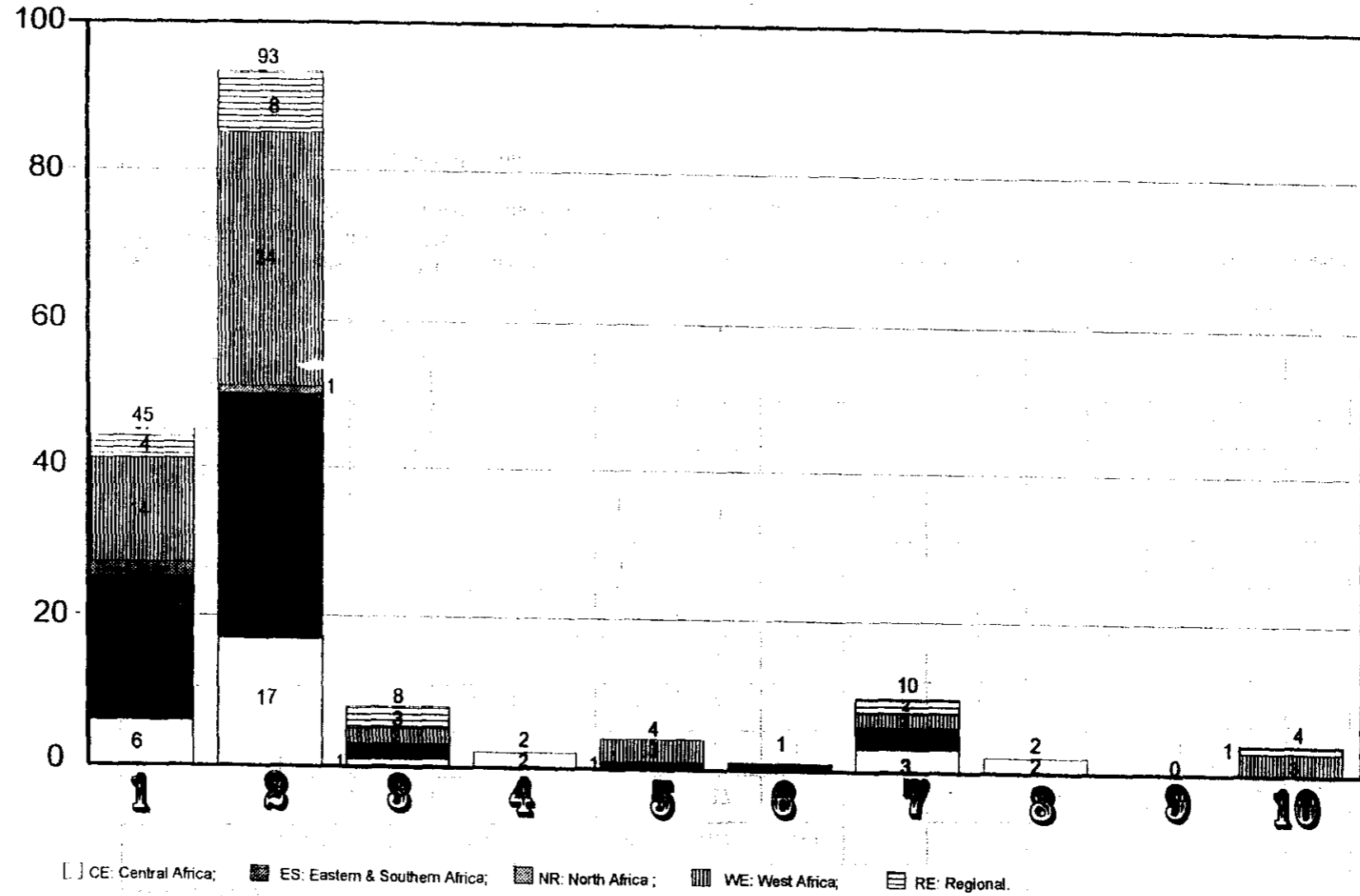


Table 6.1 b: Number of communications projects covering the global objectives and their implementation status

	Obj. 1		Obj. 2		Obj. 3		Obj. 4		Obj. 5		Obj. 6		Obj. 7		Obj. 8		Obj. 9		Obj. 10		TOTAL	
	C	O	C	O	C	O	C	O	C	O	C	O	C	O	C	O	C	O	C	O	C	O
Broadcasting	1	3	1	2	0	0	1	0	0	0	0	1	0	0	0	0	0	0	0	0	3	6
Postal services	2	2	1	1	1	1	0	1	1	0	0	1	0	0	0	0	0	0	0	1	5	7
Telecom.	13	18	2	10	0	4	1	1	0	0	0	3	0	0	0	2	0	0	0	5	16	43
TOTAL	16	23	4	13	1	5	2	2	1	0	0	5	0	0	0	2	0	0	0	6	24	56

Key:

C= Completed; O= On-going (fully or partly financed)

III. Identified problems

386. In conclusion, while it appears that sectoral objectives are, on the whole, being attained and that the current impact of the programme, at this level, can be considered at least satisfactory, the global objectives have not received the appropriate response through the current implementation of the programme projects. Taking account of the current financing status, it would be surprising to note any considerable change in the current impact of the programme at the level of global objectives. At the very most, it will be considered acceptable at the end of the Decade.

387. On analysis, this situation seems to emanate from 3 essential aspects, namely, preparation of list of programme projects, Decade interpretation by the States and resource mobilization for the programme implementation.

3.1. Preparation of list of projects

388. The second Decade programme was prepared as a development programme. Thus, objectives, strategies and action programmes were defined for that purpose. This situation is expected to lead to the continuous adoption of projects designed to attain the programme objectives. This supposes that the acceptance of projects results from a series of analysis conducted at the base, since the States, through the NCCs, make it possible to verify their relevance in meeting the various Decade objectives.

389. In fact, such a continuous process did not take place since 94.5 per cent of the projects were established during the year the programme was launched and the remaining, i.e 5.5 per cent, established two years later. Furthermore, owing to the lack of resources, the working groups, in particular, subsectoral working groups, did not function. The end result was that the physical projects and related studies dominated the programme when compared to the thematic and policy reform projects. Since the selection was poorly done, the list included many projects that clearly did not meet the selection criteria. Thus, the programme was implemented more through physical projects than through policy reform projects.

390. Of course, the consequence of this process, contrary to that followed during the preparation of the Decade programme, was that satisfaction was recorded rather in the areas of concentration of sectoral objectives, more related to the physical projects, than in those of global objectives more focused on policy reforms. Indeed, a proper observation of the Decade programme, its objectives, and implementation strategies would have made it possible to note that policy reforms were expected to have the prime attention of implementing organs, since the physical projects were meant to only sustain objectives set through the reforms. Executing physical projects before applying appropriate reforms is tantamount to putting the cart before the horse, and cannot ensure either the efficiency of national transport sectors, less still the efficiency of a subregional or regional integrated system.

3.2 Decade interpretation

391. At the level of certain member States and intergovernmental organizations, the Decade was perceived less as a framework for dialogue expected to make it possible to establish a coherent and integrated transport system, through policy reform programmes and execution of physical or thematic projects, than as a project funding mechanism. Thus, all projects for which it was not sure to secure funding from the conventional funding bodies were channelled to the Decade programme with the hope that the Decade coverage could make them acceptable. This situation can easily be demonstrated if it is noted that: (i) out of 508 programme projects, there are 246 national projects representing about 48 per cent; and (ii) out of the 212 totally or partly funded projects, there are 122 national projects, representing about 57 per cent. This poor perception of the Decade has considerably affected its efficiency.

392. It is necessary to underscore, once more, that the NCCs did not function, owing, essentially, to the absence or lack of financial resources for those already set up. This situation results mainly from the attitudes of the States to the Decade. In fact, they completely lost sight of the responsibilities thrust upon them by paragraphs 157 to 159 of the Decade programme.

393. Furthermore, the implementation of policy reform programmes which depends solely on the will of member States, did not attain the expected level. Adoption and application of subregional and international conventions clearly illustrate the situation.

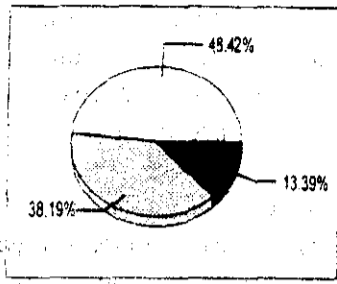
3.3 Resource mobilization

394. First of all, the Decade implementation structures were not allocated the resources necessary for their functioning. Such structures are the governing body, ECA, RMC and subregional and subsectoral working groups. Thus, they were unable to implement their action programme, in particular, to give the required assistance to States in the preparation of projects to be included in the Decade programme. There is no doubt that the implementation of subsectoral strategies, programme promotion, subregional and regional coordination within the framework for monitoring the programme execution, needed resources that the governing body was expected to provide to the various intervening parties. The lack of these resources considerably impeded the project and programme preparation process as well as the execution and follow-up of activities adopted.

395. Table 6.2 and graph 6.2 below illustrate the status of funding and execution of 508 transport projects in the Decade programme. The indications deal only with fully and partly financed projects, completed projects and those, partly or totally financed under execution. Table 6.2b carry the same information as for the communications sector.

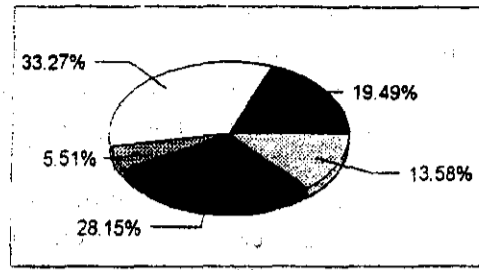
Graph 6.2: Status of funding and execution of transport projects

DISTRIBUTION OF ALL 508 PROJECTS



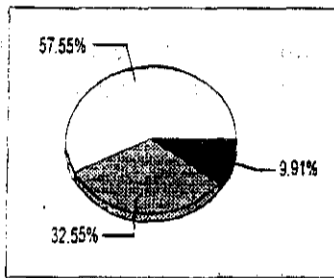
- 246 National projects
- 194 Sub-regional projects
- 68 Regional projects

DISTRIBUTION OF ALL 508 PROJECTS PER SUB-REGION



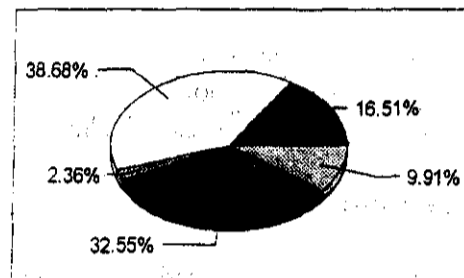
- CE 99 in central Africa
- ES 169 in Eastern & Southern Africa
- NR 28 in North Africa
- WE 143 in West Africa
- RE 69 Regional

DISTRIBUTION OF 212 PROJECTS COMPLETED OR ONGOING



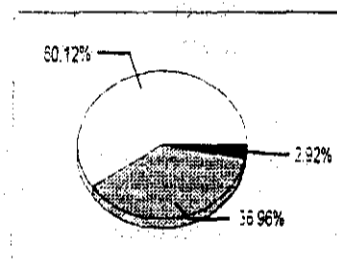
- 122 National projects
- 89 Sub-regional projects
- 21 Regional projects

DISTRIBUTION OF 212 PROJECTS COMPLETED OR ONGOING PER SUB-REGION



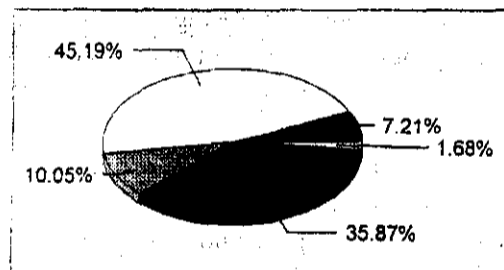
- CE 35 in central Africa
- ES 82 in Eastern & Southern Africa
- NR 5 in North Africa
- WE 69 in West Africa
- RE 21 Regional

DISTRIBUTION OF TOTAL FINANCING EQUIVALENT TO 4 051.78 Million US\$



- at national level US \$ 2413.05 M
- at sub-regional level US \$ 1497.45 M
- at regional level US \$ 122.5 M

DISTRIBUTION OF TOTAL FINANCING PER SUB-REGION EQUIVALENT TO 4 051.78 Million US\$



- CE 291.98 in central Africa
- ES 1831.08 in Eastern & Southern Africa
- NR 407.36 in North Africa
- WE 1453.26 in West Africa
- RE 68.1 Regional

Table 6.2: Status of funding and execution of transport projects

	National projects						Subregional Projects						Regional Projects						Total					
	Total (Nb)	EC (Nb)	UE (Nb)	FF (Nb)	PF (Nb)	MF 10 ⁶ US\$	Total (Nb)	EC (Nb)	UE (Nb)	FF (Nb)	PF (Nb)	MF 10 ⁶ US\$	Total (Nb)	EC (Nb)	UE (Nb)	FF (Nb)	PF (Nb)	MF 10 ⁶ US\$	Total (Nb)	EC (Nb)	UE (Nb)	FF (Nb)	PF (Nb)	MF 10 ⁶ US\$
AIT	21	5	-	7	1	5.32	30	3	9	12	3	93.76	26	4	9	12	1	56.52	77	12	18	31	5	155.6
IWT	8	-	4	-	4	7.45	8	1	2	4	-	369.88	1	-	-	-	1	0.28	17	1	6	4	5	377.61
MMT	10	2	1	2	1	13.85	7	1	-	1	-	30.00	10	-	1	-	1	1.08	27	3	2	3	2	44.95
MPT	26	4	6	6	7	182.2	5	-	2	1	1	0.30	6	-	-	-	-	-	37	4	8	7	8	182.5
MST	10	3	3	6	-	38.44	9	1	2	3	1	5.14	21	3	1	4	-	53.35	214	30	75	99	21	2296.29
RRT	151	22	57	76	15	1869.17	59	8	15	22	4	373.77	4	-	3	1	2	53.35	214	30	75	99	21	2796.29
RWT	13	9	3	10	2	295.00	76	16	9	20	6	624.6	-	-	-	-	-	-	89	25	12	30	8	917.60
URT	7	2	1	-	-	26.4	-	-	-	-	-	-	-	-	-	-	-	-	7	2	1	2	-	26.4
Total	246	47	75	109	30	2435.83	194	30	39	63	15	1497.45	68	7	14	17	5	118.5	508	84	128	189	50	4051.78

Key: NB : number; EC: execution completed; UE: under execution; FF: fully funding; PF: Part funding; MF: mobilized funding; AIT: Air transport; IWT: inland water transport; MMT: Multimodal transport; MPT: ports; MST: maritime transport; RRT: roads and orad transport; RWT: railways; URT - urban transport.

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396. The remaining projects which do not appear on the table are projects with no funding, no information or abandoned as well as totally or partly financed projects which have not yet started. Consideration of the indications furnished by table 6.2 and the graph 6.2 shows that:

- (a) National projects accounted for more than 48 per cent and that they also received highest funding (more than 58 per cent) which led to the completion or implementation of more than 50 per cent of all projects executed or under execution;
- (b) Subregional projects which accounted for less than 14 per cent of all the sector projects, received less than 40 per cent of mobilized funding and recorded less than 35 per cent of projects executed or under execution; and
- (c) Regional projects which accounted for 40 per cent of sector projects, received hardly 3 per cent of mobilized funding and recorded just 10 per cent of projects executed or under execution.

397. This situation has been illustrated by graph 6.2 which, in addition, contains results at the level of subregions. It appears that the subregions of Eastern and Southern Africa, on the one hand, and West Africa on the other hand, are the only subregions that have attained resource mobilization levels exceeding 30 per cent of the obtained funding. Furthermore, considering the abandoning of 43 projects, and the 27 totally financed unstarted transport projects, there is, on the one hand, the relevance of the project-selection exercise comprising the programme and, on the other hand, the implementation capacity of national, subregional and regional institutions. This pre-occupation is particularly marked at the national level (7 projects abandoned and 13 pending commencement) at the subregional level (30 projects abandoned and 4 pending commencement). Obviously, the deficiency results from inadequacies in both the institutions and the quality of human resources.

398. With regard to the communications sector, table 6.2b makes it possible to note that:

- (a) National projects represented 63.5 per cent of all projects adopted for the sector and 62.5 per cent of all projects executed and under execution. They received 82.71 per cent of resources mobilized;
- (b) Subregional projects which represent only 14.5 per cent of all projects adopted and 14.6 per cent of projects executed and under execution, received only 3.24 per cent resources mobilized; and
- (c) Regional projects which represent 22 per cent of all projects adopted and 22.89 per cent of projects executed and under execution, received 14.05 per cent of resources mobilized.

399. This situation confirms, indeed, accentuates the predominance of national projects. However, the projects abandoned (13 out of 200), were few in the transport sector with 11 national projects. This number, on the contrary, appears substantial when compared to the 127 projects.

Table 6.2b: Status of funding and execution of communications projects

	National projects						Subregional Projects						Regional Projects						Total					
	Total (Nb)	EC (Nb)	UE (Nb)	FF (Nb)	PF (Nb)	MF 10 ⁶ US\$	Total (Nb)	EC (Nb)	UE (Nb)	FF (Nb)	PF (Nb)	MF 10 ⁶ US\$	Total (Nb)	EC (Nb)	UE (Nb)	FF (Nb)	PF (Nb)	MF 10 ⁶ US\$	Total (Nb)	EC (Nb)	UE (Nb)	FF (Nb)	PF (Nb)	MF 10 ⁶ US\$
TEL	6	10	28	36	13	1248.64	24	5	6	8	6	49.61	35	6	7	14	5	211.60	145	21	41	58	24	1509.85
BRS	26	3	6	9	0	26.38	2	0	0	0	0	0	1	0	0	0	0	0	29	3	6	9	0	26.38
POS	15	3	2	4	1	4.42	3	1	0	1	0	0.50	8	1	5	4	2	5.66	26	5	7	9	3	10.58
TOTAL	127	16	36	49	14	1279.44	29	6	6	9	6	50.11	44	7	12	18	7	217.26	200	29	54	72	29	1546.82

Key

TEL: Telecommunications Postal project 200 Full funding 1658.81
 BRS: Broadcasting National project 127 For national 1279.81
 POS: Postal Services Subregional proj. 29 For subregional 50.11
 EC Regional project 44 For regional 217.25
 }
 EU
 FF
 } See table 6.1
 MF
 Completed projects or under execution: total 83 National: 52 Subregional: 12 Regional Project 19

IV. Lessons

400. The analysis and observations made during consideration of Chapters III and VI have made it possible to draw a few relative lessons on the preparation and implementation of the Decade programme.

401. As far as objectives and strategies are concerned, the Decade programme surely constitutes a framework for dialogue and consultation towards the sustainable development of the transport and communications sectors. The preparation of these objectives and strategies has paved the way for effective cooperation among the various development partners of this sector aimed at supporting the economic and social progress of African States either individually or collectively.

402. Preparation of programme content has indeed, not been easy. This has been due, on one hand, to the absence of necessary resources for the funding of activities and, on the other, to the obvious priority given to physical projects to the detriment of policy reform programmes. This has given the programme a more national rather than subregional or regional dimension owing in particular to the high number of national projects being funded and implemented.

403. Hence there is a need to:

- (a) take into consideration, during preparation of the programmes, the availability of financial and human resources necessary for its implementation. The programme presentation must be accompanied by an assessment as precise as possible of the resources mobilized, and
- (b) determine, during the programme presentation the activities (meetings, studies, seminars, workshops etc...) to be undertaken depending on the availability of resources as well as the expected results.

404. Out of 508 transport projects identified in 1991 and in 1993, 44 projects, i.e. about 9 per cent, were abandoned while communications 16 were abandoned out of a total of 200 identified in 1991 and 1993. Indeed, this rate should exceed 10 per cent if projects under execution at the time of the programme launching were taken into consideration. The rejection of so many projects obviously stems from the insufficient application of the criteria for selecting projects whose relevance is indisputable. This situation results from the functioning of the implementation structures which either did not play their role or had a reduced time-limit which did not make it possible to verify the information provided (case of States). This situation makes it necessary to underscore the need to:

- (a) introduce gradually activities and programmes and investment projects in order to ensure their adequate appraisal and to take into consideration the capacities of proposed structures for such appraisal as well as the availability of resources necessary for their implementation;
- (b) ensure effective separation of responsibilities by avoiding situations in which one is both player and referee, and
- (c) endow the governing body with a programme most liable to enhance, animate and coordinate effective and efficient implementation, for "grasp all, lose all".

405. Notwithstanding omissions, the total current funding is about US\$5,844 million considering the available resources which totalled US\$2,084.6 million at the time the programme was launched. Effective mobilization generated about US\$3,759.4 million only. Therefore, in seven years, the mobilized resources were less than double the amount existing at the beginning of the Decade. Furthermore, given that the transport sector had a lot more funding, both locally and externally, from member States, it could be concluded that:

- (a) the funding of investments depends more on the quality of programmes and projects than on their inclusion in the Decade programme; hence the need for proper preparation of investment programmes and projects;
- (b) the funding of investment operations depends, equally, on the rules of procedures and the criteria applied by each funding agency as well as on priorities and procedures for introducing demands at the level of each State. Taking into consideration these components in the preparation of investment projects and programmes sponsored by the Decade, appears absolutely necessary. It makes unworkable any list established in advance for a period as long as a decade; and
- (c) an adequate implementation environment is propitious for the funding of investments. It is also necessary to carry out policy reforms so as to sustain the impact of investments.

406. Integration certainly requires infrastructures and legislation which make it possible to derive the best from such infrastructures: traffic flow, reduction of transport and communications costs, increased intra-African trade etc. The application of legislative provisions (international and subregional conventions and agreements, etc.) depends solely on the will of member States. Harmonization and standardization of procedures as well as legislation, constitute a prerequisite for any successful and sustainable integration. **Therefore it is necessary that a programme, like the Decade programme, should first be preceded by the institutional preparation of member States and by the establishment of their subregional economic cooperation organizations.**

CHAPTER VII

Experiences of Countries

I. Transport Sector

407. In order to ensure wider dissemination of the efforts made by States to develop the transport and communications sector, ECA selected, at the subregional level, some countries which were requested to send in reports of their experiences. At the time of writing this evaluation ECA has only received replies from the countries named below. Countries should strive to send in their information in time. Furthermore, ECA plans to involve subregional organizations and use more of countries to collect and disseminate various experiences.

408. In this chapter which aims to highlight the experiences of some States in the area of transport sector development policy, the cases of three countries will be addressed: South Africa for the road and road transport subsector, and Burkina Faso and Tanzania for the entire transport sector.

1.1 South Africa

409. South Africa's transport system is meant to (i) provide fully integrated, effective, efficient, reliable and dependable transport services and (ii) a sustainable environmental and economic infrastructure which as much as possible meets the freight as well as passenger needs in terms of the quality of services and improved costs compatible with the government's economic and social development strategies. Thus, the Road Transport Authority task is (i) to maintain, improve and develop the national road network in such a way as to facilitate development of all the country's transport modes; (ii) to implement its programmes so as to enhance the sustainability of the network; and (iii) to inspire an innovative and effective research and development.

410. Implementation of the policies defined above requires a Road Agency which operates on commercial principles while remaining under the Government who allocates to the sector road resources which are spent to maintain sound services to road users.

411. With regard to road investment financing, two methods are currently being supported by the Government to make up for insufficient budgetary resources. The first is known as "BOT" (build, operate, transfer), the second is "FROM" (finance, rehabilitate, operate and maintain). They are both based on the principle of using private capital to finance the design, construction and maintenance of roads for a given period during which the private investor establishes a toll on the road concerned in order to generate resources to repay any loan involved as well to recover the initial sum invested. The Government reserves the right to demand a minimum degree of service during the maintenance period of 20 years, after which the road becomes Government property.

412. In order to share the Decade's main objective which is regional cooperation and coordination, South Africa cooperates with its neighbours through such forums as the Technical Unit of the Southern Africa Development Community (SADC).

413. In implementing its policy, South Africa encountered four difficulties which led it to adopt interactive approaches. These are:

- (a) Financial constraints: The road transport authorities have been under pressure to reduce their budgetary allocations. This was what led them operate the "BOT" and "FROM" methods as an alternative to the conventional methods of road project financing;
- (b) The economic cost of construction and maintenance investments: owing to the non-economic costs of executing projects under State control, new constructions had to be entrusted to the private sector. Furthermore, road maintenance is now done by private companies through invitation to tender;
- (c) Sustainability of social development: In the past, little interest was shown in the secondary social consequences which road construction could have on riparian communities. At present, road transport authorities have realised that in order to derive the greatest possible benefit from road development they must stimulate socio-economic growth in their areas of influence.
- (d) Improving the skills of young consultants and entrepreneurs: in order to reduce the social inequalities resulting from the 1994 pre-election period, the road authorities embarked on a programme of assistance to young consultants and entrepreneurs by granting them access to the market and to contracts, and by enabling them to acquire experience with renowned companies (through specific or permanent associations) in order to increase the competence of all those concerned.

414. Thus, it happened that although South Africa did not participate in drawing up the objectives, strategies and programmes of the Second Decade, its road and road transport objectives are in conformity with those of the Decade, especially as regards inter-State links and the social impact of road investments.

1.2 Burkina Faso

415. The geographical situation of Burkina Faso makes for special interest in the transport sector and spurs the diversification of transport networks and modes. In fact, it is a land-locked country, to which the nearest sea port is 1000 km from its capital Ouagadougou. Then, given its central position in UEMOA, it is at the crossroads, indeed is a hub for land traffic from northern Mali and western Niger towards the ports of Lomé (Togo), Tema (Ghana) and Abidjan (Côte d'Ivoire). According to 1992 statistics and on the basis of 1985 prices, the transport, warehousing and communications sectors of activity accounted for 5 per cent of its GDP. The informal accounts for 10 per cent of this sector's activities and contributes 15 per cent of its value-added.

416. Under the structural adjustment launched in 1990, and given the importance of the transport sector the Government of Burkina Faso adopted a general policy on the road transport sector, defining the objectives of a transport sectoral adjustment programme (PASEC-T). The programme's establishment was based on the following principles: (i) giving priority to road maintenance and infrastructure rehabilitation; and (ii) giving special importance to management and the establishment of sound financial structures; and (iii) efforts are being made to systematically develop knowledge of the statistics.

417. The implementation of PASEC-T was supported by 14 donors. The programme had two main components: the first of which concerns investment while the second concerns support to institutional adjustment. The "investment" component is made up of five sub-components: roads, road transport industries, the railways, civil aviation and the transport administration. The programme's implementation planned for five years (1992-1996) was extended to 31 December 1998. Estimated at the equivalent of \$US 682 million in 1991, the total cost was readjusted, in December 1996, to the equivalent of \$US 772 million and the total funding was confirmed. The major mid-term results of PASEC-T can be summarized as follows:

- (a) Construction of 369 km of tarred roads, of which 148 km extends to the border with Benin Republic;
- (b) Rehabilitation of 154 km of tarred road, of which 150 km extends to the border with Togo;
- (c) Construction of 899 km of earth roads;
- (d) Improvement of road maintenance work; more than 8909 km of road were maintained in 1992 with the number increasing to 9181 km in 1996; the total length of road currently maintained whose cost increased from the equivalent of \$US 6,000,000 to the equivalent of 9,000,000 in 1997, is the responsibility of the Burkinabe Government;
- (e) Privatization of current maintenance works: the percentage of road maintained by the Government was brought down from 27 per cent in 1993 to 14 per cent in 1996 while that entrusted to companies increased from 72 per cent to 86 per cent, and led to the creation of 27 small- and medium-scale enterprises;
- (f) Reorganization of the General Directorate of Public Works led to 60 per cent reduction of staff;
- (g) Modernization of the transport administration: the restructuring of public sector enterprises gave Air Burkina as against its huge deficit very positive performance in 1995, after three financial years;
- (h) Training of 71 administrative staff and 10 persons for 42 enterprises as well as field follow-up training for 31 companies.

418. Finally, it happened that the operations of PASEC-T aimed mainly to later turn the transport sector, which, in general terms, is currently being subsidized, into an income-generating project for the State through:

- (a) Improved use of investments already made if economically justified;
- (b) Rethinking the method of operation of the administration/private sector.
- (c) Undertaking better studies and activity planning based on broad and in-depth knowledge of the transport sector statistics

419. Under the Decade programme, 14 projects were approved for Burkina Faso, 7 for the road and road transport subsector and 7 for the railway sector. The current situation of these projects is as follows; 5 which have been funded are being executed, 9 are in the fund mobilization stage. 2 of the 14 are PASEC-T projects and have been allocated funds.

420. It thus happened that in spite of the success achieved in the financing of the PASEC-T programme, the financing of the Decade projects initiated in Burkina Faso remains poor (less than 36 per cent), that is, less than the average financing rate of all the Decade transport sector. This shows, at the outset, that the projects presented by Burkina Faso for inclusion in the Decade programme were not among the top priority transport sector projects because with the exception of the two approved by PASEC-T, which on the basis of the general policy of the Burkinabé Government, can only accommodate projects recognized as priorities for general improvement of the sector.

421. Another visible lesson from the experience of Burkina Faso is that: the country mobilized total funds equal to \$US 772 million, of which more than \$US 674 or 83.3 per cent from external sources for the funding of a programme launched almost at the same time as the Decade's. Thus, this country succeeded in mobilizing for its programme, more than 30 per cent of the funds mobilised for the entire Decade programme in seven years, bearing in mind the fact that at the outset the Decade had about \$US 1,700 million worth of resources obtained or guaranteed.

422. Finally, the situation confirms the importance given by the international financial community where necessary to the adoption and application of sectoral policy reforms as a prerequisite for investments.

1.3 Tanzania

423. Tanzania is a coastal country, whose strategic location puts it in a position to provide transit services to four land-locked countries, namely, Zambia, Rwanda, Burundi, Uganda and the eastern part of the Democratic Republic of the Congo. Also, the transport and communications sectors play a crucial role, particularly as regards export facilitation and foreign currency earning from transit traffic. From 1990 to 1991, while its GDP grew at an average of 3 per cent, the transport sector grew at an average of about 8 per cent. This remarkable contribution is the result of the emphasis given to reconstruction and rehabilitation of the major transport infrastructure aimed at providing cheap services to the other sectors of the economy.

424. In the early 1980s, the objectives and strategies of Tanzania's macro-economic policy were being implemented through national economic policies including the structural adjustment programme which ended in 1985, and through an economic recovery programme from 1986 to 1987. These programmes had limited success owing to the inadequacies both in the economy and in the social services infrastructure.

425. Acknowledging the crucial role of the transport sector, the Government launched a transport sector recovery programme in 1981 in order to reactivate the subsector so as to facilitate the development of the other sectors of the economy. There appeared to be a need to pay serious attention to the country's policies and strategies. This situation led to the preparation of subsequent programmes such as: the integrated road policy (IRP), the Tazara commercialization project (TCP) and the port modernization project (PMP) all of which emphasized the need to reform policies and

institutions alongside investment decisions. Also, at the time UNTACDA II was launched, in 1991, the Tanzanian transport sector was more busy implementing policy reforms.

426. Since then, the Government adopted the following key policies: (i) Giving priority to road rehabilitation and maintenance with an increased budgetary allocation aimed at improving the condition of major roads and earth roads in up to 10-70 per cent of the total road network; (ii) adoption of the IGR; (iii) securing maximum private sector involvement in the operation of transport services; (iv) commercialization and privatization through plans to allow railway, port and airport operations.

427. The problems encountered in implementing the policy reforms concerned: (i) change of interest by donors and availability of financial resources; and (ii) ability of the Departments of the Ministry of Public Works to conduct surveys and carry out works.

428. Within the framework of the Decade, there were only three projects for Tanzania. The two approved with effect from 1991, namely: rehabilitation and improvement of the Mtwara-Songé-Moamba-Bay (160 km) and (ii) rehabilitation and improvement of the Tanzam road (925 km), which were allocated a total financing of \$US 195.10 million, of which \$US 141.80 million were external resources, are under execution. Request for financing for the third project introduced in 1993 at the request of the Kagera Basin Authority for the construction of the Lusahunga-Biharamulo-Kemondo-Bay-Bukoba-Mutukula road went to ADB. With funding already provided for two out of three projects it can be said that the performance was absolutely satisfactory. These three projects are quite in line with the Decade objectives as these are roads linking up land-locked countries to the sea; the last is a road linking up Uganda; it is meant to be partially funded from a loan from the African Development Fund (ADF) in 1997 for the equivalent of \$US 31 million.

II. Communications Sector

429. The achievements and performance of a few countries in the communications sector are reviewed as example in attaining the global and sectoral objectives of the Decade programme. The review would be made by taking as examples for telecommunications Uganda and Tanzania, for broadcasting Ethiopia and for postal services Kenya and Egypt.

2.1 Uganda

430. In accordance with its macro policy of liberalizing the economy, Uganda has already involved the private sector in developing telecommunications. The monopoly in the provision of terminal facilities and some telecommunication services has been removed. One private company has been licensed to provide mobile services and another company to provide a wide range of satellite communication services to business customers.

431. The involvement of the private sector and the firm plans of the Government to privatize telecommunications and introduce a second national telecommunications operator are all in line with the Decade sub-sectoral objective of "institutional restructuring for improving operational and commercial efficiency".

432. One of the eight projects initiated by Uganda in the Decade has been fully funded and implementation is on-going. The completion of the project would be in line with the Decade sub-sectoral objective of telecommunications equipment and "maintenance, rehabilitation and modernization of existing infrastructural facilities". The reforms and the involvement of the private

sector speeds up telecommunications development which in turn supports of national economic development.

2.2 Tanzania

433. In line with the Government's policy of faster development and improved efficiency in the sectors, the structural re-organization resulting in the separation of telecommunication and postal services was completed in early 1994. Two private companies have been licensed to operate mobile and cellular services.

434. A major activity that is being undertaken pertaining to the objectives of the Decade is the Telecommunication Rehabilitation Programme (TRP). The programme aims at consolidating maintenance and rehabilitation and raising capacity utilization of existing equipment. The programme is also targeted at providing telephone service to all district headquarters and to all boarder towns. The success achieved by Tanzania in the telecommunications sector is partly due to the establishment of an independent regulatory body, an experience to be drawn on by other countries.

435. Two projects initiated by Tanzania in the Decade have been fully implemented and this meets the subsectoral objectives of the Decade on modernization of existing telecommunication facilities and extension of services to rural areas. The announcement in July 1995 of an invitation for provision of basic services in remote rural areas by private operators is a good example of attainment of the Decade subsectoral objective of serving the rural areas by employing private sector participation.

2.3 Ethiopia

436. On the basis of Ethiopia's policy of equitable service to the regional states, effort is under way to provide radio and television services to a number of towns by installing medium-wave radio transmitters and satellite-relayed TV rebroadcasting systems using the DOMSAT system. There is also interest in the World-Space scheme of direct satellite sound broadcasting for total national radio service coverage.

437. The radio and TV departments under the Information Ministry have been corporatized to give them autonomy of management and to prepare them for the up coming competition in the sector. A draft legislature on establishment and operation of private radio and TV services is under preparation for presentation to the Council of Representatives. The steps being taken by Ethiopia serve as a good example of attaining the Decade's target of total broadcasting coverage of the national territory.

2.4 Kenya

438. As part of the restructuring scheme that is on-going in the postal sector, the postal administration has for sometime been in the process of separating itself from telecommunications. All the postal structures have been restructured to facilitate effective response to competition, and to enable development of new services and good quality of service. The new administration established, sets its own competitive tariff rates without government approval. Several measures aimed at improving quality of training and the qualifications of staff are being undertaken in

response to the strategy of commercializing the existing services in the post offices. The above activities, in large measure, respond to the Decade programme objectives in the postal subsector.

2.5 Egypt

439. The postal administration has been autonomous for many years. In response to the Decade's objective of introduction of new services, the administration has introduced new postal products namely, electronic mail service, electronic mail boxes, cassette post, track and trace for EMS, computerized financial counter services and saving banks. Egypt's efforts in this area in line with the Decade objective and is exemplary.

CHAPTER VIII

Speeding up Implementation of UNTACDA II and Building Strong and Efficient Transport and Communications Systems in Africa for the 21st Century

Framework for Action

I. Introduction

440. The importance of building and efficiently operating national and regional transport and communications systems in Africa is of universal acceptance among African countries and their partners in the international community. The adoption of two United Nations Transport and Communications Decades in Africa (UNTACDA I and UNTACDA II) and the implementation of major related programmes, including the Sub-Saharan Transport Policy Programme (SSATP) are many milestones in furthering the objectives Africa set for itself in such continental blue prints as the Lagos Plan of Action (1980), the Abuja Treaty establishing the African Economic Community (1991) and treaties of the various subregional economic communities.

441. There is an increasing awareness of the need for the continent to foster the results achieved during UNTACDA I, to speed up implementation of the Decade programmes and to project itself into the 21st century with a renewed resolve to build competitive economies by, *inter alia*, increasing the efficiency of transportation and communication systems.

442. This need is looming large on the tasks ahead of the continent and its development partners as we move into the 21st century with a rapidly globalizing and liberalizing world economy.

443. The second mid-term evaluation of UNTACDA II undertaken in 1997 points to this need and further recommends immediate action to:

- (i) Pursue and deepen on-going economic reforms in general and reforms of the transport and communications sector in particular;
- (ii) Promote an adequate technological base for development of efficient transport and communication systems in Africa and efficient operation of the latter;
- (iii) Build critical human, institutional and entrepreneurial capacities in the area of transport and communications; and
- (iv) Ensure viability in the transport and communications sector by reconciling the required rapid development of the sector and the need for a balanced environment with due regard to security and safety.

444. These four intersecting domains of action will eventually provide solid foundations for the road, railways, air, maritime and inland transport subsectors, as well as for telecommunications and postal infrastructure and services.

445. Of vital importance to the proposed framework for action are the issues of cooperation, coordination and mobilization of the needed resources to support development policies, programmes and actions as well as identification and promotion of relevant technical assistance and investment projects.

446. The proposed framework is quite flexible, providing for responses to changes in the national, regional or international environment.

II. Cross-Cutting Areas of Focus

A. Pursuing and deepening on-going economic reforms in general and reforms of the transport and communication sector in particular

447. First and foremost, for the transport and communications sector to be viable it is of utmost importance to establish the right macro-economic framework so as to create conditions for increased public and private savings for investments in the sector and for improved management.

448. The transport and communications sector reforms should be based on the following objectives:

- (a) Drawing up and implementing policies and strategies for the planning, financing, building and efficient operation of infrastructure, including rural infrastructure, taking into account the interests of semi- and completely landlocked countries;
- (b) Building maintenance capacities, ensuring implementation of maintenance projects and programmes and securing efficient management of facilities;
- (c) Promoting access to transport and communications services, including the rural areas, by providing quality services that will facilitate economic growth and improve the peoples quality of life in all countries and, particularly, in semi- and completely landlocked countries; and
- (d) Removing non-physical barriers/impediments to smooth flow of transport and communications traffic. To this end, well-designed phased liberalization policies should be adopted and implemented so as to enable local public and private actors to adjust to the required structural and management changes. Measures envisaged include, liberalization of shipping, facilitation of port procedures (IMO Convention), facilitation and implementation of transit procedures contained in relevant agreements, liberalization of air traffic and implementation of other relevant provisions of the Yamoussoukro Declaration. ECA should prepare a list of relevant conventions and assist member-State accession to them. It should also promote bilateral and multilateral facilitation agreements, harmonize construction and operating standards and organize regional seminars.

449. Conclusive relevant studies on State withdrawal from the management of transport and communications operations must be followed by concrete action, particularly as regards the railways, port and airport authorities as well as airlines, telecommunications, broadcasting and postal services. Reduction of monopoly and inflexibility in operations as well as in tariff policies, which result from strong State interference, will help to improve the economic efficiency of these operations in favour of effective competition. The above-mentioned restructuring activities must involve the private sector, taking into account the aspirations of all stakeholders including governments, service providers, users, labour and the general public. The opening of these subsectors to the private sector should be done on competitive bases and in accordance with the relevant criteria.

B. Promotion of an adequate technological base for the development of efficient and operational transport and communications systems

450. Transport and communications are consumers as well as generators of technologies. Technology development and transfer are therefore key to the sector. While technology transfer is currently dominant, maintenance, technology adaptation and specific utilization require research and development (R & D) efforts. Immediate areas of focus in this domain are:

- (a) Enhancing capacities for negotiations on technology transfer. Technical business curricula should be developed and integrated into the agenda of subregional training centres for long- and short-term training programmes. Cost-effective acquisition of adapted technologies is key to the sector's efficiency.
- (b) Promoting research/development and training in areas such as building materials, metallurgy, mechanics, aero-space sciences, meteorology, telecommunications and computer technologies is of utmost importance. To this end action should be taken to maintain the capacities of existing research and training centres, strengthen them and reorient their programmes, where necessary. Existing multinational transport, telecommunications, postal and meteorological training centres should be strengthened and endowment funds created to equip them adequately. Regional centres such as the African Regional Centre for Technology (ARCT), the African Centre for Meteorology (ACMAD), the African Regional Centre for Training in Aerospace (RECTAS) and the Regional Centre for Cartography, Mapping and Remote Sensing should be requested to include transport and communications-related research/development and training programmes in their activities. Such institutions could lead the design of programmes and networks catering for the technology needs of the sector if adequate resources are mobilized to this end.
- (c) Promoting appropriate road technologies, manufacture of railway coaches and equipment, shipyards, aircraft overhaul centres and manufacture of post and telecommunications equipment. The agencies mentioned under (b) above could, depending on their capabilities, assist in the development of these technologies.

451. The African Regional Centre for Manufacturing and Design (ARCEDEM) located in Nigeria could help plan and backstop envisaged manufacturing centres by providing relevant upstream research and by coordinating transport and communication manufacturing projects.

452. In view of the scarcity of resources and the required economies of scale, and in order to avoid duplications, action should as a matter of priority be directed to promoting subregional and regional facilities. Cooperation in the training and development of human resources, relying on existing African institutions, should be consolidated.

C. Building institutional capacities

1. Developing and upgrading human resources

453. Human resources development is essential for the transport and communications sector. Training must include all levels of personnel, from management to executive staff of both the public and private sectors and take into account the results of phase 1 of the HRID and SSATP programmes. However, the approach must be reexamined in order to better deal with the management of such a programme.

454. The new approach should give greater responsibility to subregional economic cooperation organizations. They should be made responsible for training aimed at improving the professional skills of the management staff and lead actors (the professionals) as well as trainers for the other levels (experts and executive staff) whose training should take place in each State. At the regional level, plans should be made only for the training of high-level trainers, that is, trainers for training at the subregional level.

2. Building management capacities

455. Promoting small- and medium-scale enterprises should be a major concern in capacity building. In fact, the sector is dominated by foreign operators either because they represent the interests of the old colonial companies or because they are appendages of big multinationals. Also, the emergence and consolidation of young local operators (national and subregional) and protecting their interests absolutely call for changes not only in the operating procedures and methods (organization of access and competition) but also in the assistance and training that the authorities should provide them.

456. Furthermore, improving the sector's public institutions must be by first defining their mission in light of allocated resources, quality of planning and, control of financial resources and programming of activities.

D. Improving management and conditions for sustainable development of transport and communications

457. Availability of reliable and detailed data on the sector will help to improve management skills as this allows for better planning and programming of various actions. That means envisaging to pursue the Transport Data-Bank (TDB) programme. This also requires a new approach. It is indeed advisable to begin proper preparation of data at the subregional level before proceeding to the regional level. Also, bearing in mind the objectives and results achieved during the first phase of the Transport Data-Bank programme, it is now necessary to organize data collection and preparation as well as to train relevant personnel for both collection and processing at the subregional level using the standards fixed at the regional level. It seems indispensable to ensure that the institutional framework is well prepared in order to secure the project's success. Thus, continuation of the programme to establish a transport and communications data-base must be included in activities designed to meet the Decade objectives. In this connection seminars at the

subregional level should be organized with the participation of institutions responsible for collecting and processing statistical data, with a view to unifying and harmonizing data collecting procedures. It will also be necessary to increase cooperation in the area of manufacturing transport materials by using existing units.

458. Viable development of the transport and communications sector cannot, indeed, be sustainable in an environment of inadequate safety, on the one hand, and degradation of ecological balance, on the other hand. The loss of life and compensations due to accidents are clearly a huge burden on African economies. The degradation of the natural environment as a result of investments and transport operations, has a real impact on the continent's ecosystem as well as on agricultural and animal production which largely depend on the state of the ecosystem. It also impedes the attraction of investments from external sources, and is at the root of the high costs of investments and management and maintenance of transport infrastructure following desertification phenomena which are very often the end result. That is why the Decade programme included, among objectives to be attained, improvement in transport safety and security as well as intensification of transport-related environmental protection measures.

459. It is also important to pursue activities meant to improve transport security and safety as well as intensify environmental protection measures, especially in the forest, sea, desert and air. In this respect, the agencies must help States provide a solution not only to staff training but also to the formulation and application of appropriate regulations.

III. Areas of Immediate Subsectoral Concentration

460. The evaluation revealed the existence of about 34 projects whose total funding has been secured but whose execution has not yet started. It was thus recommended that States and executing agencies should make necessary efforts to ensure rapid take-off of these projects before the end of the Decade.

461. Still in an effort to speed up implementation of the Decade programme, by laying emphasis on the key elements of increased intra-African cooperation, vital to any sustainable integration, it is appropriate, in addition to the activities defined above, to focus subsectoral efforts on solving the following problems:

Roads and road transport

A. Phase I: 1998-2000

- (a) Institutional capacity-building and improved network management;
- (b) Improved planning and budgeting system and improved collection and management of domestic resources;
- (c) Improved execution of maintenance and investments, in order to increase road density and serviceability levels, with private-sector participation;
- (d) Drawing up of policy and institutional frameworks for developing road safety programmes;

- (e) Development of guidelines for policy and market regulation frameworks for road transport operations;
- (f) Training of travel agents with a view to facilitating movement in the transit corridors; and
- (g) Elaboration of a road construction technology.

B. Phase II: Beyond 2000

- (a) Human resources development through incentives and training;
- (b) Institutional capacity-building and improvement of road network management;
- (c) Involvement of development partners, particularly from the private sector;
- (d) Execution of maintenance and infrastructure investment projects in order to increase the density and improve the quality of the road-transport infrastructure;
- (e) Development of appropriate technology for the road-transport infrastructure;
- (f) Improved facilitation of international road transport through application of existing subregional, regional and international agreements/conventions to reduce physical and non-physical barriers to international traffic;
- (g) Improved planning and budgeting systems and improvement of collection and management of domestic resources;
- (h) Effective promotion and development of road safety programmes through actualization of the perspectives contained in the African Road Safety Initiative; sensitization of all partners and adoption of harmonized rules and regulations;
- (i) Establishment and adoption of appropriate mechanisms for protecting the environment against negative effects of the road-transport infrastructure and operations; and
- (j) Drawing up of frameworks, guidelines, policies and market regulations for road transport operations.

Railways

A. Phase I: 1998-2000

- (a) Retaining the performance indicators defined in paragraph 61 of the Progress Report;
- (b) Supporting the UAR (African Union of Railways) proposal to convene, for 1998, a meeting of railway experts to evaluate the performance goals achieved since 1991;

- (c) Follow-up and improvement of the railway administration and enterprise restructuring process (1997-1999);
- (d) Implementation of specific evaluative studies covering each subregion, in coordination with the subregional groupings (1998-2000);
- (e) Highlighting and evaluating the different experiences with operations under concession (1998-2000);
- (f) Evaluating implementation of contractual/planning instruments and adherence by contracting parties to their obligations (1999);
- (g) Convening, for 1998, a conference of transport ministers responsible for railways, for a comprehensive evaluation of the subsector and issuance of guidelines to improve and sustain the restructuring process (1998);
- (h) Developing railway-equipment manufacturing industries (including joint manufacture of wagons by member States of regional groupings), creating subregional maintenance units, and establishing centres for coordinating, centralizing and channelling the supply of equipment (1998-2000);
- (i) Embarking on the actualization of study projects relating to the implementation of the UAR (African Union of Railways) master plan and subregional interconnection plans (1998-2000);
- (j) Sustaining programmes focused on improved railway operations management through cost reduction and enhancement of staff productivity as well as equipment (1998-2000);
- (k) Streamlining flow of traffic, particularly international traffic (1998-2000);
- (l) Improving maintenance techniques (1998-1999-2000);
- (m) Sustaining human resources development initiatives and those concerned with the coordination of training programmes in various institutions. Solving the problem of the WARDAN and KABWE centres (1998-2000), and
- (n) Carrying out a study on the UAR databank and harmonizing this with other ongoing projects, taking into account the progress so far achieved by organizations such as ECA and the World Bank.

B. Phase II: Beyond 2000

- (a) Completing the programmes commenced during UNTACDA II;
- (b) Redefining the role of African railways, taking into consideration the globalization process and various constraints affecting African economies, and more particularly, the transport sector;

- (c) Integrating sectoral development objectives into the commitments made by States in the Abuja Treaty (article 61) and the additional Protocol on the transport subsector (article 4);
- (d) Coordinating studies carried out at the subregional level with the UAR Master Plan for railway linkages in Africa (2002);
- (e) Embarking on evaluative studies;
- (f) Seeking financing for construction of linkages and implementation of industrial projects;
- (g) Setting up the UAR databank;
- (h) Actualizing, in cooperation with UAR and other international railway organizations, the harmonization and standardization of machines and equipment for use by African railways; and
- (i) Developing research programmes in railway operations with specialized institutions in Africa in cooperation with UIR, AICCF, AAR, and ERRI.

Urban transport

- (a) Creating an African expertise in urban transport planning operation, research and financing (through institutions, municipalities and research centres); and
- (b) Studying the needs of the urban poor in selected member States, in parallel with the commitment on the part of political leaders to putting in place relevant urban transport policies.

Air transport

A. Phase I: 1998-2000

- (a) Implementation of the Yamoussoukro Declaration particularly on air transport liberalization in Africa, in accordance with the conclusions reached in Mauritius on traffic rights;
- (b) Study on the development of African air transport services, and the challenges, including long-term perspectives and action programmes for air transport in Africa;
- (c) Improvement of air safety and aviation security;
- (d) Following up on the implementation of the AFT air navigation plan;
- (e) Encouraging member States to utilise the ICAO's AVSEC mechanism;
- (f) Improvement of the quality of air transport services; and

- (g) Institutional reform to facilitate development of market-oriented operations and service delivery, and taking into account the interests of users of air services.

B. Phase II: Beyond 2000

- (a) Restructuring of airport and airspace management authorities to make them more efficient and cost-effective;
- (b) Integration of airspaces and cooperative approach to airspace management, particularly through regionalization and globalization of upper airspace management;
- (c) Development of human resources;
- (d) Establishment of funding mechanism for the implementation of the ICAO/CNS/ATM plan in Africa and of the AFI air navigation plan;
- (e) Improvement of facilitation;
- (f) Establishment of a data base and improvement of data collection;
- (g) Improvement of air safety and aviation security;
- (h) Speeding up ratification of relevant international air law conventions; and
- (i) Encouraging private-sector participation in the purchase and leasing of aircraft.

Telecommunications and broadcasting

- (a) Sensitizing governments on appropriate decision-making in defining policy orientations in the telecommunications and broadcasting sectors;
- (b) Assisting countries that are still in the process of establishing legislative and regulatory procedures for the telecommunications and broadcasting sectors;
- (c) Following up on the progress of legislative and regulatory reforms initiated in various countries and their impact;
- (d) Organizing workshops on sectoral reform, at the subregional level;
- (e) Setting up model guidelines designed to harmonize policy orientations, regulations - including domestic regulations on spectrum and the relevant tariff rates - and national institutional structures to speed up and rationalize the development of a global telecommunications network;
- (f) Organizing regular workshops at the subregional level, on the range of technological applications and the development of various services;

- (g) Analyzing all possible technological alternatives as well as the modalities of cooperation, with the other operators of telecommunications systems, new and old, whose activities tie in with the objectives of the Decade and of RASCOM in relation to telecommunications in Africa;
- (h) Taking the initiative of establishing standards (at the regional level, if possible) on conventional TVRO systems for home use, with small boosters for retransmissions locally, particularly in rural and remote areas, in accordance with RASCOM objectives; since retransmissions of television programmes by satellite can reach the entire national territory;
- (i) Preparing manuals (regulatory, operational and technical) to assist African countries in the installation of GMPCS (mobile personal satellite communications) systems, to understand these systems better and be able to harmonize their use in the telecommunications systems of the various subregions;
- (j) Ensuring wider access to information resources available in some of the countries by linking up several localities, including rural communities, into information networks, in order to enable decision-makers at all levels, researchers and change managers, particularly those based in Africa's rural areas, to have access to multimedia services;
- (k) Organizing workshops/seminars on private-sector participation in telecommunications investment, to elicit debate on introduction of market mechanisms, institutional development, subcontracting, etc. in order to strengthen the capacities and environment that will speed up development;
- (l) Promoting the production in Africa, at low cost, of receivers and transmitters, beginning with an analysis by sectoral working groups, and integrating the ITU study on the manufacture of telecommunications equipment in Africa;
- (m) Providing Africa's human resource base with the necessary motivation and know-how to enable regulating agencies and service providers in the area of telecommunications to function effectively in the changing telecommunications environment and make an effective contribution to the realization of the objectives of the Buenos Aires plan of action;
- (n) Drawing up market-oriented development plans to enable governments to establish and update market-oriented development plans;
- (o) Improving the management of maintenance operations, including information and management systems designed to control the quality of service delivery, address subscribers' needs and complaints, improve the management of equipment and spare parts, in order to bring the quality of service delivery up to the level of developed countries;
- (p) Developing the planning, management and operational capacities of broadcasting agencies and independent broadcasters in African countries that are desirous of increasing their autonomy and efficiency;

- (q) Assisting African countries to computerize their management of radio-electric spectrum frequencies by developing a basic automated spectrum management system (BASMS) which would be followed by an advanced spectrum management system (ASMS), modelled on the BASMS;
- (r) Assisting governments to install community telecommunications centres designed to facilitate the provision of services and technical support as well as public telephone booths to rural communities across Africa;
- (s) Focusing attention on the various resolutions, recommendations and plans of action relating to telecommunications that have been adopted in various subregional and regional meetings such as AF-RTDC-96, so as to make a coordinated start towards accelerating the development of the sector; and
- (t) Organizing sectoral subregional meetings following decisions of large organizations at regional or international level, for implementation of the aspects relating to the Decade.

Postal services

- (a) Securing the administrative and financial management independence requested by public operators;
- (b) Clearly defining the limits and scope of monopoly or reserved services;
- (c) Introducing a system for monitoring application of reserved service provisions;
- (d) Defining the limits on competition in domestic and international services;
- (e) Participating in the preparation and implementation of development strategies at the regional level to improve quality and competitiveness;
- (f) Supporting postal development programmes by various means;
- (g) Development of advanced technology (follow-up and localization of mail and transmitted messages);
- (h) Developing new services;
- (i) Establishing commercial strategies;
- (j) Organizational and functional adaptation of institutions to market needs;
- (k) Developing trade relations based on the best existing practices;
- (l) Introducing modern human resources development policies;
- (m) Adapting training to the commercial function of the Post;

- (n) Adopting a management approach that emphasizes the value of team work and staff motivation;
- (o) Implementing a quality of service policy;
- (p) Adopting and implementing a voluntary security-related policy at all stages of postal activity;
- (q) Expediting customs clearance of items;
- (r) Making use of dedicated telecommunications networks and systems (such as EDI) aimed at ensuring effective interconnection of the international postal network;
- (s) Adopting cost-control policies and measures to improve the efficiency and productivity of operations with a view to providing support to competitive prices;
- (t) Establishment and strengthening of other regional and subregional transit centres; and
- (u) Development of postal services in rural areas.

Maritime transport

A. Phase I: 1998-2000

- (a) Preparation of a report on the status in Africa of major maritime conventions which are of importance to African countries for dissemination through national and subregional seminars and assistance to member States in the integration and implementation of these conventions;
- (b) Continued institutional reforms of the shipping sector taking into account the directives of specialized organizations such as CEMDAC. In this regard, effort should be made to organize national and sub-regional workshops on the implementation and application of major maritime transport conventions of relevance to African countries; and
- (c) Continued improvement of human resources after a proper evaluation of shipping training needs.

B. Phase II: Beyond 2000

- (a) Continued sensitization towards adherence to international maritime conventions and their application in order to improve international maritime transport facilitation in general and multimodal transport in particular;
- (b) Improvement of infrastructure and handling equipment in areas reserved for landlocked countries; and
- (c) Continued support to the development of human resources and evaluation of training needs in maritime transport.

Maritime ports

A. Phase I: 1998-2000

- (a) Organization and conducting of ports commercialization workshops in cooperation with subregional port management associations;
- (b) Establishment of policies and measures for combatting pollution in African ports;
- (c) Non-recurrent publication on challenges facing the African ports in the next millennium;
- (d) Subregional seminars on ports safety and efficiency;
- (e) Subregional seminars on improvement of human resources for the management of ports;
- (f) Improvement of infrastructure in port and warehouses serving landlocked countries in Africa;
- (g) Development of common subregional policies for dredging;
- (h) Cooperating with port management associations in the design of ports data-bases;
- (i) Supporting transit and landlocked countries in the establishment and operations of inland dry ports;
- (j) Delivery of TRAINMAR workshops and seminars in Africa, including the development of TRAINMAR centres, teaching materials and faculty for various African subregions;
- (k) Financial contributions and collaboration of landlocked countries in the design and construction of the infrastructure; and
- (l) Minimizing port passage charges.

B. Phase II: Beyond 2000

- (a) Subregional seminars on ports safety and efficiency;
- (b) Subregional seminars on improvement of human resources for the management of ports;
- (c) Improvement of infrastructure in port and warehouses serving landlocked countries in Africa;
- (d) Establishment of policies and measures for port safety and for combatting pollution in African ports;

- (e) Supporting transit and landlocked countries in the establishment and operations of inland dry ports; and
- (f) Delivery of TRAINMAR workshops and seminars including the development of TRAINMAR centres, teaching materials and faculty for various African subregions.

Inland waterways

A. Phase I: 1998-2000

- (a) Conducting of studies on establishment of joint bodies for the management of inter-State navigable waterway infrastructure taking into account the interests of landlocked countries;
- (b) Harmonization of inland waterway statutes and regulations, including improvement of navigation safety and communications over lakes and rivers;
- (c) Development of joint policies for dredging of inland waterways, lakes, rivers, and their respective ports;
- (d) Development of inland waterways subregional training programmes to be conducted at subregional levels with focus on technical, operation and managerial staff;
- (e) Improvement of navigational aids and equipment for inland waterways;
- (f) Developing inter-State cooperation arrangements for joint operation of inland waterways; and
- (g) Development of the naval industry for purposes of navigation and repair equipment.

B. Phase II: Beyond 2000

- (a) Development of inland waterways vessels industry for both navigation and equipment repairs;
- (b) Improvement of navigational aids and equipment for inland waterways; and
- (c) Development of inter-country cooperative arrangements for joint operations of inland waterways.

General and multimodal transport and transit transport

A. Phase I: 1998-2000

- (a) Organization and conducting of subregional workshops on transit problems affecting various transit transport corridors in the region;
- (b) Providing assistance to transit transport authorities in the establishment of conducive transit policy environment for landlocked and transit countries;
- (c) Implementation of activities for the use of modern communications technology such as those provided by ACIS and ASYCUND, including greater private sector involvement in all communications areas to help create a better environment and achieve greater efficiency for business operations along transit corridors;
- (d) Consolidation of the achievements of Phase I of the Data Base programme with pilot countries and subregional organizations through national and subregional workshops;
- (e) Preparation of modal performance indicators covering all transport modes based on recommendations of the closing seminar for Phase I of the Data Base programme;
- (f) Updating of ECA reports on new developments in electronic messaging, including internet for dissemination to countries and organizations interested in the establishment of transport data bases; and
- (g) Liaison with all organizations and countries working on establishment and development of transport data bases.

B. Phase II: Beyond 2000

- (a) Harmonization of transit transport agreements with subregional transport legislations, and improvement of communications along the various transit corridors;
- (b) Organization of seminars on transport statistics in cooperation with the United Nations and international organizations dealing with transport statistics development in Africa; and
- (c) Liaising with all organizations working on the establishment and development of the transport data bank.

IV. Cooperation

462. While remaining an African programme, and its success indeed depends on that, the Decade must be an effective cooperation framework which makes it possible, through dialogue and consultation among all partners, to direct all efforts towards the harmonious development of the transport and communications sector and particularly towards the attainment of its objectives. In this regard, the partners must pursue and intensify cooperation proven during the Decade preparation and make all concerted efforts to mobilize as many resources as possible at the domestic and external levels to allow for the achievement of rapid results before the end of the Decade.

463. Within this framework, though SSATP and Decade programmes had made it possible to obtain some positive results which increased the thrust to attain the Decade objectives, it is necessary to harmonize and coordinate them in order to increase their efficiency. This harmonization and coordination stage must be followed by a second one relating to the transfer of the SSATP base in Africa in order to further facilitate contacts with recipient countries, and the possible extension of the programme to the whole continent. In the long run, it would be necessary to envisage a single framework for action for the development of the transport and communications sector on the whole continent.

464. Regional programmes of international agencies must draw inspiration from the Decade programme; and the Decade agencies must be involved in the preparation of regional programmes in order to take account of experiences from the two Decades.

V. Resource Mobilization

465. Lessons drawn from the implementation of UNTACDA II show that the programme implementation suffered from lack of financial resources. The difficulties faced by the traditional financing agencies such as UNDP, and the States are partly a contributory factor. That situation required the States and agencies piloting the Decade to be more imaginative and to adopt new resource mobilization strategies centred on:

- (i) Joint efforts by the States and agencies to identify and formulate good projects supported by all;
- (ii) Collection and dissemination of information on projects, their execution and financing sources as well as procedures for the latter through all possible means, including the electronic channel;
- (iii) Diversification of funding sources to include the non-traditional partners (bilateral, private, etc.); and
- (iv) More aggressiveness in resource mobilization activities, including project marketing and promotion through the establishment of mechanisms hitherto unused within the framework of the Decade (round tables, opening of trust funds, acquisition of overall commitments of financing bodies, etc.)

466. Action already initiated to equip the subregional economic communities with their own resource-generation mechanisms must be pursued and facilitated by the States.

467. Accessibility to regional funds (Lome Convention) must be given a special attention. Authorizing ministers must be formally informed of the Decade programmes (signing meeting). Within that framework, the subregional organizations, must coordinate their efforts by establishing regional pools and by designating authorizing organizations from their midst.

468. The establishment of sectoral trust funds financed through levies like the road funds which existed in certain States, should be envisaged as well as maritime funds, ... etc., which were proposed.

VI. Institutional Framework for Coordination and Monitoring

469. Considering the problems identified in the evaluation report which led to the malfunctioning of the established institutional framework, and hence the tardy programme implementation, it is necessary to review this mechanism. In this respect, the following framework has been proposed, and it can be streamlined if necessary:

- (a) The establishment, under the auspices of the Conference of Ministers of Transport and Communications, of a Ministerial Follow-up Committee composed of Ministers designated by the various subregions on a two-year rotating basis. This committee will oversee at the political level the orientation and implementation of transport and communications programmes adopted by the Conference.
- (b) The setting-up of a Coordinating Committee composed of ECA (lead agency and secretariat), OAU and ADB to monitor, at the operational level, the day-to-day implementation of the programmes, report on and coordinate resource mobilization (sensitization and dissemination of information, support to institutions and countries in their resource mobilization efforts). In this respect, ECA should coordinate subregional programmes of subregional economic organizations as well as the regional projects of international organizations. ECA, in cooperation with the countries, should collect and disseminate information on the best practices and support the efforts of organizations towards the attainment of the Decade objectives.
- (c) Continued functioning of the Inter-Agency Coordinating Committee (IACC) and its subsectoral groups. The IACC will be the technical organ of the Ministerial Follow-up Committee defined above under (a) and will be responsible for the orientation of regional plans of action for the participation of partners in the development of transport and communications in Africa, and the technical coordination of the programme.
- (d) Maintaining Subregional Coordinating Committees placed under the auspices of the subregional economic organizations which have the responsibility to coordinate and animate these committees. These subregional coordinating committees will have the responsibility to guide and ensure the technical preparation of the subregional programmes as well as follow-up on their implementation. Furthermore, the subregional organizations will coordinate the programmes and efforts to integrate their member States.

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(e) **Strengthening of National Coordinating Mechanisms entrusted with the coordination of the transport and communications sector under the thrust of subregional economic cooperation organizations.**

The following text is extremely faint and largely illegible. It appears to be a list of activities or a detailed description of the mechanisms mentioned in the header. The text is organized into several paragraphs, but the specific content cannot be accurately transcribed due to the low contrast and blurriness of the scan.