

**THE SECOND UNITED NATIONS TRANSPORT AND COMMUNICATIONS
DECADE IN AFRICA: 1991-2000 (UNTACDA II)**

PROGRAMME OF ACTION FOR 1995-1997

I. INTRODUCTION

1. The programme of the Second United Nations Transport and Communications Decade in Africa (UNTACDA II) was formally launched by the United Nations General Assembly by its resolution 46/456 of 20 December 1991, following its approval by the Conference of African Ministers of Transport, Communications and Planning at its first Extra-ordinary meeting in May 1991. The programme is designed to provide a framework for coordination and cooperation among African countries and between Africa and its development partners in the transport and communications sectors.

2. During the first four years of its implementation (1991-1994), various aspects of the programme were implemented at the national, sub-regional and regional levels by the respective partners. A mid-term review of the programme was carried out in 1994, in accordance with its strategy, in order to assess the cohesiveness of the programme, its global and sectoral objectives, strategies and projects; the effectiveness of the various organs in the institutional mechanism for its implementation; and the progress achieved as well as difficulties encountered in its implementation. The conclusions drawn from these assessments would lead to the formulation of appropriate recommendations for corrective measures for future implementation of the programme.

3. At its tenth meeting in 1993, the Conference of Ministers, among other things, directed that a biennium work programme be prepared for implementation in 1995-1996; the draft work programme is to be considered by the Conference at its next meeting in 1995. Furthermore, the strategy for implementation of the programme calls for another evaluation to be carried out in 1997.

4. The programme of action presented in this document however covers the period 1995-1997 in order to allocate three years for implementation of the next phase of the programme before the second assessment which will be carried out in late 1997.

II. PROGRAMME OF ACTION FOR 1995-1997

2.1 Guidelines for Preparation of the Programme of Action

5. In preparing the action programme, due cognizance was taken of the recommendations arising from the report of the mid-term evaluation. Specifically, the action programme has the following characteristics:

- (i) Time frame, allocation of responsibilities and indication of resource availability for carrying out specific activities (**Recommendation 1**).

- (ii) Focus on regional activities in support of national actions (**Recommendation 2**). This is consistent with the guidelines for prioritization of projects that was established by the Conference of Ministers at its seventh meeting in Tangiers in 1989.
- (iii) The work programme of each participating organization/agency should be part of the action programme (**Recommendation 3**).
- (iv) All purely national projects which are designed to enhance the achievements of the objectives of UNTACDA II should be coordinated at the subregional level (**Recommendation 17**).

6. As regards the subject areas to be covered in the action programme, the evaluation recommends that emphasis be put on the following:

- (i) Resource mobilization at two levels: for support of the Decade mechanism and for implementing the activities identified in the action programme (**Recommendations 5 and 6**).
- (ii) Promotion of private sector participation in the development of transport and communications sector in Africa (**Recommendation 7**).
- (iii) Cooperation and coordination of activities among all the participating organizations and agencies (**Recommendations 12,13,15**).

7. The programme of action has been formulated in the bottom-up approach of UNTACDA II; that is, with inputs from member States, African regional Inter-Governmental Organizations and concerned UN agencies and financial institutions. Accordingly, the action programme identified activities to be carried out at these three levels: national, sub-regional and regional. The findings and recommendations from the 1994 mid-term review formed the basis for the action programme.

2.1.1. Activities at National Level

8. National activities should focus on the implementation of high priority projects which have regional and sub-regional impact, such as those currently included in the approved list of projects to be implemented under UNTACDA II, **Volume II: Projects Approved In 1991**. The national projects which are designed to enhance the achievement of the UNTACDA II objectives should be approved within the context of the respective sub-regions and their activities co-ordinated and monitored by the leader of the sub-regional Working Groups, namely, ECCAS, ECOWAS, COMESA and UMA. These

organizations would then report progress in their respective subregions to the Conference of Ministers through the IACC (**Recommendation 17**).

2.1.2. Activities at Sub-regional Level

9. It is to be recalled that the five sub-regions of Africa are the building blocks for the establishment of the African Economic Community according to the Abuja Treaty of 1991. For UNTACDA II, which is the basis for the physical integration of Africa, these sub-regions form a natural grouping for its implementation. In fact, the strategies for the programme were drawn on the basis of four sub-regional groupings, in which Eastern and Southern Africa was taken as one region, thereby combining the activities of the then PTA with those of SADC since most of their membership overlaps.

10. Logistically, the sub-regional groups are central to the programme of UNTACDA II as was well recognized in the Tangier strategy. Sub-regional strategies are the major constituent parts of the Decade strategy and the sub-regional Working Groups should be entrusted with the assignment to draw up the sub-regional action programme. In this regard, the sub-sectoral Working Groups are to provide the necessary technical support. (**Recommendation 12**).

2.1.3. Activities at Regional Level

11. The mid-term evaluation has concluded that the thematic areas which had been identified in the strategies of UNTACDA II as priority areas have not been adequately developed into action programmes and projects. The regional African organizations and the relevant UN agencies should therefore fully incorporate into their regular work programmes those aspects of the programme which are relevant to their mandate and competence. As members of the various sub-sectoral Working Groups, these organizations and agencies should assist the sub-regional Working Groups in the evaluation, formulation and implementation of projects in their areas of competence (**Recommendations 12 and 13**). In view of the drastic cutbacks in extra-budgetary resources available to the UN agencies, this seems to be the only way forward.

2.2. Regional Action Programme for UNTACDA II.

12. The regional action programme in support of the development of transport and communications infrastructure and services should take into account the needs identified at the national level as well as the capacities of the sub-regional organizations. It is a realistic programme of action based on the resources which are likely to be available within the regular budgets of the participating agencies and institutions.

13. Notwithstanding, the fact, that there are ten global objectives of UNTACDA II, the action programme for 1995-1997 will focus only on certain priority areas. Joint projects/activities in the regional action programme should therefore be formulated on the following themes of UNTACDA II by the relevant agencies, members of the various sub-sectoral and sub-regional working groups:

- (i) Human Resource and Institutional Development;
- (ii) Regional cooperation;
- (iii) Management information systems;
- (iv) Seminars and Workshops.

14. The following projects and activities may be considered for implementation under the regional action programme. Member States which are interested in any particular area of activity are expected to inform ECA in its capacity as lead agency for UNTACDA II. The latter would in then coordinate with the concerned agencies accordingly.

2.2.1 Human Resources and Institutional Development in Transport and Communications (HRID)

(i) HRID Programme

15. The HRID project aims at improving the human resource and institutional development in African transport and communications. The project entails the implementation of the findings of Phase I of the programme at the country level. As a continuation of the HRID programme, seminars on human and institutional development will be organized for some modes of transport and communications. The modes and issues to be considered will derive, *inter alia*, from the HRID programme. Some training on thematic issues may be developed. The agencies which have previously participated in this project may be expected to continue; these include ILO, ITU, ICAO, UNCTAD, World Bank, ECA and UNDP.

(ii) Private Sector Participation In Telecommunications Development In Africa.

16. Development of telecommunications in Africa has been constrained by many factors, principal among which are limited technical and financial resources. Recent discussions have identified private sector participation as a viable and an attractive complement to the traditional government practices for development of this area.

17. The Abidjan colloquium on telecommunications and sustainable economic development in Africa initiated regional discussions on this issue. This was immediately followed by the Banjul Roundtable. The Buenos Aires Declaration further emphasized the need for more rapid development of telecommunications in the developing regions of the world. In this regard, two Telecommunications Development Sector Study Groups were established under the Telecommunication Development Bureau of ITU to prepare studies on specific development issues.

18. Africa must therefore take concrete steps in order to encourage private sector participation in developing its telecommunications sector. One possibility for regional action in this regard is to organize sub-regional workshops on private sector participation, as already begun in SADC region in 1994 with the support of USAID. While the Regional Economic Communities would be the focus of such workshops, they must be organized within a regional framework so as to arrive at a global consensus. International and regional organizations such as **ECA, ADB, OAU, ITU, PATU and World Bank** could prepare the regional framework for this purpose.

(iii) **Restructuring parastatal organizations and governmental institutions in the field of transport and communications: approaches and lessons from experiences in Africa**

19. Based on the documents prepared by ECA, two meetings (one in French and one in English) will be organized for experts from African countries including representatives of the private sector, experts from subregional organizations and specialized consultants. The objective of the meetings will be to exchange methodologies and experiences in restructuring using case studies from already established (private) enterprises. It is expected that experts from private companies as well as from parastatals and other experienced consultants will substantially contribute. Based on the conclusions of the meetings, ECA will prepare an orientation paper to be disseminated to African countries and organizations.

(iv) **Financing transport and communications sectors in Africa**

20. One workshop will be organized with the objective to strengthen African capacity in mobilizing resources for transport and communications sectors and will deal with the following: ways and means of increasing tax revenues as well as user charges in support of transport and communications development; and fiscal policies for promotion of indigenous private sector investment in the field of transport and communications.

(v) Commercialization of and the private sector participation in transport and communications operations in Africa.

21. The report will include: the baseline assessment, mode-by-mode, of the performance of the transport and communications sectors in Africa; identification of the services which could be improved through commercialization, including privatization and management autonomy; identification of modalities for commercialization and criteria for selecting services to be commercialized, taking into account the comparative advantage of various options for the participation of the private sector in transport and communications operations.

2.2.2 Regional Cooperation in Transport and Communications

(vi) Subregional seminars on the implementation of the Yamoussoukro Declaration on a new African air transport policy.

22. Seminars will be organized in collaboration with sub regional organizations, the mechanism set up in Mauritius to monitor the progress of implementation, especially in routes development and traffic right issues for which specific mandate has been given.

(vii) Assessment of implementation of International Transit Facilitation along selected transport corridors in Africa

23. This will be a review of the status and progress made in the implementation of studies and projects already conducted by UNCTAD, the World Bank, ECOWAS, PTA, Southern Africa Development Commission (SADC), UMA and other relevant institutions on transport facilitation in Africa. It will also assess the achievement of already established transit transport problems in the region. The review will enable ECA to determine problems in the region and to determine the entry point for workshops and other related issues to be addressed in transit transport during UNTACDA II and beyond. Activities to be undertaken include:

- (a) Review of existing studies on transit transport.
- (b) Missions to selected corridors in Eastern/Southern, Central, Western and Northern Africa.
- (c) Missions to selected organizations and institutions in Africa involved in Transit transport facilitation.
- (d) Preparation of a report highlighting the African experience in the facilitation of transport, with policy recommendations to governments

on short and long term steps necessary for the development of transport facilitation along the transport corridors in Africa.

24. The study will cover transport, communications and tourism aspects. A series of workshops on facilitation of international transport along the major corridors in Africa and the development and promotion of containerized transport. ECA, UNCTAD and the regional and sub-regional training institutions to develop the training curricular.

(viii) Regional Cooperation Among African Ports

25. Organization of a regular forum for the three sub-regional port management associations in order to enhance regional cooperation among them for rapid development. Strong regional cooperation among African ports is essential not only for elaboration of joint development policy, but also for coordination of Africa's position in international maritime community and port assemblies (a la American Association of Ports and Harbours, Baltic Ports Organization, European Community of Sea Ports Organization).

26. It is to be recalled that since 1987, UNECA has organized three meetings of African ports experts and senior officials to discuss development and cooperation among ports. There is need to continue this series of meetings in the form of a regular **Forum** (every two years). However, while the previous three meetings were organized by UNECA, the three port management associations are expected to play a key role in organizing the **Forum** through joint preparation of the agenda, programme, substantive papers and intercessional programme of activities. UNECA will continue serving as coordinating focal point. The other international agencies involved in the organization of the forum include UNCTAD, IMO and ILO.

(ix) Seminar on the establishment of mechanism of cooperation in maintenance of inter States inland waterways.

27. The objective of the seminar is to assist concerned members States to set up two pilot mechanisms of cooperation in the subregion, which will serve as an example for other subregions. The ECA will prepare, in collaboration with national experts, a document specifying practical modalities for setting up similar mechanisms of cooperation in other subregions.

(x) Trans-African Highways

28. This is a programme which is being funded from contributions by African member States. The programme covers, inter alia, the maintenance, rehabilitation and development of interstate road network and implementation of interstate traffic facilitation.

(xi) Manufacturing of transport and communication equipment

29. The project entails the development of subregional centres for manufacturing of equipment and spare parts. The main activities will be the follow-up of the pre-feasibility studies and the start of the feasibility study if possible.

(xii) COMESA, ECOWAS and ECCAS study on coastal shipping

30. The cabotage project in ECOWAS and ECCAS subregions is funded by ECA and its main goal is to establish a joint African shipping line. The main aspects of this joint venture have already been identified and potential investors/partners are being sought. Similarly, the COMESA project is financed by European Union.

(xiii) African postal transit centers

31. This is a follow-up of the Study on the Establishment of Regional and subregional Transit Centres in Africa, which was carried out in 1993. Four centres were identified: Addis Ababa, Harare, Abidjan and Cairo. Feasibility studies will be carried out under this project, to be funded through UNTACDA Trust Fund.

2.2.3. Management Information Systems

(xiv) Transport Data Base for Africa

32. Phase I of the project for the development of a regional transport data base has been completed. The **World Bank, UNDP and ECA** will continue collaboration in the follow-up project. The activities for the next phase of the project include:

- (a) Support to pilot countries in the finalization of outstanding recommendations on data collection and maintenance;
- (b) Mobilization of resources for the acquisition of hardware and software computer equipment for the establishment of the regional transport data base at ECA;
- (c) Finalization of data collection methodologies and calculations of performance indicators;
- (d) Construction and compilation of transport data services for the region;
- (e) Training in transport statistics.

(xv) African Transport and Communications in figures.

33. The publication will contain, inter alia, the assessment and analysis of the transport and communications sectors since the adoption of the UNTACDA II programme as well as the problems and solutions in selected corridors (facilitation, cost, customs, storage, training needs, etc...). The activities so far conducted by TCTD for the establishment of a transport data base within the framework of the UNTACDA II will facilitate this publication.

2.2.4. Seminars and Workshops

(xvi) Review of road safety activities in Africa.

34. The publication will be the lead paper for the Third African Road Safety Congress to be organized in 1996. The objective is to capture the progress or lack of it in the development of road safety activities in Africa since the Second African Safety Congress held in Addis Ababa in 1989. The paper will review the road safety situation in Africa, the progress achieved, the technology transfer, training and research programmes undertaken in Africa.

(xvii) Third African Road Safety Congress.

35. The Congress will address the following issues: road safety situation in Africa, initiation, financing and organization of road safety work, requirements for the future, the various elements of road safety and their initiation. It will also initiate south to south collaborative efforts to reinforce the already existing cooperation between ECA and OECD.

(xviii) Forum on African Transport.

36. The objective of the forum will be to review the emerging issues in African transport development and to discuss development issues with representatives of financing institutions, agencies and high level international experts in order to devise common strategies and secure support for specific projects for the development of transport infrastructure and services in Africa. It will also offer the opportunity for the private sector participation and the exhibition of technology, equipment, maintenance and road construction experience including low cost construction material.

37. Based on the conclusions of the forum, ECA will assist African countries to develop and prepare projects in accordance with the priority areas agreed. It is to be noted that a telecommunications forum for Africa is organized by ITU every four years, and therefore the proposed forum would focus only on transport aspects. However, ECA and ITU

should collaborate in the organization of telecom forum in Africa for which COMESA has expressed the wish to host in its subregion.

(xix) Subregional workshops on implementation of UNTACDA II strategies

38. Five workshops will be held, one in each subregion, to discuss ways and means of implementing aspects of UNTACDA II strategy which are specific to each subregion.

(xx) Environmental Issues in transport and tourism sectors in Africa: The reality and perspectives.

39. The report will include the following issues:

- (a) environmental issues in Africa transport and tourism sectors such as the awareness, health, management of environment and sustainable development, measures including legislation, problematic issues, taxation, major cities pollution and noise impact, appropriate technology for the reduction of pollution by gas;
- (b) growth of transport and tourism and related risks to environment in Africa;
- (c) practical recommendations.

40. Case studies as well as the experience of other regions in this field may also be considered.

III MOBILIZATION OF RESOURCES FOR THE IMPLEMENTATION OF THE REGIONAL ACTION PROGRAMME

41. The issue of resource mobilization for the implementation of the regional action programme is as important as the formulation of the programme itself. As pointed out in the report of the evaluation, a major reason for the reduced level of implementation of the programme during 1991-1994 was the lack of resources for the support activities. Specifically, Recommendation 18 states:

The various regional action programmes should be further refined to focus on priority topics for which financing can be obtained either from the budgets of participating organizations or from non-traditional sources. This category of projects should constitute the core of the programme.

42. It is to be recalled that a special fund had been set up since 1979 to support the Decade programme. Established within the framework of the United Nations Trust Fund for African Development (UNTFAD), the UNTACDA Trust Fund could be used to support the implementation of some of the activities in the programme of action. There would therefore be need to replenish these funds through special appeals to member States and the relevant development partners.

IV INTER-AGENCY COOPERATION

43. The Inter-Agency Coordinating Committee (IACC) was established within the framework of UNTACDA I programme (1978-1988) and was retained in the framework of UNTACDA II. Comprised of UN specialized agencies and African inter-governmental organizations, the role of IACC was to provide assistance to the countries in the implementation of sub-regional and regional projects.

44. In UNTACDA II programme, the members of IACC were organized further into subregional and sub-sectoral working groups in order to better focus their contributions in their specific areas of competence. In addition, ad hoc groupings were also formed for specific projects/activities (such as HRID, Transport Data, etc) in order to respond to the need to strengthen cooperation and consultations among the agencies. In addition, the IACC has continued to meet in order to review these activities from the perspective of the overall programme.

45. The implementation of the UNTACDA II programme of action, in particular the regional action programme, will require very close coordination among the agencies and organizations. While some of the activities may be carried out by specific working groups, it will be necessary to set up ad hoc working groups for other activities.