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REPORT ON THE ESTABLISHMENT OF THE SINGLE BUREAU  
OF THE TRANS-AFRICAN HIGHWAY AUTHORITIES

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## 1.0 Introduction

1.1 The Resolution : By its Resolution No. ECA/UNTACDA/Res.89/79 of 16 November, 1989 on the Trans African Highways, the Conference of African Ministers of Transport, Communications and Planning requested the ECA to set up; as soon as possible, a Bureau to serve as the single Secretariat of the Trans-African Highway Authorities, and appealed to member States of the Highway Authorities to honour their financial obligations vis-à-vis the single Bureau on time (Annex I)

## 1.2 The Trans-African Highway System (TAHS)

The concept of the TAH System, once realized will promote intra-African trade and travel through physical integration of all countries. Under the Lagos Plan of Action the African countries have accorded high priority to the TAH system as one of the major elements of transport input for promoting collective self-reliant and self-sustaining development of the regional economy. The declaration of the Decade for Transport and Communication for Africa in 1978 was an emphasis on the importance placed on the role of transport and communication in the integration of African economies.

The highways are designed to criss-cross the entire economic and political region of Africa and subsequently to link up together to make the landscape of Africa an efficiently interactive economic space.

The composition of the TAH network is as follows:

- (i) Lagos-Mombasa Trans-African Highway (TAH)
- (ii) Cairo-Gaborone Trans-East African Highway (TEAH)
- (iii) Lagos-Nouakchott Trans-West African Highway (TWAN)
- (iv) Lagos-Algiers Trans-Saharan Highway
- (v) Tripoli-Windhoek Trans-Central African Highway (TCAH)
- (vi) Beira Lobito Trans-Southern African Highway (TSAH)
- (vii) Dakar-N'djamena Trans-Sahelian Highway.

The above highways have established Co-ordinating Committees, and in the case of two have fully fledged Authorities.

In addition to the above the ECA is studying the development of two other Trans-African Highways:

- (viii) Rabat-Cairo Trans-North African (coastal) Highway;
- (ix) N'Djamena-Djibouti Trans-Sahelian Highway.

Eventually and when fully realized the entire system would serve as arteries of the Pan-African road system, and would be connected by feeder roads to complete the international highway system in the continent stage by stage.

The feeder roads are expected to link up the production and consumption centres in the African economy, to these major arteries.

With all these fully in place it is envisaged that trade and other forms of economic activities among African States will be highly promoted, in particular, tourism, which is a popular industry of the future in Africa.

To realize these goals, member States through the Trans-African Highway Authorities have undertaken to implement the programme by:

- (a) Constructing all the missing links to agreed standards;
- (b) Standardizing and harmonizing of practices across the region;
- (c) Removal of some non-physical barriers such as some of the administrative and legal controls that now hinder the free movements of traffic across borders.

As at the time of this report substantial work both in terms of physical and non-physical aspects has been undertaken on the Trans-African Highway, especially Lagos-Mombasa, Cairo-Gaborone, Trans-West Coastal Highway.

The amount of work to be realized on the Trans-African Highway Network (TAHN) is still enormous, but it is not in any way a discouraging factor. In the short term, however, taking into consideration financial situation of member States the completion of the missing links on the network is in serious competition with the demand for maintenance, especially following the work of the SSATP which highlights a backlog of almost US\$ 5 billion, as against almost the same amount desired to complete the TAH missing links. The implication of slacking on commitment is that most countries will have their enormous potential for growth constrained by the existing deficient network. The deficiency of the existing network is well known as a contributory factor to the imbalance in the economic structure of African countries. Thus any attempt to restructure the economy of these countries, without also taking into consideration the need for physical improvement in the transport network, growth and development may not be fully realizable.

The TAH links project may find it hard to attract funds against other competing demands, but through effective rationalization of the alignments, and by taking advantages, in the interim, of other aspects, such as multimodal approach and thus improving only the most critical link of the network, the entire project can systematically be put in place in the long run.

The establishment of the Trans-African Highway Bureau (TAHB) is indeed timely. Despite the existence of subregional organizations, implementing programmes in transport, the implementation of the transport aspect of the Lagos Plan of Action and, hence, the Decade for Transport and Communication Programme is experiencing serious gaps (in view of the limitations on the capacities and perspectives of the subregional institutions) at the regional level. Hence, the need to create effective regional organs to formulate and implement programmes in order to fill-in vital advisory, promotional and dissemination roles at the regional level is highly overdue.

## 2. Institutional Background

### 2.1 Introduction

The concept of the Trans-African Highway system and hence, that of establishing a Secretariat to co-ordinate its implementation, was first conceived by the ECA Ministers in Tunis in 1971 and later proliferated into the creation of several authorities and co-ordinating committees. The concept from the outset envisaged a situation where the Trans-African Highway legislative Authorities were concerned with the development of the inter-country road system of their particular subregions administered separately by individual secretariats. The set-up therefore had no overall co-ordination at regional or sub-regional levels (except ECOWAS); and the structure itself was very expensive.

Although an attempt to co-ordinate the activities of these Authorities was made through the organization of their combined meeting, the first of which took place in Addis Ababa, 6-10 October, 1986, the approach was still not cost-effective. However, the approach gave an indication as to how a combined solution to the problems of these Authorities could be found.

On the other hand the new approach to establish the TAHB will provide for the full co-ordination and harmonization of plans and programmes formulated at subregional levels into a coherent continental framework, which would effectively serve as a basis for physical integration of Africa, and also cut down seriously on the cost of running the programme.

### 2.2 Problems of the old Order :

#### 2.2.1 General problems :

A General problem confronting most of, if not all, the Inter-governmental institutions created by the ECA and the OAU over the last decade has been the serious financial difficulties they encountered.

ECA alone had established more than 25 Inter-governmental institutions all of which faced the chronic problem of continuously declining financial support from member States. An ECA report indicates that of 28 member States supporting one such institution, only 13 members contributed in 1973; only 11 in 1979; five in 1980; two in 1981 and none in 1982. Another institution had survived only on UN support. Still another institution would have shut down its offices long ago if not for the support of the host country. According to popular opinions among member States the international economic situation has hit their ability to support these institutions; mostly due to the paucity of foreign exchange. These funding problems have been the major cause for the structural weaknesses, poor performance records and frustrating experiences of the secretariats of these intergovernmental institutions.

### 2.2.2 The Experience of TAHA

In real terms the funds that are often required to sustain those secretariats are much too high, at least for the moment, for member countries to cope with. In the case of the TAHA (Lagos-Mombasa) only a few member countries sustained the secretariat. While the Council reviewed each year and adopted balanced budget, tied to programmed activities, the amount actually contributed had always been, without exception, much less than pledged. Arrears to the Lagos-Mombasa Trans-African Highway Authority as at November 1985 totalled 1,367,286 USD. In fact under TAH appear to be less popular than they used to be at inception, but the long-term nature of the Trans-African Highway scheme demands that it be implemented step by step on incremental basis. Thus even though member States are no longer constructing the missing links of these highways due to lack of sufficient resources, they can still realize the scheme through their determined incremental approach over the planned period to the year 2000.

### 2.2.6 Poor Programming

Similarly, critical observation of the past framework for the implementation of TAH projects, would tend to indicate something technically deficient especially in its ability to efficiently transact the full business of the organization. Hence, further feeling emerges that the actors involved are not exhaustive. If one takes the issue of facilitation on the TAH's for example, commissions were established for each Authority consisting of professionals from member States. Their efforts even if accomplished were completely in isolation from and in some cases in conflict with those of the various sub-regional economic commissions, such as the PTA, ECOWAS, ECCAS, SADCC, ARAB MAGHREB UNION, etc. These sub-regional Organizations are in fact the current nucleus for the integration of African economy with full political and economic mandates to handle issues of facilitation. But Trans-African Highway Authorities do not constitute similar unions and their commissions have no compatible political and economic mandates to initiate changes in sovereign laws of member States; this was also a problem.

### 2.2.7 Poor Professional Competence

On the other hand the nature of programmes pursued by the Authorities and institutions did not generate outputs that directly contributed to the progress of work on the highways. Due to lack of funds and competent staff they simply ran programmes of missions, meetings, and such non-productive activities.

### 2.2.8 Summary

To summarize this briefly the problems of the old order are very obvious facts:

- (i) Lack of funds under the normal national budgets or alternative sourcing;
- (ii) Competing problems in the African Economy are rather too vast to compromise under low-level of resources;
- (iii) Lack of specificity in the role of the institution. Proper allocation of roles between member States and institutions would have improved the effectiveness of the old order, and also cautioned on the structure of these institutions vis-à-vis the funds available.

- (v) Member States did not give priorities to the activities of these institutions in their day-to-day decision-making, and rarely responded to serious decisions made by councils or appeals made by their Chief executives;
- (iv) These institutions have suffered from lack of organized commitment and action, hence the lack of impact.

## 2.3 Progress Leading to the Establishment of the single TAHB

### 2.3.1 Development of the Process

The Trans-African Highway Bureau had existed at the ECA since 1971, and had successfully launched the Trans-African Highway programme from inception, and also provided substantive assistance to African member countries in the establishment of the Ministerial Co-ordinating Committees, and later on, of Authorities throughout the 1970's and early 1980's and had also provided secretariat services to them. Thus the Lagos-Mombasa Trans-African Highway Authority (TAHA) was established in 1980, with its own Secretariat based in Bangui, the Central African Republic. The Cairo-Gaborone Trans-East African Highway Authority (TEAHA) was then established in 1981.

However, during its second regular meeting held in Cairo, Egypt, 3 to 5 March 1983, the Governing Council of TEAHA reviewed a proposal on administrative services arrangements of its Authority based on a paper presented by Kenya known as the Kenya Position paper on that issue. This paper initiated the development of subsequent debates on establishing a Combined Trans-African Highways Bureau to be based in ECA. On reviewing the said paper and other relevant comments that resulted, the Governing Council of TEAHA directed the ECA to study and submit an alternative proposal to establishing its own secretariat for co-ordinating the activities of its Authority, taking into account existing economic situation and other prevailing difficulties in member States.

Over the years the issue of Combined TAHB was deliberated on heavily both by the Conference of African Ministers of Transport, Communications and Planning and also by the various Ministerial meetings of the various Trans-African Highways Authorities and Co-ordinating Committees.

Consequently, Ministers at the combined Meeting of Trans-African Highway Authorities meeting in Addis Ababa 5-10 October 1986 unanimously approved document TRANS/TAH/86/1/Rev.1 presented by the ECA on the establishment of the combined secretariat at the ECA, and called on the ECA, by its resolution E/ECA/TRANS/42.18 of October 1986, to provide the infrastructure and technical assistance required to establish the Bureau, and requested the UNDP to provide financial assistance during its fourth cycle programme for the establishment and running of the Bureau (Annex II).

Furthermore, the Sixth Meeting of the Conference of African Ministers of Transport, Communications and Planning, held in Kinshasa, Zaire, 23-24 March 1988, by its Resolution ECA/UNTACDA/Res.88/71 endorsed the resolution of the

Combined Meeting of Trans-African Highway Authorities to reactivate the Trans-African Highways Bureau and issued a final communique at the end of its deliberations re-affirming the decision that a single Bureau be established at ECA Headquarters with assistance from UNDP and other bilateral donors to provide secretariat services to all Trans-African Highway Authorities established or recognized by the Conference.

Similarly, the ECA Conference of Ministers meeting in Niamey in April 1988, endorsed the reactivation of the Trans-African Highway Bureau in ECA in its Resolution 639 (XXIII) and reiterated its appeal to UNDP in Resolution 604 (XXII) to provide financial assistance to ECA for the reactivation and operation of the Bureau.

Furthermore, after several years of deliberations on the need to reactivate the Combined Bureau at the ECA, the various Governing Councils of the Trans-African Highways Authorities took the following decisions:

- (i) The Governing Council of TEAHA had considered the original paper by the Kenyans on the proposal to reactivate the single Bureau at the ECA, and had resolved that in effect the essence of the paper was a genuine effort to determine the most effective method to develop the highway system of Africa and accomplish that at the least cost. Thus the Governing Council decided to suspend the need to set up its own separate secretariat and instead mandated the ECA to study possible options, in the light of the Kenya paper, and submit to African Highway Authorities. Consequently, at its extra-ordinary meeting in Cairo, Egypt 24-26th of October 1983, the TEAHA Council directed the ECA to take responsibility for the co-ordination of the affairs of the Authority pending the adoption of a most appropriate administrative arrangement.
- (ii) The Governing Council of TAHA (Lagos-Mombasa) on the other hand, and after several deliberations at Council meetings on the deteriorating financial situation of its secretariat in Bangui, endorsed the proposal at its 6th Ordinary Meeting in January 1986 in Brazzaville and reaffirmed its stand further at its 7th Meeting in Kinshasa, March 1987. Similarly, after reviewing a more critical report on the situation of their secretariat during its 8th Ordinary Meeting in Yaounde (Cameroon), March 1988, instructed its Director General by Decision No TAHA/1/88 of 14th March 1988 to obtain ECA's advice on a necessary administrative rationalization of its secretariat. Consequently, after receiving the resultant report at its 9th Ordinary Meeting held in Addis Ababa, 5-11 April 1988, resolved to wind up its secretariat in Bangui by 31st December, 1989 to join the proposed Combined Secretariat at ECA, and directed the ECA to move ahead quickly to set up the single TAHB for all the Trans-African Highway Authorities.



Having achieved all consensus to set up the Combined Trans-African Highway Bureau at the ECA, the Conference of African Ministers of Transport, Communications and Planning at its Seventh Meeting held in Tangiers (Morocco) 12-15 November 1989, approved the plan by the ECA to reactivate its Highway Bureau, strengthen it and establish the single secretariat to cater for the needs of all the Authorities.

### 2.3.2 The motivation

2.3.2.1 The Kenya Position Paper, presented to the 2nd Ordinary Meeting of the Governing Council of the Cairo-Gaborone Trans-African Highway Authority, held in Cairo, Egypt, 3-5 March 1983, contained a succinct account of the advantages of subscribing to a single secretariat for all the highway Authorities, to be located at the ECA, over the current practice of individual secretariat for each Authority. To summarise, the following points are very important.

2.3.2.2 Considering the Political and economic realities of the developing African countries and the chronic shortages of trained and skilled manpower throughout the region, creating the single Bureau would cut down administrative costs. Because it would be located in the ECA, whose mandate it is to support and promote economic development efforts of Africa, the Bureau would also be in a much better commanding and efficient position to monitor the successful realization of the noble objectives of all Trans-African Highways.

2.3.2.3 Similarly, the setting up of the single Bureau should result in increased membership which would in turn minimize the chances of lack of adequate contribution from member States to the Bureau's programme of action. That would also mean reduced burden of contributions on member States. Furthermore, single secretariat would be run very cheaply when compared to many, provide effective servicing of the authorities' activities, and help reduce to a minimum the cost borne by member States, all this increase their enthusiasm. Similarly, being located under the umbrella of ECA will enhance its chance of attracting funds from the UNDP and other financing agencies. In addition, because of reduced cost on member States, the process of launching the remaining proposed Trans-African Highway Authorities can now be pursued with confidence and greater enthusiasm.

2.3.2.4 Another important advantage of the Bureau if located at the ECA headquarters is that this would result in substantial savings on the cost of "Common Services", initially estimated at 200,000 USD annually for each individual secretariat. In addition, the Bureau would be able to utilize the facilities of ECA and to draw upon the resources, including human resources and expertise available at the Headquarters. Other side-benefits available in Addis Ababa include the UN training centre and its programme, the ECA clinic, the Library and Security Services, and utilities (Light and Water) at no cost to member States of Trans-African Highway Authorities. For example, an alternative evaluation of the costs of locating the Bureau in an independent location, say Bangui, has been done by ECA (costs 946,714 USD annually) against location at the ECA (costs 499.395 US annually).

2.3.2.5 The creation of the single Bureau, in addition to its cost-effectiveness, would still maintain intact the entity of the individual Trans-African Highway Authorities, and still fully execute the responsibility of co-ordinating the entire activities of the Authorities.

2.3.2.6 The objective of TAH's has come to be of a global nature in the light of the current African policy to physically integrate its economy. The Trans-African Highway Authorities, operating independently as they did at subregional levels lacked a co-ordinating forum in order to work fully towards the global integration and harmonization of the African transportation system. Thus it was being assessed at a level far below its proper perspective, and at a level where its issues could not rise above those of domestic political, economic and social concern. Hence, the obvious decline in the will of member States to support such institutions which were in fact split-components of a global entity. The creation of the TAHB to co-ordinate and promote the activities and goals of the Authorities respectively brings to proper perspective an institution that would effectively direct the realization of the actual ideals of the Trans-African Highway System.

2.3.2.7 Therefore, in developing an operating structure for the Bureau, one must ensure the maximization of these benefits to which member States have attached great importance. It has clearly been shown that in the previous order an institution was established in each case which could not clearly determine its role and thereby show definite impact in the development of the Trans-African Highways. Under the new order, however, a need is seen to fill an existing gap in the implementation of transport programme of Africa's existing development strategy which is expressed through the Lagos Plan of Action. In other words clear gaps, in terms of vital programmes and their implementation, exist which militate against the realization of the development objective, and which task can therefore be defined as an outstanding but vital project. It is with this aim in mind that a Bureau should be established as the desired project to develop and implement periodic programmes that are very much within the spectrum of activities in the prevailing gaps.

### 3. PROPOSED OPERATIONAL STRUCTURE FOR THE BUREAU

#### 3.1 Objective

The main objective of this document is to propose the best way of making the Trans-African Highway Bureau to be based at ECA's headquarters function and efficiently perform its duties.

#### 3.2 Transformation problems

The transformation from the old order to the single Bureau must address itself to the following observations:

3.2.1 The system is moving from a split structure based on individual Authorities and Secretariats to a Unified system with a single secretariat while maintaining multiple status of Authorities.

3.2.2 The proposed new order is also moving from a state of affairs where members enthusiasm and will to sponsor seem to have faded drastically.

3.2.3 The old administrative arrangement of the activities of the authorities over-burdened the effort of member States in terms of the level of financial support they were expected to give the institutions. Since this was so it became difficult to adjust the old order in its existing mode to yield good results as desired.

3.2.4 Member States are anticipating major relief from the new structure as a motivation to support fully the new Bureau.

3.2.5 There is need for a new mode of operation in which the input and output elements can be made functionally flexible to allow their optimal adjustment in the face of prevailing circumstances in order to encourage a new and enduring enthusiasm from member States.

3.2.6 Thus how can authorities that thrived on individual secretariats (fig. 1)

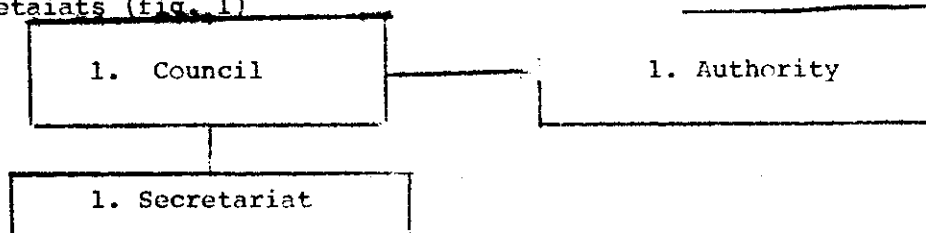


Fig. 1 Administrative arrangement for single Authority.

Transform to a system of Authorities with a single and centralized, but light, secretariat, (Fig. 2) and yet overcome very effectively the problems outlined above, and in addition demonstrate more competent performance.

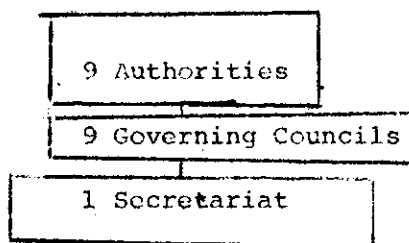


Fig. 2 System of Authorities with single centralized Bureau.

3.2.7 The new set-up, in the form of the single TAHB at the ECA will basically involve a single Administrative Secretariat with simple and effective organization to co-ordinate all the affairs of the existing Trans-African Highway Authorities and Co-ordination Committees plus several others that are in the process of being set-up. This decision may not be a straight forward task to implement as it would sound from the pages of reports. A new challenge is therefore borne in the management of these Authorities; which means that a new approach has to be designed. It must be emphasized that the matter is not only that of achieving cost advantage on bureaucracy by combining all former secretariats into the single Bureau alone, but that a new structure must emerge and a new approach to run the business of the Authorities be adopted that can make its operation feasible and efficient.

3.2.8 At the time of writing of this report, the Trans-African Highway System has already fully established two Authorities and five co-ordinating committees whose activities would be serviced by the new Bureau in the short term.

On a long-term basis the Bureau would be expected to service 9 Trans-African Highway Authorities.

3.2.9 Thus if, as an example, the single Bureau is to service the affairs of 7 or 9 Authorities, on the basis of their traditional demands on:

- (i) Undertaking of programme of Actions;
- (ii) Organization and service of Annual Ordinary and Extra-ordinary meetings of the Governing Councils;
- (iii) Organization and service of meetings of Facilitation Commissions for all Authorities;
- (iv) Organization and service of meetings of Facilitation Commissions for all Authorities;
- (v) Undertaking of other regular and ad-hoc responsibilities that the councils may assign to the Bureau;

The whole time of the Bureau will be choked up in non-productive and bureaucratic activities as usual. In fact the issue of realizing a compact and effective Bureau will be ridiculed and, hence, a large Bureaucracy may eventually emerge again calling for large number of staff at the average level in order to prepare for and service the above demands on the Secretariat. Even meetings, when allowed to prevail on previous scale, will alone exert unbearable demand on the Bureau, and render its role ineffective as usual. This sort of situation, if given room to prevail in the new order, will not allow the Bureau to pursue other interests crucial to the achievement of the objectives for which it has been established.

3.2.10 Consequently, the issue of administrative demands on the new Bureau has to be in such a way as to allow the new order to fashion its new areas of concentration to give room for efficiency and purpose.

3.2.11 To make the Bureau very effective in the achievement of tangible goals, it would be necessary to trim down on protocol and bureaucratic commitments and to ascribe more challenges, in the form of down to earth and very specific programme in areas of expertise.

### 3.3 SOME NEW CONCEPTS INTRODUCED INTO THE NEW ORDER FOR EFFICIENT MANAGEMENT, REDUCED COST AND ACHIEVEMENT OF OBJECTIVES

The orientation of the new Bureau is towards tangible programme implementation and also towards the need for all participating authorities in the new structure to perceive their role clearly and to take responsibility to render full account of their undertakings. It is also desirable to ensure that the responsibility of each organ has to be clear and positive, and in particular less of bureaucratic excessiveness.

The new mode should also ensure that the responsibility of the Bureau is limited to that of co-ordination of activities of member States through monitoring, rendering of technical advice to them through project-oriented services, and promotion of the ideals of the overall scheme through co-operation with external bodies on directly related issues and especially those that would enhance the realism in and effective development of programmes on all fronts.

Hence, the need to introduce a unique set-up with the following elements/mechanisms:

#### 3.3.1 Programme Oriented Bureau

To justify its contributions to the development of the Trans-African Highway System the new Bureau must engage in project-related programmes in order to co-ordinate activities of the Authorities and advise them on technical aspects of the implementation of the highway programme. By getting involved at project levels the TAHB will justify its inputs, tangibly, into realization of the programmes and consequently be able to attract funds for its activities.

There are many aspects of the programme where the bureau can make tangible contributions in order to effectively co-ordinate the projects, advise member States, make concrete proposals to member States, and promote the ultimate aims of the Trans-African Highway System. In particular, the activities of the Bureau should be complementary to the various inputs by member States and Intergovernmental organizations concerned with transport issues, i.e. by filling the gaps in the efforts of States and IGO's in the implementation of the highway programme.

The objectives of the Trans-African Highways are long-term in nature and within the context of the integration of African economy, and only a regionalized forum, like the TAHB, can gradually and effectively build up and sustain the desired momentum and perspective in this respect. To survive and sustain considerable momentum implies that the Bureau has to initiate and build up its capabilities to play this role by developing and implementing programmes at its level (i.e. regional). Such a role has been non-existent under the old order since individual authorities were simply ad-hoc and administrative in character and hence could not play an effective role, for example, in the global programme of the first Decade. The new Bureau has ample opportunity to initiate this dynamic role by undertaking projects of the following nature which in most cases will assist the member States to effectively implement the UNTACDA II programme:

- (i) Liaise with Sub-regional IGOs to undertake studies that are effective towards the proper co-ordination and monitoring of the activities of members in the TAHs, e.g. completion of TEAH Inventory and a complete inventory of Trans-West African Highway Network.
- (ii) Monitor prefeasibility studies on selected links of these highways in order to advise member States on viability of various alignments taking into consideration their economic circumstances (e.g. Lagos-Mombassa in Cameroun and Zaire, TEAH in Egypt and Sudan; Trans-Saharan (entire links)).
- (iii) Monitor the prefeasibility studies of selected facilitation mechanisms at selected locations in member States in order to advise them on viability of various protocol agreements in the interim, taking into consideration their various economic, political and social circumstances.
- (iv) Evaluate standard options on certain alignements of the highways in order to advise member States on staged development of the highway alignments over prescribed development periods;
- (v) Monitor the utilization of the highways to advise on safety and service provision.

#### A. Missing Links

- 1. To identify them;
- 2. Advise on alignments (Economic studies);
- 3. Monitor the activities of authorities in order to draw up a plan for incremental or staged development of TAHs over some given period, taking into consideration ~~the~~ the existing transit corridors - and with the purpose to fill-in the missing links and, hence; optimize the existing deficiency in the road network.

#### Details

- (i) Detail study on the Trans-Sahelian link of the TAHs - by undertaking a comparative study of:
  - maintaining the alignment or;
  - converting to system of transit corridors.
- (ii) Revise the alignment of TEAH within Egypt and Sudan.
- (iii) A brief study to consider the revision of the following portions of the alignment of the Lagos-Mombasa TAH:
  - (a) Mamfe-Garcua Bulai to Mamfe-Kumba-Douala-Yaounde-Bertona-Grarcua Boulai in Cameroon.
  - (b) Bangassou-Kisangani-Kasindi (in Zaire).

- B. Preparatory study for a proposed harmonization of design standards for Roads development as a contribution to the study on harmonization of Axle Load.
- C. Monitor Protocol agreements with respect to Road Traffic, and with a view to recommend some priority basis for the most suitable protocol Agreements for the African countries taking into consideration their existing political, Economic and Social circumstances; and also with a view to lay a general framework for the harmonization of the protocols being implemented at sub-regional levels.
- D. Monitor the Provision of Roadside services on International routes with the aim to recommend standardization and harmonization of practice.
- E. Study for the recommendation of Design standards for vehicle bodies, trailers, semi-trailers, and containers for use in transport of goods under Bilateral and Multilateral conventions in the African Region.

Taking into consideration :

- (i) Various types of goods;
  - (ii) Climate conditions and weather situation;
  - (iii) Anti-fraud characteristics;
  - (iv) Technical inspection procedures (simple) for Customs Authorities;
  - (v) Custom sealing procedure (minimal and simple);
  - (vi) Standardization and harmonization of practice within the region;
  - (vi) Simplicity and adaptability from existing modes;
  - (vii) Existing characteristics of road transport elements in the region.
- F. Monitor the harmonization of Road Safety procedures and other aspects of driving practices in the African Region;

Taking into consideration:

- (i) Effectiveness of the process;
  - (ii) Facilitation potential for Sub-regional and regional integration;
  - (iii) Work already done by the ECA under road safety;
  - (iv) Maintenance of Right-hand and Left-hand driving practices and habits in the interim;
  - (v) Existing literacy levels in the region;
  - (iv) The existing training facilities at national levels.
- G. Promote, in the interim, Multimodal Rationalization of the links of the TAH network in order to take into consideration the competitiveness of the Railway Network in various sub-regions in the transition to complete the missing links of the TAHs during UNTACDA II.

Taking into consideration

- (i) Existing economic and political realities of these countries;
  - (ii) Strategies and Priorities of UNTACDA II for bottom-up approach to economic integration in the region;
  - (iii) Work done by ECA in Transport Harmonization and Co-ordination in the Sub-regions (Studies).
  - (iv) The most economic alignments of the missing links;
  - (v) Defficiency in the road network and its heterogenous nature (..... from the paved road to the earth track and down to the primitive trail);
  - (vi) Existing nature of rail system in the Sub-region, which lacks inter-connections but simply links from ports to inland point presently only isolated stretches that do not flow into each other or even form a network;
  - (vii) The relatively depressed position of land-locked countries because of the structure of the transport system, which lends itself to the development of industrial poles along the coast with only subordinate industrial development of the land-locked countries; and which does not allow them to implement a freely-designed policy for the industrial part of their physical land development scheme, i.e. ability to carry out more autonomous industrialization policy and allocate industries more satisfactorily along all axis; thus transport problems prevent them from effectively implementing their chosen plans.
  - (viii) The lack of inter-connectivity of inland areas of the African region and the need to balance North-South and East-West connectivities.
  - (ix) The potential of existing system.
  - (x) Current drive towards sub-regional and regional integration and the need to adopt the transport system to the objective.
  - (xi) To enhance market potential of subregional groups through linkages or regrouping of new markets for effective integration.
  - (xii) Specific cases in:
    - (a) Cameroon and Zaire on Lagos-Mombasa
    - (b) Trans-Sahelian
    - (c) Southern portion of TEAH
    - (d) Beira-Lobito.
- H. Undertake appropriate steps to assist the various highway Authorities to become operational through preparation of working documents for establishment of remaining Authorities and, organization and servicing of the meetings for their establishment.
- I. Undertake appropriate steps to assist the proposed African Highway Association to become operational.
- J. Undertake all actions necessary to establish integrated computerized data base for the TAHB.



### 3.3.2 NEW DIRECTION FOR AUTHORITIES

It is envisaged under the new set-up that instead of the Authorities devoting much of their attentions to the bureaucratic problems of their institutions and secretariats, as often discussed at council meetings, they will, through the actions of their member States concentrate on realizing their programmes within the framework of the TAH system under active advice and monitoring role of the bureau. They would therefore identify their priority projects on the highway links within their various jurisdictions in terms of physical works to be executed on the links and to implement any bilateral and multilateral conventions that might have been entered into by their various member States. Most of those projects would normally be identified within the framework of UNTACDA II in order to ensure harmony in the development strategy of the nations, sub-regions and the region.

At the general forum for co-ordination, Authorities through their member States will compile progress reports on their activities in order to account for the responsibility they have undertaken upon themselves under the TAH agreement.

Consequently, the Central Bureau at the ECA will undertake the responsibility for full-co-ordination, technical advice on programmes and implementation, and promotion on behalf of the general forum for the Trans-African Highway Authorities.

Another reason for re-orientation of the various organs of the set-up, and concentrate on programme-related activities, is to cut down costs which would have resulted from excessive institutional bureaucracy, thereby making the contribution quotas of member States for the maintenance of the Central Bureau much lighter than before.

### 3. CONFERENCE OF MINISTERS

The present set up constitutes several Authorities and Co-ordinating Committees, hence, it would be difficult to service their individual council or committee meetings annually at different times, because to do that would in itself require a large number of staff and, hence, make the new situation as expensive as previously.

On the other hand, because of the large number of countries involved it would be difficult to constitute a Combined Council meeting every year. The cost on member States would be tremendous, and would be an irony of what the single Bureau advocates should she invite all African Ministers of Transport to converge each year for council meetings. Hence, the new order is to adopt the Conference of Ministers of Transport, Communications and Planning which is held once in two years but, in addition, to invite those other ministers who may be in charge of roads but not of transport in particular. The 2-year period will be designated as implementation period of a short term plan by the Bureau, at the end of which the Authorities can assess the implementation of the 3-year programme of the Bureau. The third year would allow the Bureau to complete its programme and to use the fourth year for review and preparation of a new programme.

Sessions of the Conference will be composed of two stages as follows:

- (i) Meeting of the individual Authorities, which will consist of experts and the Ministers;
- (ii) Meeting of the Authorities in plenary, which becomes the meeting of the African Ministers of Transport, Communications and Planning.

The hierarchical structure of the meeting of the Conference of Ministers of the Trans-African Highway Bureau is summarized in the following block diagram:

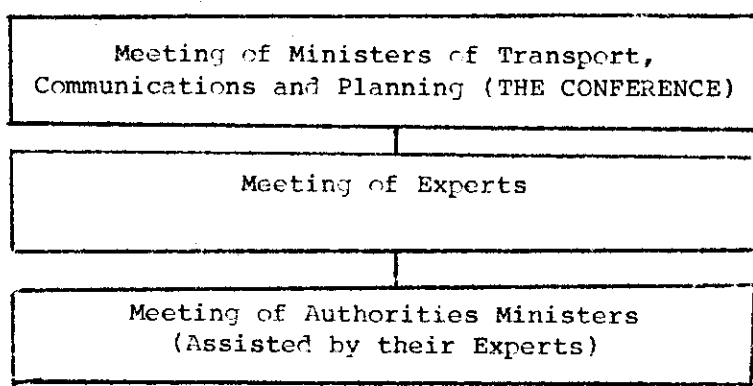


Fig. 5 Hierarchy of Ordinary meeting of Authorities.

#### 3.3.4 SUPPORT COUNCIL

The issue of non-responsiveness of member States towards financial contributions to the full budget of the secretariats in the past is a crucial issue that needs to be resolved under the new order.

The physical implementation of TAH projects is highly dependent on both the Ministries of Transport and Public Works of the member and Associate member States, who are also the most appropriate nucleus for making effective policies for development of transport and communication for the continent. However, at the level of honouring Diplomatic commitments, promises and agreements at international level they are unlikely to lend their time and minds to ensure its success even though they may provide the funds for it, at local level. They may attend the Council meetings and appreciate the need to budget for activities of a collective nature at the International level, but once they leave the site of meeting, they are most likely to be pre-occupied with issues of less diplomatic nature.

Consequently, there would appear to be an inherent need to supplement the effort of the Ministers of Transport and/or Public Works by placing the responsibility for remitting funds to these Trans-African Highway institutions in the hands of those institutions, responsible for Diplomacy of the member States. For example responsibility of Authority members would have been split into two categories to take this situation into consideration as follows:

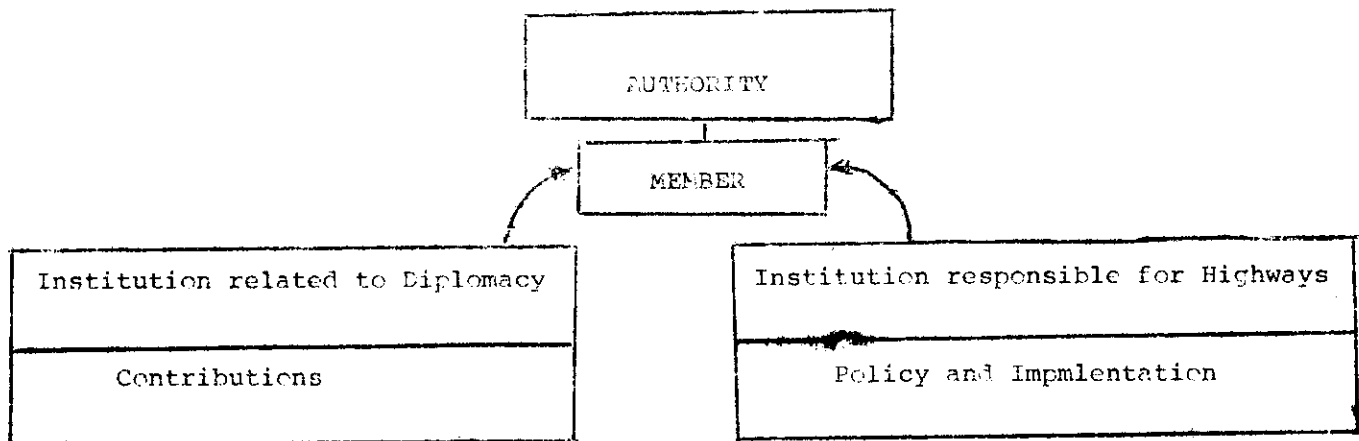


Fig. 4: Input of responsibility at council level

Thus if the Trans-African Highway Authorities operate under the auspices of ECA and is located in Addis Ababa, why should the ambassadors of member States representing their countries' interests at the OAU and ECA not be directly involved in seeing to its country's contribution to these organizations, and at the same time form an active element of the mechanism of support to the institutions of these highways. Being directly responsible for affairs in international co-operation, they would be in a better position to feel the weight of and respond most favourably to demand on their countries by these institutions, while at the same time forge a medium of co-operation back home with the ministries responsible for policy and implementation of TAH projects in order to co-ordinate their budgets. Perhaps if this mechanism had been introduced before, the problem of relaxed mood towards contribution by member States would have been partly reduced. This is an advantage that can be exploited to the benefit of the Combined Trans-African Highway Bureau to be located at the ECA in Addis Ababa.

On the other hand the question of budgetary support to an international body like the TAHB is a matter that directly concerns international co-operation among member States and for which responsibility must lie with the Foreign Affairs Ministry of member States. The question of whether a country honours or dishonours its obligation to an international agreement is a matter that would directly interest the External Affairs Ministry of member State. Thus the Ministry incharge of foreign affairs would normally operate policies that cover the overall diplomatic commitments of its country whether a commitment does directly concern the professional responsibility of a particular home-based ministry or not.

Consequently, one would feel that with the new Bureau located at the ECA headquarters in Addis Ababa, the city of African Diplomacy, and thus of primordial institutions responsible for promoting the integration of African economy, (an objective that has given birth to the TAH System), the representatives of member States will automatically take-up the responsibility to ensure that their country's support to the Bureau is timely realized.

The issue of support being so important to the survival of and performance of this Bureau it is necessary that a Council (to be known as SUPPORT COUNCIL) be created and charged with the responsibility to ensure the full support of member States. This Council will meet every year to review the annual budget of the Bureau against the 3-year estimate approved by the Conference of Ministers. The Conference of Ministers appoints the Chairman for this SUPPORT COUNCIL for a period of one or two years. This support Council is non-professional, but will be advised by the ECA and will concern itself solely with the annual review and realization of the activities of the Bureau (which will be a slice of its 3-year programme estimate) and ensuring full support from member States.

Besides being under the right perspective to appreciate the much needed support to the Bureau, the Embassies will give the Bureau the added advantage of being always in contact in view of their locations in Addis Ababa, thereby reducing the usual cost of undertaking missions to member-States for the purpose of pleading for contributions.

Consequently, each member State should establish a concrete understanding with her mission in Addis Ababa for timely payment of their contributions to the Bureau. Preferably, the annual estimate of quotas to each member State should be incorporated into the budgetary provisions of their diplomatic missions to Addis Ababa annually. A copy of such arrangements should be deposited with the Transport and Communication Division of the ECA.

### 3.3.5 The Technical Liaison

The Trans-African Highway programme is intended to complement the national and subregional transportation network in order to conclude the global programme to physically integrate the African economy.

This is why it is very important for the various subregional organizations to establish some liaison under the forum of the Trans-African Highways Programme in order to ensure global co-ordination of the development of the regional network.. This is extremely necessary especially when it is envisaged that the entire infrastructural development and facilitation procedures for the African region would need to be fully harmonized, and eventually integrated. This is why the subregional intergovernmental organizations which are already fully involved in this process are of crucial importance in this alliance. Such institutions as the ECOWAS, PTA, ECCAS, SADCC, UDEAC and the ARAB MAGREB UNION, can closely co-operate with the Bureau in the formulation and implementation of programmes.

In order to benefit from international experiences and exposure, it would also be necessary for the Bureau to liaise with some international organizations operating in the African region, such as UNCTAD, IRU, IRF, UNDP, WB, ADB, etc., from which she can benefit towards formulation and implementation of effective programmes.

This entire group when linked up together under the activities of the subsectoral and Subregional Working Groups of the UN Second Decade for Transport and Communications for Africa will have a lot of impact on the effectiveness of the Bureau's programme and projects.

It is advised that this liaison should form the nucleus of a technical co-operation, which will serve as advisory on programme of the Bureau and should also incorporate members of the proposed African Highway Association, which is expected to integrate the experts in highways of the various African member States.

Since the Bureau is therefore expected to liaise with international, regional and subregional institutions to develop programmes with regional perspective and also implement them, the following is recommended: that the Bureau will become a member of the Subsectoral Working Group of UNTACDA II and also member of all the Subregional Working Groups. Once this is realized an effective technical forum is therefore assured for the development and implementation of effective programmes by the Bureau.

In fact there are quite a number of other contributions this working group, as technical committee, can make to the achievement of the objectives of the authorities. For example, they can advise on the promotion of the Trans-African Highway programme and any other possible means of securing funding for its projects. In real terms, these bodies are often directly or indirectly involved with the implementation of these projects within the context of their own institutional policies and programmes. To involve them in a technical liaison at the level of the Trans-African Highway programme for transport co-ordination, harmonization and integration is but, to initiate a nucleus for the proper co-ordination of and harmonized development of the global African network, which is the objective the TAH concept strives to achieve. Thus these bodies would not only have the desirable experience at their disposal, but form the most effective source of material for proper co-ordination and monitoring of the activities of the Trans-African Highway Authorities.

The Subsectoral Working Group on Roads and Road Transport of UNTACDA II should undertake a leading role in this area of liaison within the operation of the Bureau, most especially in the area of formulating befitting programme of work for the bureau and locating suitable sources for funding of its activities.

### 3.3.6. Country report

The member States are the main implementors of the UN Decade for transport and communications programme under their regular national development plans.

The contributions of the TAHB to the realization of the Highway programme will normally be screened by the Conference of Ministers of the Trans-African Highway Authorities. It is the Conference of Ministers that will advise various authorities on the contributions of the Bureau. In most cases this will be in the form of decisions, resolutions or recommendations that will be passed by the Conference on such contributions.

Consequently, various authorities, through their member States will implement directives of the Conference of Ministers, and report on their implementations, directly to the Conference. There are of course certain routine responsibilities that the authorities should report on, through their members' reports to the Conference. These would include progress report on the construction of the Trans-African Highway links within their territories and mobilization of funds, etc.

Such reports by member States, through their authorities or individual members should be a regular feature of the meeting of the Conference of Ministers and the authorities. For the purpose of convenience, these reports can be called as country reports. Each member State can serve this role very efficiently through the reports of their National Co-ordination Committees under the UNTACDA programme.

### 3.3.7. Rolling three-year programme of the Bureau

It is desirable to ensure that the new Bureau undertakes project-orientated programme. This programme can be planned over a period of three years, specifying clearly the projects to be undertaken in relation to the various objectives of the Trans-African Highways programme that are much more crucial for the period. Such a programme should be directly related to the activities of member States within the period in order to ensure the continuous viability of the Bureau, and more so that the strategy of implementing the TAH programme should be an incremental effort.

At the beginning of each plan-period, the Bureau will develop its programme, schedule it over the three-year period and determine its cost-estimate, and the projected annual contributions by member States. This will be presented to the Conference of Ministers for examination and approval. Once approved, the annual component of the programme will be budgeted. Since the Support Council meets annually, the budget of the Bureau can be appraised by her under the technical advice of the ECA's Division of Transport Communications and Tourism and then an appropriate figure approved for that year. The Support Council can review the allotted contribution rates to the member States should she find it necessary, otherwise that year's figures, as approved by the Conference of Ministers, should stand.

In concluding its task for a given year the Support Council should give date-lines on contribution payments.

However, the Conference of Ministers and the Support Council can ensure the timely payments of contributions by paying in the estimated figure for the plan period immediately after approval by the Conference of Ministers.

With the dateline for submission of the proposed structure of the new Bureau to the Conference of Ministers being February 1991, the three-year programme of the Bureau should be presented at the same time, and also the budget for the year 1991 be presented.

Once this plan is approved by the Conference of Ministers by February, 1991, the ECA should summon the meeting of the Support Council by March 1991 in order to ensure the immediate take-off of the Bureau's activities.

### 3.3.8. Statutory implications

The constitution of the Authorities of the Trans-African Highways will be standardized under the new agreement to simplify the procedure for the establishment of new Authorities.

The new Bureau is a non-statutory organ and an integral unit of the Transport, Communications and Tourism Division of the ECA. The statutory rights of the various authorities and especially those which applied to their staff before the establishment of the new Bureau should not be used to determine rights of staff of the Bureau. The Bureau should be part and parcel of the ECA operational body. Its financial management, staff and operational matters will come directly under the ECA system. This will enable the Bureau to draw on the professional experience of the ECA and to benefit from its facilities.

To try to tie the Bureau's operation to the ECA system is as good as enhancing the advantages for which it is created. The coming into existence of the new Bureau is as a result of administrative re-organization for co-ordination of the activities of the various authorities, but not with the intention to establish a new institution, and more so that the individual authorities are still statutory organizations in their own rights, where all of their regulations relating to their suppressed functions would normally remain silent as long as the new Bureau stays in operation.

Consequently, the standard statutory documents of the authorities would be revised in order to reflect the new order of organization and administration of their activities. For example, the constitution, procedure for the conduct of Governing Council and the terms of reference of Authority should be sufficient for this purpose.

3.4 FRAMEWORK OF ORGANS OF THE TRANS-AFRICAN HIGHWAYS BUREAU TO BE LOCATED  
AT THE HEADQUARTERS, ADDIS ABABA, ETHIOPIA

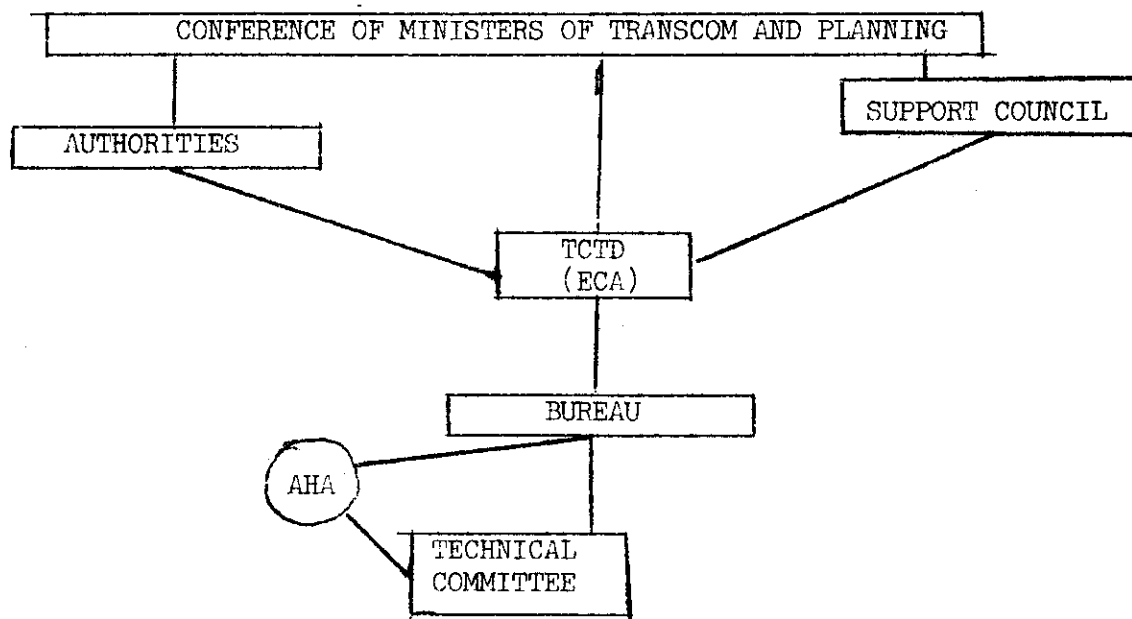


Fig. 6. Organs of the Trans-African Highway Bureau



### 3.4.1 The Conference of Ministers in the context of the Bureau

The Conference of Ministers is a conference of Ministers of Transport, Communication and Planning of the member States of the UN Economic Commission for Africa, and which incorporates all the member States of the Trans-African Highway Authorities including those Ministers who may be in charge of Highways in their countries but are not necessarily for Transport.

Goals: A body responsible for the co-ordination of the functions of the Trans-African Highway Authorities, through the activities of the Bureau and the country reports of members representing the activity report of the UN Transport and Communication Decade's National Co-ordinating Committees..

#### functions:

- (i) Meets every two years.
- (ii) Makes decisions, resolutions and recommendations for the implementation of the authorities, the central bureau and the support council.
- (iii) Receives, reviews and adopts the periodic country reports by member States (incorporated) compiled in the report of each Governing Council Meeting of the Authorities.
- (iv) Adopts a three-year programme for the Authorities.
- (v) Approves a three-year programme and budget estimate for the Bureau and to ensure funding through the support council.
- (vi) Approves new quotas for contributions by member and member States to the three-year budget of the Bureau.
- (vii) Reviews and approves the progress report of the Bureau for the last programme period.

### 3.4.2 The Trans-African Highway Authorities and Co-ordinating Committees

All the Trans-African Highway Authorities and Co-ordinating Committees will stand as independent statutory bodies as established under the instruments of their agreements, where applicable.

Goals: Physical development of the Trans-African Highway network and the application of signed bilateral and multilateral conventions to facilitate traffic movements on the roads and also those conventions that call for harmonization, co-ordination and integration of the various aspects of the highways or their development.

#### Functions:

- (i) Formation of authority;
- (ii) Identification of network alignments;
- (iii) Undertake the following through the activities of their various member States.

- (a) Construction or improvement of highway links;
  - (b) Financing of all works on the highway
  - (c) Maintenance of highways;
  - (d) Management of the use of highways and provision of roadside facilities;
  - (e) Contribution to the regular budgets of the combined Trans-African Highway Bureau;
  - (f) Prepare periodic programme of activities on the highways under the current UNTACDA II strategy for TRANSCOM development in Africa;
  - (g) Prepare periodic country reports through their NCCs to the Conference of Ministers.
- (iv) Organization of inter-State facilitation commissions and the application of various protocol agreements for the standardization, harmonization of practices and facilitation of traffic;
  - (v) Meet at the beginning of each programme period under the auspices of the Conference of Ministers of Transport, Communications and Planning.
  - (vi) During the course of programme period, Authority can hold any extraordinary meetings at the request of its chairman to discuss some specific issues relating to their programme to decisions of the Conference of Ministers.

### 3.4.3 The support council

This is an organ of the Conference of Ministers, which will be responsible for ensuring financial support to the Bureau. Its membership should be drawn from member countries' ministries responsible for foreign affairs or regional co-operation, and who would co-operate at home with the Ministries of Transports/Public Works towards ensuring the timely payment of contributions to the Bureau. In appointing their representatives to this Support Council, member States should be guided by the relatively high interest these representatives are expected to have in the goals of the organization. Similarly, they should be guided by the potential of such representatives to influence adequate funding of the activities of the Bureau. They should also be guided by the relatively closer or familiar contact of their representatives with fora at global levels of this nature and, hence, by their potential to uphold higher belief in the ideals of the TAHs.

In view of the requirements outlined above, it may be desirable to open membership of this support council to the following:

- (i) Ambassadors or Plenipotentiaries of member States to the Economic Commission for Africa and the Organization of African Unity or their Foreign Affairs ministries.
- (ii) Chairmen of the various authorities and co-ordinating committees.
- (iii) Executive Secretary of ECA and Secretary General of OAU.
- (iv) Head of the proposed African Highway Association.

Goals: To ensure the full mobilization of funds for the regular budgets of the TAHB from contributions by member States, and any other sources they may find appropriate.

Functions:

- (i) Review and approve the Bureau's budget, and also appraise and approve supplementary budgets.
- (ii) Review financial position of the Bureau annually and undertake recovery missions when desirable.
- (iii) Explore alternative sources of funding for the activities of the Bureau.
- (iv) Undertake any other responsibilities as may be specified by the Conference of Ministers.
- (v) Receive and adopt annual progress report of the Bureau on level of programme implementation and expenditures of funds.
- (vi) Report on its activities to the Conference of Ministers.

3.4.4 Technical committee

By establishing this committee the Bureau is simply placing its activities within the context of the United Nations Transport and Communications Second Decade programme, since its members form the core of the Road and Road Transport sub-sectoral and regional working groups.

Goals: To ensure the realism in and assist in the development of the programme of the TAHB. It is also to ensure the adequate promotion of the Trans-African Highways programme/scheme and the ideals which it serves. Furthermore, to ensure harmonization and co-ordination of related objectives being pursued at different levels.

Functions:

- (i) Screen the programme of the TAHB in line with the objectives and guidelines for the development of the TAH system, facilitation of inter-State movements, harmonization of transport issues and physical integration of the African economy, before submission to the Conference of Ministers.

- (ii) Advise the TAHB on the funding of its programme and provision of technical assistance.
- (iii) Contribute to the provision of materials/data for the development of its programme.

### 3.5 THE TRANS-AFRICAN HIGHWAY BUREAU OPERATIONAL STRUCTURE

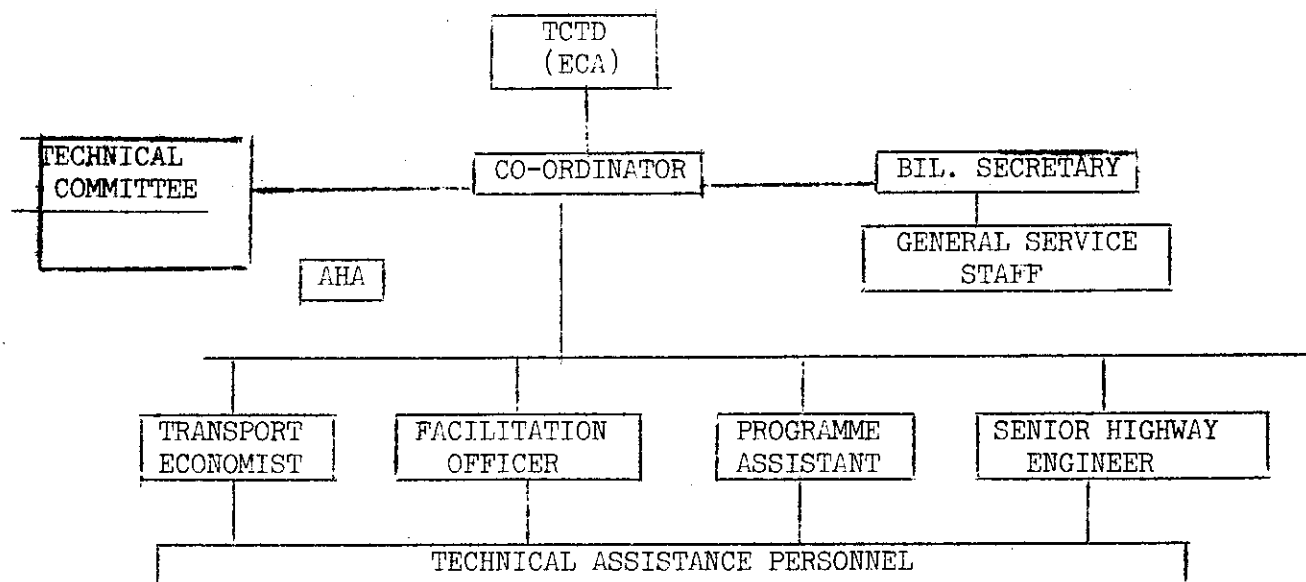


Fig. 7: Structure of the Trans-African Highway Bureau

Considering the responsibility of the Bureau as reflected in the nature of programme to be implemented, the above structure is recommended for its operation. However, the implementation of the above structure will be accomplished progressively or on incremental basis.

3.5.1 Goals: the goal for adopting the above structure is to establish a light and compact bureau whose functions will be limited to project-related programmes, while cutting down on bureaucratic responsibilities. It is also designed with the intention to cut-down on costs by maintaining strictly relevant staff.

3.5.2 Functions:

- (i) The Bureau will operate under the general supervision of ECA/TCTD.
- (ii) Will develop and execute programmes relevant to the co-ordination of activities of member States; provide technical advisory services to member States and to also use such programmes to promote the physical integration of the regional network.
- (iii) Convene the regular and any extraordinary meetings of the Authorities, support Council and the Technical Committee, and any other subsidiary bodies as may be established, such as that of the proposed African Highway Association.
- (iv) Be responsible for the preparation of the agenda, annotations thereof and the working documents for the meetings; and service such meetings and prepare the reports of the meetings.
- (v) When delegated to do so by the Conference of Ministers or Governing Council of an authority, perform and exercise the duties and powers normally performed and exercised by it.
- (vi) Advise each authority or committee on the preparation of its country programmes.
- (vii) Prepare and submit periodically to the Conference of Ministers and annually to the Support Council statements of accounts and provisional estimates of the receipt and expenditures of the Bureau.
- (viii) Transmit decisions taken by the Conference of Ministers to respective member States of the authorities.
- (ix) Ensure that decisions taken by the Conference of Ministers, especially those relating to the implementation of the various programmes of work, are executed.
- (x) Perform any other service required for the effective operation of the Bureau as may be assigned by the Conference of Ministers and/or Governing Councils, and make any suggestions which may contribute to the effectiveness of the Trans-African Highways.

- (xi) Administer the process of formation and establishment of highway authorities and co-ordinating committees, and also that of the proposed African Highway Association.

### 3.5.3 The administrative structure of the Bureau

The aim here is to initially specify a compact and effective structure for the Bureau which will be tested within the first few years of operation for adequacy, and can be modified and revised from time to time, (to cope with its enlarging responsibilities), and that all efforts are to be made to fill the posts with bilateral co-operation assistance whenever feasible.

#### 3.5.3.1 Co-ordinator

1. Under the Chief of TCTD supervision, the TAHB co-ordinator shall be in overall charge of the operations of the Bureau, for the direction and day to day supervision of its operations and the smooth functioning of the Bureau.
2. He shall provide directions and professional guidance to all professional staff of the Bureau, including experts, consultants and others attached to the Bureau.
3. He shall liaise with international and bilateral organizations concerned, involved and/or interested in the Trans-African Highway development, and establish and maintain harmonious working relationship with the member States of the TAH.
4. The co-ordinator shall harmonize the works of the various Trans-African Highways. He shall be assisted in this endeavour by the TAHB staff.

#### 3.5.3.2 Senior Highway Engineer

The senior Engineer will undertake the following functions in his role to assist the Co-ordinator:

- (i) Development of projects in his area of speciality and preparation of the periodic programme of the Bureau.
- (ii) Implement projects in his area of speciality.
- (iii) Co-ordination of the physical improvements of the infrastructure of TAHN.
- (iv) Inventory study and data processing and management.
- (v) Similarly will undertake projects to enhance activities in the following means by the authorities:
  - (a) Harmonization of practices;
  - (b) Development of the missing links.
  - (c) Development of road maintenance and management policies.

- (vi) Initiate and undertake various studies on the TAHN in order to identify action areas and strategy for realizing the network.
- (vii) Undertake missions to member States for the purposes of co-ordination and monitoring of their activities.
- (viii) Assist in the organization and operation of technical meetings, training workshops and seminars in roads and road transport aimed at improving the quality of highway sub-professionals in Africa, and thereby improve the quality of construction and the standard of maintenance of the Trans-African Highway system.
- (ix) The Senior Highway Engineer shall represent the co-ordinator when so designated, and shall, at other times, assume such other duties as may be delegated to him.

#### 3.5.3.3 Customs/Legal Expert (Facilitation Officer)

The C.L.E. will take responsibility of those aspects of the programme of the Bureau which concerns facilitation of the movements of goods and persons across borders of member States. Thus he will among many other tasks undertake the following:

- (i) Development of projects and preparations of periodic programme to enhance the activities of and advise the authorities.
- (ii) Implementation of projects in his area of speciality. His specific responsibility would mainly be within the following specialities:
  - (a) Development of facilitation protocols;
  - (b) Promotion of the harmonization and integration of protocol conventions in the region through co-operation with other IGOs.
- (iii)(a) Study and evaluate current customs and immigration procedures of each group of Trans-African Highway member countries with a view to recommend measures for improving international travel and trade on the Trans-African Highway system.
- (b) Study licensing practices of commercial traffic, the extension of "in-bond" facilities for goods in transit between ports and landlocked member States, vehicle insurance and the harmonization and simplification of travel documents required by international travellers.
- (iv) Assist in the establishment and development of subregional Interstate Facilitation Commissions for the Trans-African Highway Authorities, maintain working relationship with them and to service their meetings.
- (v) Maintain close liaison with related organizations such as trade promotion bodies, subregional economic groupings, and international bodies operating with similar interests with the view to promote physical integration of the African economy and by adoption of relevant bilateral, multilateral and international conventions for the promotion of trade.

#### 3.5.3.4 Road Traffic and Transport Engineer (Transport Economist)

- (i) The RTTE/TE will undertake responsibilities of those aspects of the programme of the Bureau which directly concerns traffic, transport and economy issues relating to the realization of the Trans-African Highways programmes.
- (ii) Will undertake development of projects and preparation of periodic programme to enhance the activities of and advise the authorities.
- (iii) Will implement projects directly related to his area.
- (iv) Will particularly be responsible for the undertaking of the following priority projects:
  - 1. Carry out transport studies on the Trans-African Highways Network, and on a particular highway or segments thereof, to determine the trend and growth of transport demand, and make proposals on improvement works on priority basis.
  - 2. Make an inventory of existing transport regulations pertaining to vehicle control, registration and importation, and prepare recommendations to standardize motor vehicle procurement and operation.
  - 3. Review and analyse all available data concerning passengers and freight movement and traffic flows, along the Trans-African Highway system, and identify seasonal variations of flows.
  - 4. Develop estimates of unit construction and maintenance costs of the Trans-African Highway network and the feeder system of each highway and determine whether any backlog of postponed maintenance is attributable to financial, institutional or other causes, or a combination of these, and the quantified remedial measures required.
  - 5. Assess the quality of road construction and structure of construction industries in each member country, and prepare recommendations for the Governing Councils on improvement requirements, including the development of local contractors to offset the drain of foreign exchange attributable to domination of the African road construction industry by expatriate and transnational contractors and materials supply enterprises.
  - 6. Assess the road-side development potential of the influence area of each Trans-African Highway and log available road-user facilities such as rest houses, fuel and auto-servicing facilities, any security and other problems and obstacles; and together with other professionals such as the senior Highway Engineer, prepare preliminary road-side development plans and active programmes.



The Road Traffic and Transport Engineer/Transport Economist shall also be responsible for the modeling and analysis of Trans-African Highway traffic, including origin and destination surveys and traffic forecasting. He shall endeavour to standardize traffic signs and markings throughout the region, and promote accession efforts by Trans-African States to the UN Conventions on road traffic.

#### Programming Assistant

1. The Programming Assistant is expected to have some considerable experience in computing and will directly assist the various experts of the Bureau in the development and management of statistics and data unit.
2. The Programming Assistant will also be responsible for organized and standardized documentation of all materials in the Bureau.
3. To undertake any other responsibilities to assist all staff of the Bureau in the effective implementation of their responsibilities.

#### Technical assistance personnel on secondment:

Experts should be accepted from bilateral or international sources (or member States) on secondment to assist the various personnels of the Bureau in the development and implementation of projects in their areas of activities. Technical assistance experts seconded to the Bureau will be remunerated by their own Governments and their conditions of service and privileges will be bilaterally agreed.

#### 3.5.3.7 The Bilingual Senior Secretary

1. Provide all the direct administrative services to the Bureau.
2. Liaise with the ECA system to ensure effective administrative services to the Bureau.
3. Directly responsible to the Co-ordinator.
4. Supervise the activities of all general service support staff to the Bureau.

3.5.4 Three-Year Phased Implementation of the Proposed Structure3.5.4.1 Programme

Item	Programme Component	Output	Year
(i)	Work in consultation with member States and intergovernmental organizations towards the establishment of remaining Authorities	Working documents and meetings reports	1991
(ii)	Monitor existing feasibility studies in order to advise on economic alignments for the major missing links	Prepare recommendation reports for conception of Authorities and member States, and also project document for bilateral assistance	1991
(iii)	Work in consultation with the member States towards establishment of the African Highwayway Association	Working documents and meetings reports	1991
(iv)	Preparation of documents for the meetings of organs of the Bureau	Working documents and reports of meeting	1991
(v)	Monitoring and evaluation of the SSATP and North African studies with respect to conditions of the TAHs and implication on the progress of construction	Report on strategies and guidelines for consumption of member States also project document for bilateral assistance	1991
(vi)	Preparation of project documents towards the establishment of the integrated computerized database for the Bureau	Prodoc for bilateral assistance and consultation reports	1992
(vii)	Monitor the activities of the intergovernmental organizations in respect to facilitation of trade and travel in order to establish the state of progress on inter State routes and to determine viable actions/projects for the Bureau	Prodoc for bilateral assistance and consultation reports	1992
(viii)	Monitor current deficiency in the professional/technical training in the highway sector of member States, in consultation with the IGOs, in order to identify areas of bilateral co-operation between the Bureau and other well established sister institutions	Project document for bilateral co-operation and advisory reports for consumption of member States	1992

Item	Programme Component	Output	Year
(ix)	Further works on the establishment of any of the remaining Authorities	Working documents and meetings reports	1992
(x)	Further works on the establishment of any of the African Highway Association and servicing of meetings	Working documents and meetings reports	1992
(xi)	Monitor existing inventory studies of the Trans-African Highways with the intention to update existing ones and to establish outstanding works	Reports on strategies and guidelines on outstanding works, progress report on the execution of the TAH programme	1993
(xii)	Preparation of project document for the identified works on facilitation of travel and trade on TAHs	Project document for bulateral assistance and consultation reports	1993
(xiii)	Further work on the establishment of the integrated database	Progress and mission reports	1993
(xiv)	Preparation of project document for outstanding feasibility studies on the major missing links of the TAHs	Project document for bilateral assistance and mission reports	1993
(xv)	Preparation of working documents for the meetings of organs of the Bureau	Working documents and meetings reports	1993

3.5.4.2 Budget Implication

Item	Amount US\$		
	1991	1992	1993
E.01 Co-ordinator	74 500	74 500	74 500
E.02 Snr. Highway Engineer	B.A.	66 200	66 200
E.03 Snr. Secretary	20 311	20 311	20 311
E.04 Transport Economist	B.A.	B.A.	B.A.
E.05 Legal/Custom Officer	B.A.	B.A.	B.A.
E.06 Programme Assistant	B.A.	B.A.	B.A.
Sub-total	94 811	161 011	161 011
E.07 Travel	70 000	70 000	90 000
E.08 Meetings	60 800	60 800	60 800
E.09 Equipment	25 000	45 000	70 000
E.10 Miscellaneous	15 696	25 000	45 000
Sub-total	171 496	200 800	265 800
Grand Total	266 307	361 811	426 811
Contribution rates by all ECA member States	5 300	7 200	8 500

N.B.: B.A. indicates that the Bureau will use bilateral assistance for work to be undertaken under these posts for the period indicated.

### 3.5.5 Minimum Level of Qualifications and Working Experience of Anticipated Staff for the Bureau

#### 1. Co-ordinator

Have an advanced degree in civil engineering and at least 10 years experience at the national or international level including studies, analyses, policy formulation and planning in highways and land transport issues. Some experience in management and in the area of international co-operation in land transport issues will be an added advantage.

A higher-level degree (Ph.D. or equivalent) may be substituted for two years of experience.

Should be fluent in English or French and to have a working knowledge of the other.

#### 2. Senior highway engineer

Have an advanced degree in civil engineering with at least 8 years of experience in highway planning, design, construction and maintenance. Some experience in the area of international co-operation in land-transport issues will be an added advantage.

A higher-level degree (Ph.D. or equivalent) may be substituted for two years of experience.

Should be fluent in English or French and to have a working knowledge of the other.

#### 3. Transport economist

Have an advanced degree in transport economics and planning, with at least 8 years of experience in both transportation and development planning. Some experience in the area of international co-operation in land transportation will be an added advantage.

A higher-level degree (Ph.D. or equivalent) may be substituted for two years of experience.

Should be fluent in English or French and to have working knowledge of the other.

#### 4. Facilitation officer

Have an advanced degree in international relation with background in law, and to have at least 8 years working experience at national or international level including experience in international protocols, agreements and conventions. Some experience in the area of international co-operation in transport would be added advantage.

A higher-level degree (Ph.D. or equivalent) may be substituted for two years of experience.

Should be fluent in English or French and to have working knowledge of the other.

#### 5. Programme assistant

Have a degree in computer studies (or equivalent) and to have had at least 4 years experience in systems analyses and database management and analyses. Some familiarity with land transport issues and analyses would be an added advantage.

Should be fluent in both English and French.

#### 4. Summary of Comments on the Document on the Operational Structure of the Trans-African Highway Bureau (TAHB)

##### 4.1 Comments from Economic Community of West African States (ECOWAS)

(i) The ECOWAS envisages the role of the Bureau as follows:

- (a) To co-ordinate the activities of subregional secretariats in the transport sector, while each of the subregional transport department is to report back on its activities to the plenary session of ECA Ministers of Transport, Communications and Planning.
- (b) The Trans-African Highway Bureau in ECA should negotiate funds from the UNDP and other international financial organizations to implement projects identified at the level of subregional secretariat.

(ii) The ECOWAS would prefer a structure for the Bureau that would ensure the formation of authorities on subregional basis.

(iii) ECOWAS envisages the function of the Bureau as follows:

- (a) Advise the subregional organizations on the prioritization of projects on basis of impact of transport schemes on development needs of other sectors of economy in various parts of the region.
- (b) Fund seminars and meetings to sensitize member States on regional policy themes thereby promoting such policy issues and, in this manner, aiding subregional organizations to implement their programmes effectively.

##### 4.2 Conclusion

ECOWAS view emphasizes on closer co-operation between ECA and subregional organizations, than hitherto possible, in the development and implementation of transport issues in the region, and implicitly suggests that the type of Bureau desired is that which should serve as a field arm of the ECA to promote transport issues and policies in the member States and ensure practical co-operation with the subregional organizations. This fact is synonymous with the wish of ECOWAS to ensure co-ordination and monitoring of activities of the TAHs to be organized

through institutions at the subregional level in order to make the activities of the Bureau rather simpler. This will also avoid the usual complexity of and duplication of functions between the Bureau and subregional IGO's, and moreover that these institutions exist for common policies among states, hence, have political and economic mandates to implement common transport and communication policies of the member States. In other words if this is agreeable then existing functions should be reorganized so that the following organs of co-ordination and monitoring will prevail at the subregional levels:

- (a) A Trans-West African Highway Network System in the ECOWAS subregion;
- (b) A Trans-East and Southern African Highway Network System in the Preferential Trade Area (PTA) subregion;
- (c) A Trans-Central African Highway Network System in the Economic Community of Central African States (ECCAS) subregion;
- (d) A Trans North African Highway Network System in the Union of Magreb Arab (UMA) subregion.

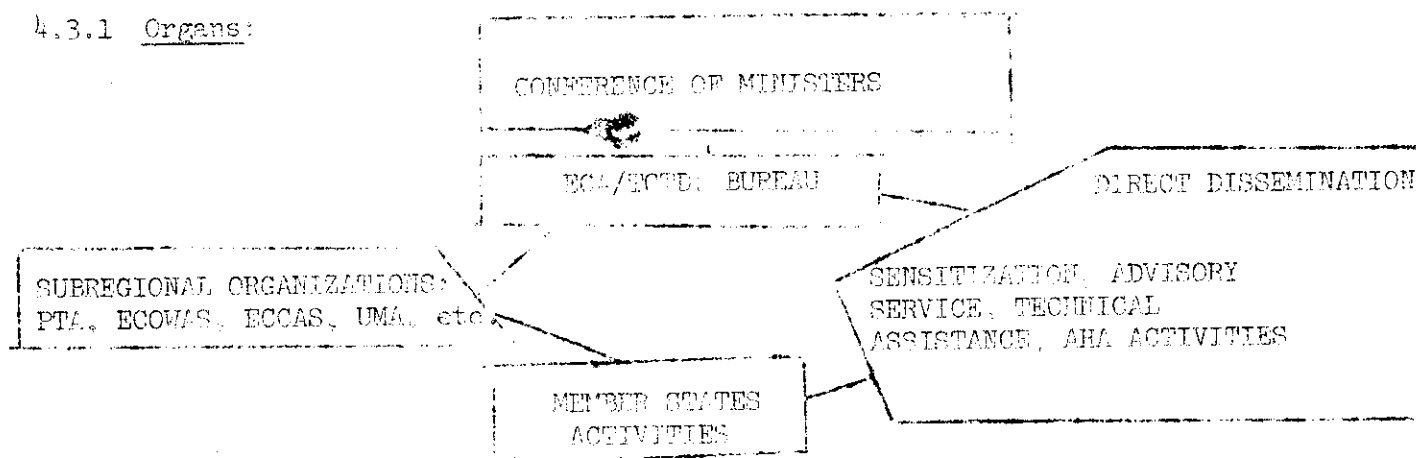
Consequently, each subregional IGO will co-ordinate activities on segments of the Trans-African Highways System (TAHS) in its area, and as being done implicitly in all the subregions by the intergovernmental economic organizations existing.

This is of course a very wise idea, since most of the Trans-African Highways linking one country to the other have virtually been identified it would be a most effective idea if the co-ordination of their realization can be organized according to the most effective groupings existing within the region. Consequently, the signing of institutional agreements among countries on the basis of each Highway will be an international agreement establishing by law the various alignments of international routes in the region. The focus of this regional element of integration would then be the Trans-African Highway Bureau, working in close liaison with the subregional institution to realize this prime element of regional integration. This will then leave the role of the Bureau to be very clear and unconflicting with the responsibilities of the subregional IGOs as they exist today.

Furthermore, because this is likely to leave the Bureau with a wider responsibility of, not only monitoring progress on the Trans-African Highways links, but actually advising member States on and promoting the efficient development of road and road transportation in the region, it would be most appropriate to rename this Bureau as the Pan-African Highway Bureau (PAHB) or the African Regional Highway Bureau (ARHB).

#### 4.3 AN ALTERNATIVE PROPOSAL TO THE STRUCTURE OF THE NEW BUREAU

##### 4.3.1 Organs:



##### 4.3.2 The two clear functions of the alternative structure

###### 4.3.2.1 With respect to the Trans-African Highways System (TAHS)

- (a) Disignation of the international highways in Africa;
- (b) Preparation of a programme or plan for these roads and their classification in order of priority;
- (c) Adoption of specifications and standard rules for the construction of the international highways, and for traffic, and more particularly with regard to the geometrical characteristics with other roads, a highway code, road signs and signals, junctions with other roads or with railways, services such as telephones, assistance, petrol stations, etc.
- (d) Intervene with the competent authorities with a view to easing frontier formalities;
- (e) Raising of the technical standards of road construction;
- (f) Serve as secretariat to the statutory bodies of the TAHS.

###### 4.3.2.2 For the purpose of efficient development of road and road transport

- (a) Advise member States on general aspects of road and road transport development;
- (b) Promote new innovative policies in member States;
- (c) Liaise with international, regional and subregional organizations in the development and implementation of programmes;
- (d) Provide technical assistance to subregional bodies engaged in the development of road and road transport matters;
- (f) Serve as secretariat to regional African road and road transport associations.



#### 4.3.3 Changes from the first proposal

(a) No country reports necessary, but annual reports by subregional IGO's will be required.

(b) No support council necessary, but representatives of the subregional IGO's and officials of the proposed AHA will review the financial state of the Bureau from time to time.

(c) Contributions to the Bureau's activity will be made direct from the IGO's which should form part of their annual transport budgets. In other words an indirect contribution will be envisaged from member States through the subregional agencies. Also once the AHA is in place, membership fees will be charged and this will help the Bureau's finances while serving as secretariat to the Association.

(d) Authorities will be established by highways in order to establish the statutory agreements among States to designate a particular continental highway link as an international artery and also establish feeder links to it.

(e) Co-ordination and monitoring of the development and management of these statutory international highways will be organized through the subregional IGO's from the Highway Bureau at ECA.

RESOLUTION ECA/UNTACDA/Res.89/79  
TRANS-AFRICAN HIGHWAYS AND ROAD SAFETY IN AFRICA

The Conference of African Ministers of Transport, Communications and Planning, meeting in Tangiers, Morocco, on 15 and 16 November 1989

Aware of the fundamental role that the trans-African highways can play in the physical, economic and social integration of Africa.

Mindful of the role which the trans-African highway authorities have to play in the preparation, implementation and follow-up of the second Decade,

Considering the consensus which emerged during its sixth meeting held in Kinshasa in March 1989, on the subject of the Lagos-Nouakchott-Tangiers axis,

Aware that road traffic accidents constitute one of the highest causes of mortality in Africa and that there is a need to intensify co-ordination of road safety activities at all levels;

1. Invites the States concerned to establish or to reactivate the authorities of the Trans-African axes, including the Lagos-Nouakchott-Tangiers axis in view of the consensus which emerged during its sixth meeting held in Kinshasa in March 1988;
2. Requests ECA to set up, as soon as possible, a Bureau to serve as the single secretariat of the trans-African highway authorities;
3. Appeals to States that are members of trans-African highway authorities to honour their financial obligations vis-a-vis the single Bureau on time.
4. Appeals to donors to assist in financing the running of the single Bureau of the Trans-African Highway Authorities;
5. Requests ECA to consider the possibility of establishing an African Highway Association and to report on the subject to its next meeting.

RESOLUTION NO. 1

RELATING TO THE REACTIVATING OF THE TRANS-AFRICAN HIGHWAY BUREAU AT THE  
HEADQUARTERS OF UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA

The Combined Meeting of All the Trans-African Highways, meeting in Addis Ababa, Ethiopia from 6 to 10 October 1986,

Having noted the tremendous difficulties which African economies are currently going through,

Aware of the difficulties African countries are finding in honouring their financial commitments towards the running of the institutions already set up to co-ordinate the construction of the various Trans-African Highways,

Having noted that some countries are traversed by several Trans-African Highways and therefore have membership in more than one institution to which they have to financially contribute,

Having considered that a single bureau set up at ECA headquarters to service all the institutions set up to co-ordinate the construction of the Trans-African Highways shall be cost-effective, affording a lot of saving on the part of African countries,

Satisfied that a single Bureau shall serve the needs of African countries in intensifying efforts already deployed towards the rapid development of the Trans-African Highways programme,

Recommends:

1. Agree to reactivate the Trans-African Highways Bureau first conceived by ECA in 1971; and redefine its goals and objectives in order that it may meet the needs of member States;
2. Strongly urges the financial contributions necessary for the running at the Bureau;
3. Calls upon ECA to provide the infrastructure including technical assistance necessary for the establishment of the said Bureau;
4. Requests UNDP to provide financial assistance during its fourth cycling programme for the establishment and running of the Bureau;
5. Requests the Executive Secretary of ECA to take all the steps necessary for the smooth running of the Bureau.