ECONOMIC COMMISSION FOR AFRICA

Regional Workshop on Strengthening Human Resources
    Management Capabilities within a Transport and
    Communications Sector in Africa

Addis Ababa, 9-10 May 1991

REPORT OF THE REGIONAL WORKSHOP ON STRENGTHENING HUMAN RESOURCES
MANAGEMENT CAPABILITIES WITHIN THE TRANSPORT
AND COMMUNICATIONS SECTOR IN AFRICA

A. ORGANIZATION

The Regional Workshop on Human Resources Management Capabilities within the Transport and Communications sector in Africa was held in Addis Ababa, Ethiopia, 9-10 May 1991.

B. ATTENDANCE

The following representatives of members of the Economic Commission for Africa attended the meeting: Algeria, Benin, Burkina Faso, Burundi, Congo, Cote d'Ivoire, Djibouti, Egypt, Ethiopia, Gabon, Ghana, Guinea, Kenya, Liberia, Malawi, Mali, Namibia, Nigeria, Central African Republic, Rwanda, Swaziland, Tanzania, Chad and Zaire.

The following specialized agencies and organs of the United nations as well as the following the African intergovernmental organizations listed below were also in attendance: the International Telecommunications Union (ITU), the Ministerial Conference of Western and Central African States on Maritime Transport (MINCONMAR), the Preferential Trade Area for Eastern and Southern African States (PTA), Union douaniere des Etats de l'Afrique centrale (UDEAC), the United Nations Conference on Trade and Development (UNCTAD), United Nations Development Programme (UNDP), World Bank.

The list of participants is attached as annex I to this report.

C. OPENING OF THE MEETING (agenda item 1)

The meeting was officially opened by Prof. Adebayo Adedeji, United Nations Under Secretary General and Executive Secretary of ECA.

After welcoming workshop participants he thanked them for accepting his invitation to participate in the workshop. He gave the background of the subregional workshops in relation to the preparatory activities for the implementation of UNTACDA II and outlined activities which ECA carried out in the field of human resources and institutional development during the implementation of UNTACDA I.

The Executive Secretary stressed the role of human resources and institutional development in the improvement of the transport and communications sector and pointed out the activities which ECA undertook in collaboration with specialized UN agencies to develop

a new approach for analyzing problems of human resources and institutional development in the sector. The approach was diagnostic based on determining factors which constrain or promote the sector. He thanked the UN agencies namely: UNCTAD, the World Bank, IMO, ICAO, ILO, ITU for the role they played in developing case studies and modal reports that were used for conducting the subregional workshop. He also thank UNDP for financing the project.

In his closing remarks he outlined the objectives of the regional workshop and appealed to participants to address their minds with vigour and critically analyse the recommendations of the subregional workshops and give guidance to member States, intergovernmental and international organizations on how to translate the recommendations into action plans to be undertaken during the implementation of UNTACDA II.

D.   ACCOUNT OF PROCEEDINGS

Election of the bureau: The bureau of the meeting remained the same as that of the meeting of experts namely: Nigeria, Chairman and Malawi, Rapporteur.

Adoption of the report and programme of work (agenda item 2)

The following agenda was adopted:

1. Opening statement of Executive Secretary of ECA

2. Adoption of the agenda and programme of work

3. Presentation and discussions on the consolidated report of the six subregional workshops on Strengthening Human Resources Management Capabilities within the Transport and Communications Sector in Africa

4. Any other business

5. Adoption of workshop report and closure of the meeting

The meeting adopted the following work programme:

Thursday 9 May 1991   Morning   10:00 to 13:00 hrs.
                                    Afternoon 15:00 to 17:00 hrs.

Friday 10 May 1991   Morning   Free
                                    Afternoon 15:00 to 18:00 hrs.

Presentation and discussions on the consolidated report of the six
subregional workshops on Strengthening Human Resources Management
Capabilities within the Transport and Communications Sector in
Africa (agenda item 3)

In his opening remarks, the workshop Chairman Dr. Ola
Adegbeyeri, Director of Transport, Ministry of Transport, Nigeria,
reiterated the objectives of the regional policy workshop. He
congratulated ECA and all UN specialized agencies which
participated in the project for all the activities undertaken in
the preparation of modal reports and the successful conducting of
six subregional workshops.

In presentation of the document on the consolidated report on
subregional workshops on Human Resources Management Capabilities
within the Transport and Communications sector in Sub-Saharan
Africa (TRANSCOM/491 of 29 March 1991), a representative of the
secretariat informed the participants that the document is divided
into four main parts. The first part gives the background of the
project and preparatory work done by ECA and UN agencies for the
conducting of subregional workshops. The second part of the
document, he said, was the most important one as it contained
recommendations of the subregional workshops given under four main
sub-headings namely: sectoral, modal, general and recommendations
on landlocked countries. With reference to the conclusion in part
three of the document, he informed participants that the six
subregional workshops were highly successful and that participants
of the workshops stressed the need for continuation with the
project on human resources and institutional development in the
transport and communications sector during the implementation of
the Second Decade programme through collaboration between member
states, intergovernmental organizations, ECA and UN agencies that
were involved in the project.

In his concluding remarks he drew attention of participants to
the importance of annex III which contained summaries of modal
reports and their recommendations.

Following this presentation, the meeting considered all the
recommendations made by participants of subregional workshops as
contained in document TRANSCOM/491 of 29 March 1991 which is
attached as an appendix to this report. The recommendations of the
regional workshop (amended recommendations of subregional
workshops) are in sections I to IV of this report and the regional
workshops concluding recommendations are in section V of the
report.

I. GENERAL RECOMMENDATIONS

- ## INSTITUTIONAL

1. GOVERNMENT CONTROL

In order for the institutions in the Transport and Communications sector to operate as business entities, and to shorten the decision making process which is essential for institutional performance, governments should review the structures and control mechanisms guiding their activities by introducing the following:

- set clear achievable objectives for each institution and adopt systems of management by results;

- appointment of chief executives should be based on their profesional merits, and the reconstituting of management boards in such a way that most major interest groups are represented. There is need also to ensure their stability;

- contrat-plans should be prepared and agreed upon between governments and transport organizations;

- services which put pressures on the operations and finances of the institutions but are deemed necessary by governments must be financed or subsidized by governments. In addition, governments should promote the objectives of institutional and financial performance improvements through prompt payment for the services rendered to government by the institutions;

- managerial and operational autonomy should be given to parastatals to enable them conduct their business without interference from outside.

- cost-benefit analysis into the possibilities of changing the ownership structures of some institutions if this will solve their liquidity and other related management problems.

- encourage the use of local experts in institutional and human resources development.

- curative measures should be instituted to eliminate overstaffing and appropriate policies should be adopted to forestall overstaffing of institutions. Strategies to eliminate overstaffing include comprehension of establishment standards, redeployment and retrenchment. In view of social consequences of these strategies, re-training and self employment programmes may be instituted. Specialized UN agencies should be called upon in planning and implementation of these appropriate strategies and programmes.

2. INTEGRATED INVESTMENT PLANNING

- Considering the crucial role of transport and communications in economic and social development, the shortages of financial resources for their operations and development, and the inefficiencies caused by ad-hoc investment and frequent duplication of effort resulting from poor co-ordination between sectors and sub-sectors, governments should introduce alternative integrated investment planning systems and procedures based on close planning cooperation and coordination by the institutions themselves, so that national development plans and programmes are balanced and mutually supportive.

- Governments should also endeavour to regularize the allocation of foreign exchange and annual investment funds for each sector and sub-sector, so that, coupled with the increased financial autonomy assigned to each institution, the institution can improve its investment planning performance.

3. STANDARDIZATION OF EQUIPMENT

Considering the adverse effect which different makes of equipment have on the performance of the institutions in transport and communications, governments should facilitate the standardization of equipment by:

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- giving full responsibility to the institutions'
  management to set the technical specifications and the
  standards, and to identify the most appropriate
  equipment suppliers;

- assigning full powers to the institutions' management
  to negotiate with donors in the choice of technologies
  and equipment;

- minimizing the problems associated with multiple
  equipment standards from foreign donors by providing as
  much foreign exchange as possible to this important
  sector, so that the most appropriate equipment and
  technologies, with adequate supplies of supporting
  items and spare parts, can be purchased on the most
  economical terms;

- ensuring that in case of equipment donations,
  every effort must be made to ensure an
  adequate supply of the special tools and
  spare parts needed to maintain the equipment
  over its expected life;

- Orientate training towards maintenance of equipment
  and/or the manufacture of certain spare parts by local
  craftsmen;

- In another connection, institutions operating in the
  area of transport should ensure that equipment to be
  purchased meets the axle-load standards and other
  technical specifications required in the countries
  where the respective equipment will be used.

Furthermore, authorities in charge of these sectors should
disseminate, as widely as possible, existing laws and regulations
in the domain.

4.   INDUSTRIAL RELATIONS

Acknowledging the role and impact of unions, governments
should encourage institutions to adopt the consultative style of
management. Attempts must be made to promote good industrial
relations. Emphasis should be placed on flexible and attractive
reward structures, and set in place other motivational
improvement practices which will promote a healthy environment
conducive to good organizational performance, motivation, and
productivity.

HUMAN RESOURCES

1. REMUNERATION AND SOCIAL SYSTEM FOR WAGE EARNERS OF THE PUBLIC AND SEMI-PUBLIC SECTORS

Governments should institute better motivation and incentive schemes for staff.

- Governments through their relevant Ministries, should actively seek new ways of rewarding the valuable human resources engaged in sector development and operations, so that they are able to meet their basic life support needs, and at the same time concentrate their energies and attention on the work of developing and maintaining the transport and communication infrastructures and equipment.

- Governments should gradually establish a legal fremework and a social system for staff integration and development in order to ensure good productivity.

2. STAFF TRAINING AND DEVELOPMENT

Institutions should be encouraged to develop the necessary mechanisms for continuous human resources development through:

- progressive development of well structured in-service training programmes;

- improved utilization of existing national, sub-regional, and regional training institutions, and continuous efforts to improve the quantity and quality of training at these institutions;

- increased financial allocations for external specialized training where national, sub-regional, and regional training institutions are unable to provide the requisite training.

- payment of their financial contribution for the smoth function of existing national and sub-regional intitutions.

3. CORPORATE CULTURES AND WORK ETHICS

Governments should support and encourage institutions to develop corporate cultures and work ethics conducive to modern human resources management practices. Such corporate cultures should be designed to encourage individual contributions to enterprise objectives, continuous improvement in human resource management processes, and continuous improvement motivation and productivity.

II. MODAL RECOMMENDATIONS

a. ROAD TRANSPORT AND HIGHWAYS

1. The Workshops recognized the performance of private road transport operators and their contribution to the development of the transport sector and recommended that Governments should support private initiatives in the road transport sub - sector.

2. Participants in the subregional workshops expressed the wish that the Second Transport and Communications Decade in Africa should pay special attention to the training of small-scale road tranporters and administrative senior staff by helping to establish subregional istitutions for the training of senior staff and national institutions for the training of transporters.

3. Governments should speed up the completion of the missing links in trans-African highway networks. Governments should also encourage institutional efforts to:

- enforce road safety regulations and procedures and other sector-specific standards such as axle-load controls;

- harmonize and enforce licensing and other regulations;

- establish sub-regional workshops for maintenance and if need be, for road construction.

- establish sub-regional workshops for road construction and maintenance equipments.

4. Governments should encourage the development of regional standards in the design and construction of inter-state highways and the related axle-load limits and safety standards.

5. Understanding should be reached and associations developed for the purpose of:

- Harmonizing road legistlations and procedures,
- Exchange of information.

6. The construction and maintenance of road infrastructure should be centralised, especially:

- Interstate roads;
- Urban roads;
- Interurban roads;
- Feeder roads.

b. RAILWAYS

Given the importance of the railway sub-sector, and the high levels of investments required to expand and operate railway transport networks, governments should:

- encourage the establishment of bi-lateral agreements for inter-state railway systems to ensure smooth movement of inter-state and international traffic. These agreements should focus on equitable exchange of rolling stock, maintenance standards for commonly used equipment and common management processes to facilitate quicker rolling stock turn-round;

- consider setting up sub-regional mechanical and other workshops with a view to producing the bulk of railway spare parts and components within each sub-region, thereby minimizing duplications;

- make efforts to complete the sub-regional Railway Training Centres which were started during UNTACDA I, namely Zaria (Nigeria), and Kabwe (Zambia). Wardan (Egypt) and any other viable institutions.

- make sure that interstate road and rail-link projects be executed, strengthened and included in the Decade Programme;

- Should strengthen Union of African Railways (UAR).

c. SHIPPING

1. Shipping lines in sub-Sahara African are facing fierce international competition with lines in developed countries. These lines from developed countries are joining forces by way of joint

ventures and slot charter arrangements to gain economy of scale advantages while reducing their costs. Therefore, future institutional development strategies in shipping in SSA must assume a multinational dimension, by way of sub-regional cooperation, as a survival strategy.

2. In view of the enormous foreign exchange pressure put on shipping lines in dry docking and repairs in Overseas yards, and considering the foreign currency savings that could be realized by carrying such activities locally, and also the availability of cheap labour in SSA, it will be desirable if some selected existing shipyards in the region could be revitalized on sub-regional cooperation basis (perhaps with the involvement of IMO and UNCTAD) to handle vessels from the region.

3. While it is noted that there exist facilities for training sea-going personnel in sub-Saharan Africa, it is equally observed that no such facilities exist for the training of shore based personnel. It is therefore recommended that the existing Regional Maritime institutions be upgraded, encouraged and supported financially to provide courses in the field of Maritime studies. Courses should cover the training needs of the Shipping Lines, Port Authorities, Freight forwarders and Multi-modal Transport Operators.

4. Regional bodies should continue to hold dialogue with the European Economic Community (EEC) and other similar organizations concerning shipping policies with a view to protecting SSA shipping interests.

d. PORTS

1. In most of the countries of sub-Sahara Africa, government officials, particularly those based at hinterlands with no maritime traditions, do not have a balanced appreciation of the effects of performance in port activities on their national economies. This problem should be given serious consideration by policy makers.

2. Actions should be taken to streamline port organizational structures and strengthen training activities to improve their performance.

3 Consultation with regard to port training should be strengthened with a view to optimize the use of existing potentials and to achieve possible complementarities in this field.

4. It is necessary to take into account the needs of the various ports in the region, namely, Sea, river, lake and dry ports, under the Decade Programme.

5. Establishing effective communication systems, including the Advance Cargo Information System (ACIS) to facilitate cargo flows and forward planning should be encouraged.

6. In order to put an end to the clash of interests and competition, it is recommended that ports should be reorganized and their role redefined by specifying the sphere of activity of each port operator.

7. The interest of land-locked countries should be taken into account in port development projects.

8. Port Management Associations of the sub-regions should be strengthened and existing expertise identified within the association should be developed.

9. Continued assistance and establishment of TRAINMAR programmes, where they do not exist, is recommended.

e. **MULTI-MODAL TRANSPORT**

1. Considering the fact that in sub-Saharan African countries the role of freight forwarding and multi-modal transport is not widely recognized and has not developed, action to promote the profession should be taken by:

- creating or strengthening national trade and transport facilitation committees;

- creating external and internal training structures;

- creating national professional associations.

2. The participants, particularly those from land-locked countries stressed the need for the transit countries to grant them facilities that would speed up the transportation of their goods. In this respect, it is recommended that bilateral or international conventions on multi modal transport should be signed and respected.

3. For effective co-ordination, all modes under the multi-modal transport chain must be under one Ministry, preferably under the Ministry of Transport.

4.   Government should take action to ratify the UN Convention on International Multi-modal Transport, and the Hamburg Rules.

f. CIVIL AVIATION

1. Noting the many efforts to improve regional co-operation in the Civil Aviation sub-sector, and the very significant benefits that will arise from such co-operation, it is recommended that governments continue their efforts to facilitate the early implementation of the Yamoussoukro Declaration.

2. It is also recommended that governments should encourage Airlines, Civil Aviation and Telecommunications organizations to co-ordinate their activities at national and sub-regional levels.

3. Governments should encourage co-ordination between Civil Aviation Administrations, Airlines and Airport Authorities to facilitate the establishment of comprehensive plans of national civil aviation.

4. It is recommended that governments establish wherever it is possible independent outonomous authorities that would have sefficent organization and financial independence.

5.   Continued assistance and establishment, of TRAINAIR programme, where they do not exist, are recommended.

g. TELECOMMUNICATIONS

1. Given the rapidly changing nature of telecommunications, particularly the changes in technologies, the introduction of new services, and the likely shortage of network systems and spare parts for the basic telecommunication networks forming the bulk of the sub-regions requirements, governments should examine the effects of such changes on their telecommunications needs; and review their telecommunication policies and regulations with a view to providing some measure of protection against the negative impacts of such changes, and to optimize their beneficial elements.

Given also the broad nature and influences of these technological changes, governments should maximize regional and sub-regional cooperation in the development of appropriate regulations, policies and strategies, using and/or strengtheing existing regional organizations such as PATU where possible. In addition the International Telecommunication Union (ITU), which has the mandate to set technical standards, and to provide technical

assistance through its Telecommunication Development Bureau (BDT) should be called Upon to monitor techniological charges and advise the countries of the region on the most appropriate responses

2. Governments should seriously pursue the setting up of sub-regional telecommunications equipment manufacturing organizations, based on detailed market analyses, equitable sharing and distribution of research and manufacturing facilities, and commitments by each government to support these ventures, provided standards and equipment qualities meet the set minimum International standards.

3. In view of the extremely low telephone densities in all countries of the region, and the resulting failure of telecommunication services to support all other social and economic development efforts, governments of the region should seek ways of sustaining continuous growth of telecommunication services through consistent investment policies based on re-investment of institutional profits and regular allocations of foreign exchange for equipment purchase.

4. Governments should consider the separation of postal and telecommunication services, so that the specific needs of each specialized activity can be developed and managed efficiently and independently of each other.

III. RECOMMENDATIONS ON LANDLOCKED COUNTRIES.

In order to address the issues facing transportation in land-locked countries the following are recommended:

- the conclusion and effective implementation of agreement between transit and landlocked countries as well as other institutional and operational agreements so as to facilitate trade flow in the transit corridors.

- promotion of joint ventures among countries of the region to provide and improve essential services along transit corridors;

- promotion and establishment of freight forwarders and Multimodal Transport Operators (MTOs);

- speeding up the establishment and development of dry ports.

- establishment of National Trade and Transport Facilitation Committees;

- establishment of shippers' councils where they do not exist;

- given the landlockedness of some of the African countries, ECA and other UN agencies should endeavour to conduct further studies to highlight the sector problems in the region;

- a forum for policy makers and top managers of institutions (such as these workshops) should be established where all the African countries the specialized UN Agencies, World Bank and ADB meet to discuss issues in transport and communications, formulate and discuss the coordination of sector policies.

IV. GENERAL RECOMMENDATIONS

1. The Workshop regretted the fact that inland water transport and postal communications sub-sectors were not included in this study. Governments should, therefore request the Executive Secretary of ECA to include these modes of transport and communication in future studies and address their specific problems during the implementation of the Second Decade.

2. Given the importance of human resources and institutional development, Workshop participants recommended that all UN specialized agencies in Transport and Communications which do not have regular Human Resources and Institutional Development (HRID) Modal Conferences should make every effort to convene them on a regular basis.

3. Governments should sign and accede to international conventions if possible.

4. Data banks should be established for the Transport and Communications sector.

V. CONCLUSIONS AND RECOMMENDATIONS
OF THE REGIONAL WORKSHOP

Participants of the Regional Workshop considered and approval the findings and recommendation contained in the consolidated report of the Sub-regional Workshops on Human Resourses Management Capabilities within the Transport and Communication Sector in Sub-Saharan africa (TRANSCOM/491 of 29 March 1991), after some ammendments.

Furthermore the Regional Workshop made the following recommendations:

- Recommendations of the workshop should be the basis for identifying project proposals in the area of the development of Human Resources and Institutional Development for inclusion in the programme of UNTACDA II;

- Member states, Inter-Governmental Organisations, and United Nations Agencies should formulate national, sub-regional, and regional project proposals based on the approved recommendations, for submission to the appropriate bodies involved in the second Decade.

- A Committee must be set up to co-ordinate the execution of approved projects and to ensure follow up in this area

- The Executive Secretary of ECA as well as the Secretary Generals of the UN specialised Agencies namely UCTAD, ITU, ILO, IMO, ICAO, the World Bank and UNDP should take concrete and approved steps to mobilise resources for execution of approved projects.

Any other business (agenda item 4)

No issue was raised under this agenda item

Adoption of the workshop report and closeure, of the meeting (agenda item 5)

The workshop adopted its report and it was closed by the chairman. In his closing remarks the workshop chairman thanked all participants for their support and cooperation during workshop deliberations. He emphasised to the participant the importance of the recommendation calling upon member states to prepare project proposals in human resources and institutional development for considerations and inclusion in the programme of the second Decade. He appealed to them to respond positively to that recommendation.

ANNEX I
THE LIST OF PARTICIPANTS