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PROGRESS REPORT ON IMPLEMENTATION OF THE
UNITED NATIONS TRANSPORT AND COMMUNICATIONS DECADE PROGRAMME

I. Programme for the first phase programme

1. The programme for the Phase I of the Decade originally consisted of 771 projects for all sectors at an estimated cost of \$8.9 billion.

2. Following the call by resolution ECA/UNTACDA/Res.81/13 adopted in March 1981 at the second meeting of the Conference of Ministers of Transport, Communications and Planning, to revise and update the programme, ECA began in 1981 to integrate the following into the programme:

- Kagera Basin Organization (KBO) projects;
- SADCC programmes of action in the field of transport and communications approved in Maputo in November 1980;
- Various projects submitted by certain countries either directly to ECA or introduced during the Technical Consultative Meetings organized in Lome in 1981 and in Ouagadougou, Yaounde and Abidjan in 1982.

3. The revised programme for Phase I consisted of 1091 projects for all sectors at a total estimated cost of \$15.4 billion. Financing so far obtained is 43 per cent broken down as follows:

Transport: 779 projects estimated at \$14.3 billion which financing obtained is \$5.7 billion or 46.7 per cent.

Communications: 312 projects estimated at \$1.1 billion of which financing obtained is \$250.9 million or 23.4 per cent.

4. The drawing up of the programme for Phase II of the Decade, 1984-1988 in compliance with resolution ECA/UNTACDA/PI/14 adopted at the second meeting of the Conference of Ministers of Transport, Communications and Planning in March 1981, entailed the sending of consultants to all countries of the continent and to intergovernmental organizations between April and July 1981. The consultants also gathered information on the progress made in connection with the programme for Phase I of the Decade. During these missions by the consultants, some countries requested that some projects in Phase I be deferred to Phase II and in some cases even requested the cancellation of certain projects.

It also seemed necessary to defer the implementation of some projects with relatively high costs which had not yet attracted financing or for which the prospects for financing were uncertain until the end of 1983 or early 1984. Finally only Phase I projects dealing with feasibility and engineering studies which have been completed or were likely to be completed before the end of 1983, were carried forward into 1983 for their physical implementation (construction, equipment).

Consequently, the programme of Phase I has been reduced as follows:

- Transport, 388 projects estimated at \$7.3 billion, out of which \$4.7 billion or 65.5 per cent has been secured.
- Communications: 254 projects estimated at \$946 million, out of which \$107.1 million or 11.3 per cent has been secured.

5. The final revised programme for Phase I consists of 642 projects for all sectors at an overall estimated cost of \$8.7 billion. As at 31 July 1982, 77.4 per cent financing (local and external) had been obtained.

6. Relevant conclusions from the analysis are that:

- (i) A large number of projects in both sectors (39 in transport and 254 in communications) did not attract any financing;
- (ii) Most of the projects which were financed were national projects;
- (iii) With the exception of training and technical assistance projects, the regional and subregional projects fared very poorly in financing, in spite of the fact that the success of the **entire** Decade programme will depend on the extent to which these category of projects designed to foster regional integration, are successfully implemented;
- (iv) The railway and road transport subsectors tend to dominate the programme, constituting about 53 per cent of the entire first phase programme;
- (v) The poor performance of regional and subregional projects compared to national ones was due to the fact that they involved several nations, none of which was legally authorized or competent enough to act as promoter and spokesman for their objectives and similarly, competent regional/subregional inter-governmental organizations are not mandated to contrast loans or enter into financial deals on behalf of their member States.

7. ECA has in view of the above shortcomings, gained adequate experience during the implementation of the first phase programme which ends in December 1983 and the general results have been fairly good, although, less than anticipated. It is obvious that unless the Co-ordination Unit and ECA play a more dynamic role, the results of the up-coming second phase and indeed the entire Decade programme might fall short of expectations.

II. Preparation of the second phase programme

Introduction

8. In accordance with the ECA Conference of Ministers resolutions 345(XVII), 422 (XVI) and ECA/UNTACDA/Res.13/14 requesting that the preparation of the second phase programme be carried out, a draft programme of the second phase has been prepared by ECA. The second phase preparatory activities were completed in December 1982. The work involved 30 experts provided on a cost-sharing basis^{3/} by UNCTAD, ICAO, OAU, UAR and the International Maritime Organization (IMO). A total of about 110 man/months of experts' time was expended on the preparatory activities in addition to the time and services of the Co-ordination Unit and staff of the Transport, Communications and Tourism Division of ECA. The cost of the preparatory work was financed from \$423,500 allocated by the General Assembly for 1982/1983 and \$1 million provided by UNDP for 1982/1983, specifically for this purpose.

9. The draft programme consists of 1322 projects, 452 of which were carried forward from the first phase and only 870 of which are new projects. The carrying forward of a large number of projects from the first into the second phase programme is due to the fact that (i) although the programme was divided into two phases for convenience, the entire Decade remains an entity; (ii) during phase I only studies and design activities of several projects were carried out with the clear understanding that actual implementation of these projects would take place in the second phase, and (iii) several important projects, particularly regional/subregional projects did not attract any financing during the first phase period and must therefore be shifted into the second phase period.

10. The estimated cost of the entire second phase programme is about \$32 billion. The transport sector consists of 721 projects, estimated at \$26.6 billion, which represents 85.8 per cent of the programme, while the communications sector consists of 591 projects, estimated at \$4.3 billion or 14 per cent of the programme cost.

11. A preliminary review of the programme shows that the road transport subsector alone make up about 40 per cent of the entire programme, followed by railways with 26 per cent. This obviously reflects the considerable needs of the region in these two subsectors.

Working group meetings

12. Beginning from 30 August to 11 September 1982, the working groups made up of representatives from relevant United Nations specialized agencies and African regional/subregional inter-governmental organizations met at Addis Ababa

^{3/} The agencies paid the experts' fees while ECA paid their travel expenses and subsistence allowances.

to review the first draft of the up-dated first phase report and the draft second phase programme. The working groups met and dealt with the various transport modes and communications subsectors. The meetings enabled the specialized agencies and organizations to critically examine the consistency of the report and draft programme with their respectively knowledge of the modes and their own development programmes, and also enabled ECA to associate the interest of the agencies/organizations with specific projects.

Inter-agency Co-ordinating Committee Meeting

13. The sixth meeting of the Inter-Agency Co-ordinating Committee was held from 18 to 20 October 1982 at Dakar, Senegal under the sponsorship of the African Civil Aviation Commission. It will be recalled that under provisions for implementation of the Decade (E/CN.14/776; E/CN.14/TRANG/147), this Committee is the highest technical body of the Decade, responsible for recommending the programmes to the Conference of African Ministers of Transport, Communications and Planning.

14. The purpose of the meeting was to provide an opportunity for a comprehensive evaluation of the implementation of the first phase and to enable a critical examination of the entire draft programme of the second phase.

15. The meeting recommended, inter alia, to the Conference of African Ministers of Transport, Communications and Planning that ECA and the Government of France should jointly organize a round-table at which the draft second phase programme and especially the modalities of financing the programme could be carefully examined from a technical/professional perspective, including the view of potential donors and financial institutions.

Inter-Governmental Meeting of Transport, Communications and Planning Experts

16. The third meeting of Inter-Governmental Experts in Transport, Communications and Planning was held at Addis Ababa from 5 to 14 January 1983. The objective of the meeting was to allow national experts from each African country to examine the report of the up-dated first phase and the draft programme of the second phase and approve the accuracy of information contained in both documents about their individual countries as well as an opportunity to provide more up-to-date information and/or correct inaccuracies in the report and draft programme.

17. The meeting also provided ECA with an opportunity to jointly consult those countries which are involved in joint projects, such as river/lakes basins, inter-State roads, training projects, etc., to ascertain preliminary details and general consensus on the projects.

Conference of African Ministers of Transport, Communications and Planning

18. The third Conference of African Ministers of Transport, Communications and Planning was held at Cairo, Egypt from 8 to 11 March 1983. The main objective of the Conference was to consider the report of the up-dated first phase programme and especially to examine the draft second phase programme prepared by

ECA. The Conference considered and approved the report of the up-dated first phase programme noting with mixed feelings, the progress made and the difficulties encountered in implementing the first phase programme.

19. In examining the draft second phase programme, the Conference was alarmed at the large number of projects (1251) and at the enormous cost \$31.7 billion, at a time when the world economic situation was difficult, and with the fact that the first phase programme which cost only half as much of the estimated second phase programme had not done well in implementation.

20. As a result of the above, the Conference recommended that each African country should review its list of projects with a view to reducing them, taking into account the following guidelines:

- (a) on-going projects should be continued and included;
- (b) projects whose feasibility studies have been completed and which are included in national plans and are of relevance to the global objectives should be included in the programme;
- (c) projects without feasibility studies should generally be excluded;
- (d) projects not in the national plans of countries submitting them should be excluded;
- (e) projects still at the conception stage should be excluded;
- (f) emphasis should be placed on regional and subregional projects;
- (g) there must be an effective co-ordination and integration of the various transport modes and communications subsectors;
- (h) emphasis should be placed on maintenance and preservation of existing facilities; and
- (i) there should be a clear indication of the extent of local and foreign financing.

21. The Conference adopted the following time-table for the finalization of the second phase programme:

- (a) submission by States to ECA of revised project proposals, 30 June 1983;
- (b) preparation by ECA of revised programme and circulation to member States, 30 September 1983;
- (c) seventh meeting of the Inter-agency Co-ordinating Committee, November 1983. This meeting will now be held in Addis Ababa, Ethiopia from 4 to 6 January 1984.
- (d) fourth Inter-Governmental Meeting of Experts, and fourth Conference of African Ministers of Transport, Communications and Planning to approve and launch the second phase programme, January 1984. The meeting of experts is scheduled to take place in Conakry, Guinea from 30 January to 4 February 1984 to be followed by the Conference of Ministers from 7 to 11 February 1984 also in Conakry.

22. The Conference also approved the organization of the joint ECA/French Government round-table in Paris, from 21 to 24 June and requested that the outcome be made available to the Inter-agency Co-ordinating Committee and circulated to all member States prior to the fourth Conference planned for January/February, 1984. The round-table was held as scheduled in collaboration with the Government of France at which high-ranking African experts and those of developed countries and financing institutions put the draft programme to a critical review and made recommendations on the best method of presentation. The recommendations of the round table have been implemented by presenting the programme according to transport corridors and emphasizing the importance of maintenance of existing assets and of training for management and maintenance in particular.

23. The meetings which have reviewed the draft second phase Decade programme estimated at \$32 billion have urged ECA to actively demonstrate its leadership role in the preparation of a reasonable programme since the cost of the draft programme is unrealistic. The guidelines adopted by the Conference of Ministers have been used by ECA to reduce the Phase II programme. ECA has, therefore, prepared a programme for Phase II estimated at \$24 billion. However, ECA is **still strongly convinced** that given:

- (i) the global economic recession;
- (ii) the difficulties experienced in implementating the first phase programme;
- (iii) the enormous financial and other resources which African countries cannot provide from their meagre local resources;
- (iv) the short time phase (five years) within which the programme would be executed;
- (v) the inevitable conclusions which donors and international financing institutions will draw that Africa is not serious in proposing a programme of such enormous cost; and
- (vi) the fact that the end of the decade programme will not mark the end of all transport development activities in Africa, but should be regarded as a social foundation for integrated future development in the sector.

even this revised programme is still considered unrealistic and as a result ECA has prepared an alternative programme estimated at \$13.2 billion, for transport and \$3.2 billion for communications.

24. This alternative programme is made up of projects which can be carried out and completed by 1988 when the Decade programme **terminates**.