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PROGRESS REPORT ON THE PREPARATION
OF UNTACDA II PROGRAMME

The Second United Nations Transport
and Communications Decade for Africa
1991 - 2000

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1. Introduction

Following the approval of the objectives, strategies and guidelines for the preparation of the programme of the second United Nations Transport and Communications Decade for Africa (UNTACDA II) the various partners involved in the preparation of the programme have set out to carry out their assigned tasks. These activities essentially began in February 1990 with the orientation workshop for the leaders of the National Co-ordinating Committees (NCCs). This was followed by similar workshops for the African Inter-Governmental Organizations and United Nations agencies in March and April 1990, respectively.

From the time of their orientation workshops, where specific guidelines for drawing up the programme at various levels were agreed upon, these groups have reached different levels in their work. These are summarized in the sections that follow.

2. Activities at the National Level2.1 Establishment of the National Co-ordinating Committee (NCC)

The preparation of the programme at the national level is supposed to be directed by the NCC whose terms of reference and composition were approved by the Ministers in Tangiers in 1989 (see section 4.3 of ECA document DEC/TRANSCOM/67/Rev.4 : The second United Nations Transport and Communications Decade in Africa, 1991-2000 (UNTACDA II) - Objectives, Strategies and Guidelines).

As of July 1990, the following countries have reported setting up their NCCs: Burundi, Ethiopia, Kenya, Egypt, Morocco, Libya, Rwanda, Malawi, Niger, Uganda, Nigeria, Ghana, Zaire, Senegal and Sudan.

2.2 Summary of activities

The ECA, along with some African IGOs, undertook field missions to several African countries in order to assist them in preparing the country strategy. Some countries have made good progress, while others have not yet started any substantive work. The following is a summary of development in those countries on which information is available.

Burundi

- (a) NCC Chairman - Augustin Ndabihore, Directeur Général des Transport, Postes et Télécommunications.
- (b) Composition - A total of thirteen members from the following organizations make up the Committee : Ministry of Transport, Posts and Telecommunications; Prime Minister's Office; Ministry of Planning; Air Burundi; Régie des Services Aeronautiques; Radio-Télévision Nationale du Burundi; ONATEL; Postes; Commerce Extérieur; Département des Voies navigables; OTRABU; Ministère des Travaux Publics et du Développement Urbain; Office National du Tourisme.

Ethiopia

- (a) NCC Chairman - Amare Hibistu, Head of Planning and Project Studies Department, Ministry of Transport and Communications.
- (b) Composition - Ministry of Transport and Communications; Road Transport Authority; Ethiopian Transport Construction Authority; Ethiopian Freight Transport Corporation; Public Transport Corporation; Marine Transport Authority; Ethiopian Shipping Line Corporation; Marine Transit Service Corporation; Ethio-Djibouti Railways Corporation; Ethiopian Airlines Company; Civil Aviation Authority; Ethiopian Telecommunications Authority and Ethiopian Postal Service Organization.
- (c) Status - Work progressing well. Country report expected to be ready by end of July.

Niger

- (a) NCC Chairman - Mr. Moussa Mossi, Directeur du Centre Nigérien des Utilisateurs de Transport (CNUT)
- (b) Composition - Representatives of the following organizations are members: Ministry of Transport and Tourism (2); Ministry of Communications (2); Ministry of Finance (2); Ministry of Economic Development (2); Ministry of Water and Environment (2); Syndicat des Transporteurs (2); Syndicat des Chauffeurs (2); SNTN (1); CNUT (1); Transitaires (1); OPT (1).
- (c) Status of activities - The Committee was set up on 9 May 1990 but had not yet begun active work. Nevertheless, it expects to complete its work by October, if necessary assistance is provided by ECA. The need for assistance arose from the fact that all members of NCC are full time workers in their respective organizations and therefore do not have enough time to complete UNTACDA activities quickly. Moreover, there was no budget allocation for UNTACDA activities.
- (d) Technical Assistance Requirements - A total of eight work months of consultancy were requested by the NCC to prepare the programme. In addition, the NCC wants 950.000 FCFA for office supplies and equipment.

Rwanda

- (a) NCC Chairman - Mr. Mpatswenumugaba Theodore, Secretary General, Ministry of Transport and Communications.
- (b) Composition - This is a small committee of only three from: Ministry of Transport and Communications; Ministry of Public Works, Energy and Water; Ministry of Planning.

Ghana

- (a) NCC Chairman - Commander P.M.G. Griffiths, PDNC Deputy Secretary, Ministry of Transport and Communications.
- (b) Composition - There are only three members in the Committee, all from the Ministry of Transport and Communications.
- (c) Status - The Committee is reported to be making good progress, with the final document expected to be ready by end of August 1990, in time for the subregional strategy meeting.

Several other countries are reported to have set up their NCCs but have not communicated the composition of these committees to ECA. In most cases only the name of the chairman is indicated. These include:

- Senegal - M. Ndiaga Dieng, Directeur des Etudes et de la Programation du Ministère de l'équipement.
- Zaire - Citoyen Dakahudyno Wakale Minada, Directeur du Groupe d'Etudes des Transports.
- Sudan - Mr. Modawi el Tiraifi, Director, Central Planning, Ministry of Transport and Communications.
- Egypt - Mr. Saleh Ahmed Eisawi, Vice Chairman, Transport Planning Authority.
- Kenya - Mr. Rakama, Ministry of Transport and Communications.
- Morocco - M. Jillali Chafik, Secrétaire Général, SNED.

3. Subregional Activities3.1 Subregional Working Groups

The Subregional Working Groups were set up during the March meeting of the African Intergovernmental Organizations. Each of the four African subregions elected a leader to co-ordinate their activities. These activities included, among other things, assisting their member States in the preparation of their national programmes. The following is a summary of the work by subregion.

3.2 Eastern and Southern Africa

This working group is co-ordinated by the Preferential Trade Area for Eastern and Southern Africa (PTA) secretariat. Responsibilities for assisting the countries were divided among the various smaller IGOs in the subregion as follows:

SATCC	-	The nine SADC countries
CEPGL	-	Burundi, Rwanda and Zaire
IGADD	-	Ethiopia, Djibouti and Somalia
NTTC	-	Kenya, Uganda, Rwanda
KBO	-	Tanzania

The PTA secretariat will cover the island countries of the subregion in addition to co-ordinating the activities of the other members.

So far the subregion has mounted assistance missions to the NCC of several member States as summarized in the following sections.

3.2.1 CEPGL with the assistance of ECA, undertook missions to all its member States, namely, Burundi, Rwanda and Zaire. The assessments of activities in each of these countries is summarized under the country report.

3.2.2 Northern Corridor Authority (NTTC), has assisted two of its member countries (Kenya and Uganda) in preparing their programmes. The expert also visited Rwanda in order to co-ordinate its activities with those of CEPGL and KBO.

3.2.3 PTA itself has sent a consultant to the following countries: Malawi, Zimbabwe, Lesotho, Mozambique, Swaziland, Comoros, Mauritius and Zambia. The reports on these countries are not ready, however.

3.2.4 KBO itself has not been able to visit Tanzania which had been allocated as its responsibility. Nevertheless, it did contact all the four national representatives to the KBO Commission requesting them to assist in setting up the NCCs. In addition, KBO has been closely associated in the work of CEPGL and NTTC whose jurisdictions overlap, in large part, that of the KBO.

3.2.5 IGADD itself has not participated in any further activities, but ECA has contacted the three countries under IGADD'S responsibility: Ethiopia, Djibouti and Somalia. Only Ethiopia has so far set up their NCCs; no reports are available on the other two.

3.3 West Africa

The West Africa group is co-ordinated by the secretariat of the Economic Community of West African States (ECOWAS), assisted by the secretariat of the Communauté Economique de l'Afrique de l'Ouest (CEAO), and, ofcourse, the ECA. So far the activities undertaken by the IGOs in this subregion are rather limited as summarized below.

3.3.1 ECOWAS has not effectively assumed its responsibilities in the preparation of the programme. In the first place, ECOWAS did not take part in the March 1990 meeting at which it was elected as leader of the Working Group for West Africa. The Decade Chief Technical Adviser had to take a special mission to Lagos to explain to ECOWAS what its role was in the programme. But, inspite of these efforts, ECOWAS has not done much. The exception was when an expert of ECOWAS joined an ECA expert for a mission to Togo to help set up the NCC in that country.

3.3.2 CEAO has been more dynamic in this subregion. With the support of ECA, an expert from CEAO undertook a mission to Niger to assist in the work of that country's NCC. In addition, CEAO is in the process of completing a World Bank sponsored study on transport in its subregion.

3.3.3 Mano River Union (MRU) has not been able to even set up the NCC in Sierra Leone, its headquarters. It is reported that the secretariat did make several attempts, all to no avail. The secretariat did, however participate with the ECA mission to the country where the government promised to set up the NCC in the near future.

3.4 Central Africa

The IGOs in the working group for this subregion are: the Economic Community of Central African States (ECCAS), Union Douanière et économique de l'Afrique Centrale (UDEAC), Lake Chad Basin Commission (LCBC) and Communauté Economique des Pays des Grands Lacs (CEPGL). The activities of CEPGL are discussed under Eastern and Southern Africa (section 3.2.1).

3.4.1 ECCAS has assumed the co-ordinating responsibility which had been assigned to it at the March meeting, despite its absence at that meeting.

3.4.2 UDEAC - An ECA led mission was still in the field at the time of this report.

3.4.3 LCBC - No report received so far.

3.5 North Africa

The responsibility for co-ordinating activities in this subregion was assigned to the newly created Arab Maghreb Union (UMA). However, in the absence of a secretariat for UMA, Tunisia is supposed to take up this task. Unfortunately, not much progress has been achieved in the regional sense, although individual countries are reported to be preparing their programme. An ECA mission was still in the field at time of this report.

4. Sectoral Working Groups

The seven sectoral working groups are all reported to be making good progress in their work. These are summarized in the following sectors.

4.1 Roads and Road Transport

This working group is led by the World Bank which reported the following as the status of activities at the end of June.

(i) Work assigned to various members of the working group was going on as follows:

- World Bank: Rural Transport and feeder roads; state of African roads and rehabilitation requirements; road transporters;

- ECA: Safety; facilitation (physical and non-physical); creation of African Highways Association;
- ILO: Maintenance and construction alternatives based on labour-intensive methods;
- UNCTAD: Facilitation (with ECA).

- (ii) Next meeting of the working group will be held at Abidjan during the meeting of the RMC in July. Telexes to be sent to members to this effect;
- (iii) Peter Morris going on field assignment in Tanzania to supervise a large UNDP-funded project; Amadou Sissey is expected to replace him;
- (iv) Outline of sector strategy to be prepared before Mr. Morris leaves office.

4.2 Railways

Led by the Union of African Railways, this working group met once in Abidjan during May 1990 in order to review the status of its activities. As of end of May, not much work had been done, and by the beginning of July, the group had not yet engaged a consultant to prepare its strategy document.

4.3 Urban Transport

The group held its follow-up meeting in Brussels in May 1990 and allocated tasks among its members as follows:

- (i) ECA - Report on status of road safety in Africa;
- (ii) UAR - Report on mass transit transport in African cities;
- (iii) ILO - Report on ILO experiences in urban transport problems;
- (iv) TRRL - Report on research topics relevant to urban transport in Africa;
- (v) AUPT - Report on public transport in African cities;
- (vi) World Bank - Draft strategy document for the urban transport component of UNTACDA, to be assisted by a consultant.

The following work programme was agreed on:

- (a) Establishment of work programme, distribution of work among members of working group and identification of technical assistance needs and mobilization of assistance for preparation of baseline assessment and strategy development (first working group meeting - Brussels, May 16, 1990);

- (b) Preparation of baseline assessment of urban transport situation in African countries including assessment of key issues and constraints (May/June/July);
- (c) Review of baseline assessment and consensus building and agreement on subsector strategy (second working group meeting - Nairobi, one day during week of July (16 - 20);
- (d) Subregional discussions to harmonize subregional strategies (July/August);
- (e) Preparation of draft strategy (August/September);
- (f) Meeting of the Inter-Agency Co-ordination Committee to consolidate draft regional programme (November 1990);
- (g) Meeting of African Ministers of Transport to consider strategy (November/December 1990);
- (h) Preparation of outline investment programme (January 1991).

As of end-June 1990, the team leader reported that the activities were proceeding on schedule and expected the draft strategy to be ready for the September meetings in the subregions, in line with the revised schedule of activities.

4.4 Water-based and Multi-Modal Transport

This rather large group is under the co-ordination of UNCTAD. It held its follow-up meeting at Geneva at the beginning of July. It is reported that the consultant who has been engaged to prepare the strategy document is already working. The report from the Geneva meeting is shown in the Annex.

4.5 Air Transport

The Air Transport Working Group is being co-ordinated by the ECA. The current status of programmed activities are summarized in the table that follows:

6.3 Subregional Level

Air Transport

Programme element	Org. responsible	Planned Starting ending	Expert missions	Current Status
<u>ATC 1</u> Airline situation assessment including: traffic, network, financial situation, equipment maintenance facilities, cost, tariff staff, policies	AFRAA	15 May/15 June	Experts + mission cost of AFRAA personnel in collection of data ECA expert mission cost in-collection of data	Data collection is underway - one consultant will be hired in August to analyse the data and prepare the report for end of August
<u>ATC 2</u> Organization of airlines chief executive meeting	AFRAA		Experts to prepare policy paper plus cost of facilities	The Seminar is scheduled from 4 to 5 October in Cairo and will be organized jointly by AFRAA and ECA
<u>ATC 2</u> Organization of training institutions meeting	AFRC/NCATO		Meeting cost for inter- pretation and mission cost for AFRC and NCATO experts	AFRC has contacted NCATO and meeting is scheduled for November
<u>ATC 3</u> Baseline assessment on African air transport policy including regulation in the area of freight, non-scheduled operation and tourism development	AFRC	15 May/15 June	Experts plus mission cost of AFRC experts	Under preparation - Report will be ready by end July

Programme element	Org. responsible	Planned Starting ending	Expert missions	Current Status
ATC 4 Baseline assessment on structure and air navigation equipment	ASECNA ICAO	15 May/15 June 15 May/15 June	Experts plus ASECNA expert mission cost. Experts plus ICAO experts mission cost	Administrative procedure for financing of activities is being finalized. The document will be ready by August
ATC 5 Preparation of document of the best way to balance the equity in the exchange of traffic right	AFCAC AFCAA ECA	15 May/July	Mission cost of AFCAC, AFCAA and ECA experts in collection of data and preparing document	ECA component ready and will be combined with AFCAC and AFCAA contribution during group meeting in Dakar scheduled for mid August
ATC 6 Participation in subregional organization's meetings and organization of the two meetings of the subsector	AFCAC/AFPM/ASECNA/ECA NUATO/ADE	June, July, August, October	Mission cost for representative and meetings	Date not yet known
ATC 7 Facilitation including security.	AFCAC/ASECNA/ICAO			This part is being included in ICAO and ASECNA document to be ready by August

NB: All costs to be assessed in liaison with the team leader - ECA.

4.6 Telecommunications and Broadcasting

No report has been received from the ITU on the activities of this group, although a total of four work-months of consultancy has been allocated to it.

4.7 Postal Services

UPU reported that, as of mid June, it was still searching for a consultant to prepare the strategy for the working group which it is leading. No further indications of progress nor problems have been received since then.

5. Coordination activities of the Economic Commission for Africa

The ECA has mounted assistance missions to several countries, sometimes together with staff from the IGOs in the subregion. These countries include: Sierra Leone, Guinea, Togo, Djibouti, Somalia, Ethiopia, Kenya, Rwanda, Burundi, Zaire, Cameroon, Congo, Equatorial Guinea, Algeria and Tunisia.

5.1 Findings

In general, the missions have found that the activities of the NCCs have not progressed as much as they should have by the this time in the preparatory calendar. The reasons for this range from lack of appreciation of the Decade programme itself to more governmental issues such as which Minister has the mandate to create the NCC in the country. These problems all arise from the fact that the Decade, as conceived, is quite a complicated programme and requires more time and resources to put it in place. Some of the specific findings are summarized below:

- (i) Most countries still insist that their NCCs need external financial support in order to enable them complete the work. Here it should be recalled that the Tangiers decision on this issue, namely that the countries themselves are responsible for the establishment and functioning of the NCC, was taken by the Ministers of Transport, Communications and Planning. The Ministers of finance were not party to it. Perhaps this posed problems in certain countries;
- (ii) The composition of the NCC is often large, requiring representation of several ministries and organizations within a country. This renders the whole exercise difficult;
- (iii) The flexibility as to the actual text of the constitution of the NCC and its composition causes variability among countries and difficulties in some;
- (iv) Some countries still have no confidence in the Decade programme as a result of the failures experienced with the first Decade;
- (v) There are still differences in the priorities of programmes currently being pursued under the World Bank approved structural adjustment programmes and the Decade objectives, to which all parties are expected to adhere;

(vi) The African IGOS which had been charged with the responsibilities of assisting their member States in the preparation of the programme have not carried out their responsibilities even in their host countries;

(vii) Some UNDP offices have received the letter from the UNDP Bureau for Africa requesting them to assist in the Decade, while others have not received these letters.

6. Conclusions and recommendations

6.1 General

It is clear that the preparation of the programme is currently behind schedule due to delays experienced at various levels. Consequently, the ECA has proposed a revision in the schedule, which would still produce a draft programme by the end of the year. The status of preparation at the various levels, as summarized in the previous sections, lead to the following specific conclusions and recommendations.

6.2 National Level

Very few NCCs have so far been set up, and even fewer are functional. Even though the Ministers agreed at Tangiers that each country would be responsible for the establishment and functioning of the NCC, the experience so far shows that they are facing difficulties in fulfilling their part of this rather complicated "bottom-up" approach. In order for the programme to be meaningful and successful, the RMC needs to consider means of assisting the NCCs carry out their assigned tasks. The assistance could include, inter alia, the following:

- (i) Standardized text of the terms of reference and composition of the NCC should be provided to all countries, but each country would still have the right to modify it to suit its peculiarities. This would serve as a model to facilitate the work of the co-ordinator;
- (ii) Provision of technical assistance to conduct workshops in each country. The financial assistance provided by UNDP through project RAF/89/016 is insufficient for this purpose. Perhaps each member of RMC could assist in conducting these workshops wherever their other duties take them in Africa. Ofcourse this approach implies that a standard aide memoire be prepared and used by the RMC in each country;
- (iii) Some NCCs definitely need external assistance in view of limited government support. In order to have a more comprehensive programme, the RMC should consider ways of providing this assistance where the needs are genuine.
- (iv) The participation of UNDP resident offices as well as World Bank resident offices in the programme should be encouraged. In particular, UNDP Resident Representative should be a member of NCC and provide technical assistance where possible (e.g. typing, telex, etc.).

6.3 Subregional Level

So far, active support has been received from less than a half of the IGO's which make up the various subregional working groups. Particular mention is made of the PTA subregion where satisfactory progress has been achieved, thanks to the enthusiasm shown by the PTA secretariat in co-ordinating the work in its area. On the other hand, the North Africa region still has no co-ordinator.

6.4 Sectoral Level

The greatest progress, as expected, has been attained by the sectoral working groups. The various members have been very co-operative, especially the group leaders who have agreed to undertake various activities with rather limited resources.

6.5 Resource Mobilization Committee

As the Decade programme slowly takes shape, the RMC should begin considering means of harmonizing the various on-going programmes with the Decade. For instance, several African countries are undertaking various projects in transport and communications within the World Bank - sponsored Structural Adjustment Programmes (SAP). In some cases, these programmes emphasize only one aspect of the Decade objectives. While this is necessary, efforts should be made to educate the countries that such programmes are not sufficient, in themselves, for the achievement of the goals of the Decade. On its part, the World Bank should harmonize the UNTACDA programme with their transport and communications component of SAP.

Another task that the RMC should undertake is the promotion of the Decade programme in all countries in Africa.