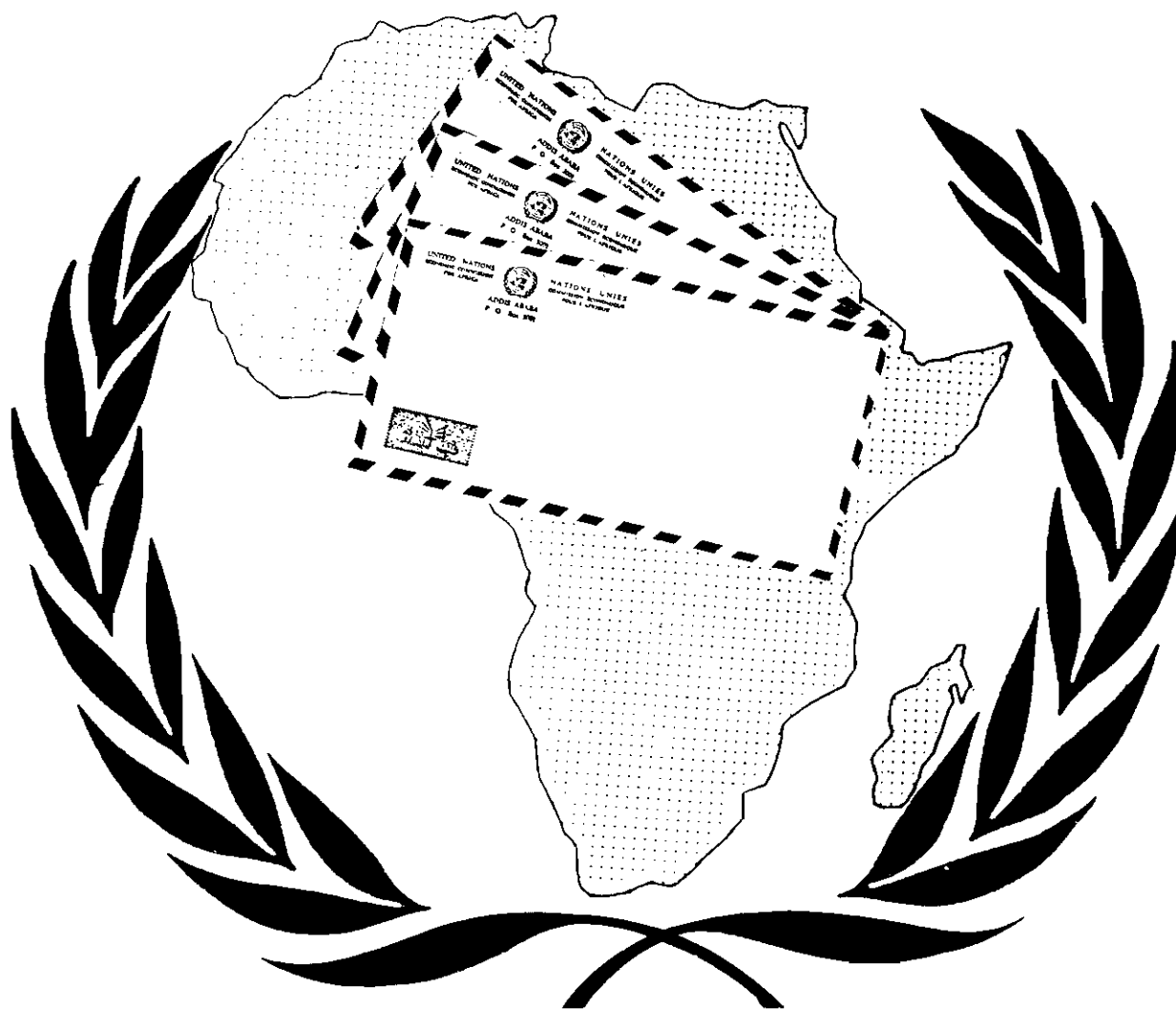




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DECADE FOR AFRICA 1978-1988



REPORT ON THE EVALUATION OF  
POSTAL SERVICES

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UNITED NATIONS TRANSPORT AND COMMUNICATIONS DECADE  
FOR AFRICA  
REPORT ON THE EVALUATION OF THE  
POSTAL SERVICES SUB-SECTOR

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VOLUME XI

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UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA  
UNITED NATIONS TRANSPORT AND COMMUNICATIONS DECADE FOR AFRICA  
(1978-1988)

REPORT ON THE EVALUATION OF THE POSTAL SERVICES

1. INTRODUCTION

1. The evaluation of the United Nations Transport and Communications Decade stems from the request by the Conference of Ministers of Transport, Communications and Planning, the legislative body of the Decade, for an evaluation of the entire UNTAGDA programme in their resolution ECA/UNTACDA/Res/86/55 which was done during their fifth meeting held in Harare, Zimbabwe in March 1986. The resolution also appealed to the international and regional financial institutions to assist in the evaluation. This report covers the evaluation both of the first and second phases of the Decade programme.

2. The evaluation is "expected to provide an assessment of the relevance, effectiveness and impact of the Decade programme as it draws to an end (1988). The evaluation and recommendations are intended to provide lessons of experience from the implementation of a Decade development programme to be used as a basis for African governments, the United Nations system, financing institutions and donors to guide the choice, design and management of future programmes, projects and modes of assistance for further development of transport and communication sectors in Africa"<sup>1/</sup>. In fact the Resolution ECA/UNTACDA/Res.86/55 states that the period of evaluation and analysis is necessary before a decision is taken on whether or not there will be a second Decade.

3. Following the meeting of the Ministers of Transport, Communications and Planning in Harare, the ECA as the lead agency of UNTACDA presented the Terms of Reference for the evaluation of the UNTACDA programme to the tenth meeting of the Inter-Agency Co-ordinating Committee (IACC) which was held in Addis Ababa from 6-9 March 1987. That meeting made modifications to the Terms of Reference with regard to scope, composition, stages etc. of the evaluation.

Annex V gives the overall concept of the Terms of Reference on which this report is based. This report covers the Postal Services sub-sector of the UNTACDA evaluation.

4. The report is divided under the following headings:-

- (a) Background, objectives/strategy of UNTACDA;
- (b) Analysis of Phase I programme i.e. general presentation, initial programme, reference programme, implementation and financing;
- (c) Analysis of Phase II programme, i.e. general presentation according to priority, implementation and financing;

- (d) Analysis of the sector, before and after the Decade and its impact;
- (e) Institutional arrangements;
- (f) Lessons learnt from the Decade;
- (g) Conclusions and recommendations.

### 1.1 Background

5. Given the necessary conditions, it is a well known fact that the transport and communications sector plays a major role in the economic, social and cultural development of countries the world over. This has been recognized in Africa since the founding and independence of African countries. The activities of the continental organizations such as the Economic Commission for Africa, the Organization of African Unity and the subregional organizations such as ECOWAS, PTA and SADCC have all stressed the importance and the need for integrated development of the sector. At the founding of the Organization of African Unity, the member States pledged to co-ordinate and harmonize their policies in economic co-operation including transport and communications. The policies of lending and executing agencies such as the World Bank, UNCTAD and ADB have over a long period been geared towards rectifying some of the more glaring deficiencies in this sector in Africa. Many African countries themselves have devoted and invested considerable portions of their limited resources to the sector.

6. It is against the above background and the recognition of the importance of transport and communications that the ECA Conference of Ministers in March 1977 adopted a resolution recommending that a decade be proclaimed in order to focus on the special requirements of Africa in this sector. The recommendation was endorsed by the UN Economic and Social Council in July 1977 and subsequently the United Nations Transport and Communications Decade for Africa was officially proclaimed by the General Assembly in December 1977. The ECA, the designated lead agency for the Decade, with the financial support of UNDP and the technical advice of the United Nations specialized agencies and African intergovernmental organizations with competence in transport and communications laid down the groundwork for the Decade. The outcome of the preparation was the formulation of the "Global Strategy and a Plan of Action for the Development of Transport and Communications in Africa". The Global Strategy and the Plan of Action were approved by the Conference of Ministers of Transport, Communications and Planning in May 1979. This Conference of Ministers is the legislative authority of the Decade and the inter-Agency Co-ordinating Committee on the Decade reports and refers documents for the Decade to the Conference. The Inter-Agency Co-ordinating Committee is composed of the United Nations specialised agencies, the OAU and other African regional and intergovernmental organizations and its secretariat is provided by the ECA.

7. The Transport and Communications Decade itself was later to be an integral part of the Lagos Plan of Action for the Economic Development of Africa (1980-2000) which was adopted by the OAU Assembly of Heads of State and Government in

1980. The Summit of the Heads of State and Government also endorsed the overall objectives and principal goals of the strategy of the Decade as defined by the ECA Conference of Ministers of Transport, Communications and Planning in May 1979.

## 1.2 Goals and Objectives

8. The principal goals and objectives of the strategy for the Decade which was adopted by the Conference of Ministers of Transport, Communications, and Planning in May 1979 have since been reaffirmed on many occasions and they are that African countries should work towards:-

- (a) Promoting the integration of transport and communications infrastructure with a view to increasing intra-African trade;
- (b) Ensuring the co-ordination of the various transport systems, in order to increase their efficiency;
- (c) Opening up land-locked countries and isolated regions;
- (d) Harmonizing national regulations and eliminating physical and non-physical barriers with the aim of facilitating the movement of persons and goods;
- (e) Stimulating the use of local human and material resources;
- (f) Standardizing networks and equipment;
- (g) Research and dissemination of techniques appropriate to the African context in transport and communications;
- (h) Expanding the manufacture of transport and communications equipment;
- (i) Mobilizing technical and financial resources for the development of transport and communications; and
- (j) Restructuring the transport and communications sectors to ensure that African trade with the rest of the world takes place under conditions most favourable for the continent.

9. In addition to the global objectives for the Decade, there are objectives for the communications sector, which includes the postal sub-sector. To be meaningful the two sets of objectives must be interrelated and harmonized. For the communications sector the objectives are in sum:

- (a) Effective maintenance and efficient operation of existing services and networks;
- (b) Development of adequate manpower at all levels of skills;

- (c) Expansion of infrastructure through adequate provision of material resources in order to attain reasonable levels of service availability especially for rural communities;
- (d) Development of medium and long-term national as well as regional master plan for communications development;
- (e) Harmonization of tariffs and international accounting procedures in order to facilitate intraregional communications relations;
- (f) Establishment of industries for the production of basic equipment.

10. The Global Strategy does mention specific targets to be attained during the Decade in order to achieve the objectives stated above. For the postal sub-sector the target is one post office to serve 3,000 to 6,000 inhabitants. For the achievement of other objectives no specific targets are spelt out.

### 1.3 Implementation of the Decade Programme

11. The 1979 Conference of Ministers of Transport, Communications and Planning decided that the Decade Programme was to be implemented in phases, namely Phase I (1980-1983) and Phase II (1984-1988). Specifically the programme was to be implemented as follows:-

#### Phase I (1980-1983)

- (i) Continued implementation of on-going projects;
- (ii) Implementation of projects already identified and studied and only waiting to be financed;
- (iii) Identification of technical feasibility and economic studies of other projects and search for sources of finance.

#### Phase II (1984-1988)

- (i) Continued implementation of projects undertaken in the first phase;
- (ii) Financing and implementation of new projects;
- (iii) Identification of new projects.

12. Stemming from the request by the Conference of Ministers of Transport, Communications and Planning to evaluate the Decade in order to provide an assessment of the relevance, effectiveness and impact of the Decade programme as it draws to an end and to provide recommendations for future developments in transport and communications in Africa, this report gives the findings of the execution of the Postal Services sub-sector of the Decade programme,

## 2. PHASE I PROGRAMME: POSTAL SERVICES

### 2.1 Presentation and Analysis

13. In order for the principal goals and objectives of the Global Strategy to be realised through the implementation of policies, plans and projects, the priorities accorded to the projects in the first phase (1980-1983) were as follows:-

- (a) Regional projects, subregional projects and national projects having regional and sub-regional implications;
- (b) Projects for least developed, land-locked, newly independent, island and front-line countries; and
- (c) Purely national projects (i.e. national projects of countries other than those mentioned in (b) above).

#### 2.1.1 The initial programme

14. The approved programme by the Conference of Ministers of Transport, Communications and Planning in May 1979 as contained in the Global Strategy and Plan of Action together with lists of projects prepared for the Pledging Conference in New York in November 1979 are the first volumes for the Decade programme.

15. In the initial programme of Phase I there were 58 projects in the postal subsector. The initial programme was estimated to cost US\$163 million. The initial programme is in Annex I. This programme was hastily put together and there was little time for thorough preparation. The programme was concerned with regional activities such as establishment of transit centres, training, study of postal services in rural areas, operation of savings banks, infrastructure, purchase of equipment etc.

#### 2.1.2 Reference programme

16. Since the initial programme was put together very hastily, it was therefore inevitable that the programme had to change. After the second meeting of the Conference of Ministers of Transport, Communications and Planning the number of projects in the postal sub-sector increased to 84. This is the reference programme. It must be noted that since the initial programme was not coherent, it had to be reviewed periodically to bring it in line with the changing aspirations and also the limited resources at the disposal of the member States. It was, however, realised that the scope of the initial programme was too wide and there was therefore a need to trim it to manageable size. Member States were therefore urged to reduce their country programmes. In spite of efforts to reduce the number of projects however, they continued to increase. The reference programme is in Annex II which gives the breakdown of costs and priorities accorded to the projects.

17. As indicated above the number of projects in Phase I increased from 58 to 84. The cost of the initial programme was \$163 million for 58 projects but increased to \$190 million and then to \$240 million and finally to \$350 million for the 84 projects in the reference programme.



### 2.1.3 Projects by priority

18. In terms of the number of projects included in the Phase I programme, the order of priority was not strictly adhered to : 41 projects (71 per cent) in the initial programme were national projects and only 17 projects were of regional and subregional character. Even in the reference programme, out of the 84 projects, 63 (75 per cent) were national projects.

19. When reviewed in terms of estimated cost, however, the regional and subregional projects accounted for about 60 per cent of the total programme cost: US\$96 million out of US\$162 million in the initial programme; US\$200 million out of the US\$350 million of the reference programme cost. Thus, in terms of project cost, the order of priority was followed.

20. Table 1 shows the distribution of projects by priority in the initial and reference programmes of the first phase.

### 2.2 Results of implementation

21. Out of the 84 projects in the first phase programme, 67 were transferred to the second phase programme. These and their revised (1983) costs are shown in Annex III. Some of the transferred projects had already attracted partial financing.

22. Of the 17 projects which were not transferred to the second phase, information is available on 12. The other five are assumed to have been cancelled.

23. The financing and implementation status of the 12 projects are shown in Table 2. The revised cost of the 12 projects is US\$32 million. Financing secured was US\$25.6 million, roughly equally divided between local and external sources. In terms of project priority, it can be seen that regional and subregional projects were much fewer and accounted for only \$1.6 million of the \$25.6 million financing secured.

24. In terms of project implementation, 8 projects were reported completed and 4 projects were under implementation at the end of the first phase programme. These may be assumed completed by now. Thus only 12 out of 84 projects, or 14 per cent of the first phase programme were implemented.

TABLE 1

## Phase I Programme - POSTAL SERVICES

	INITIAL PROGRAMME (1979)				REFERENCE PROGRAMME (1983)			
	No. Project	Percent Total	Cost US\$M)	Percent Total	No. Project	Percent Total	Cost (US\$M)	Percent Total
National Proj.	41	70.69	66.43	40.90	63	75	150.69	42.98
Regional/ Subregional Proj.	17	29.31	96.00	59.10	21	25	199.90	57.02
TOTAL	58		162.43		84		350.59	

TABLE 2

POSTAL SERVICES PHASE I - FINANCED PROJECTS

COUNTRY	No.	COST (REV)	LOCAL FIN	EXT FIN	TOTAL FIN
National Proj.	9	26.31	12.84	11.18	24.02
Regional Proj.	3	5.69	0.00	1.58	1.58
Total	12	32.00	12.84	12.76	25.60
Completed	8	20.70	8.84	11.87	20.71
Under imple- mentation	4	11.30	4.00	0.89	4.89
Total	12	32.00	12.84	12.76	25.60

25. With regard to financing, Table 3 below gives an indication of the inability of the sub-sector to attract finance either from local sources or external sources. The financing shown here includes those for projects that were transferred to the second phase programme.

Table 3

Classification of projects according to priorities and financing

Projects by priorities	Financing secured (\$M)		
	Total	Local	External
Regional	1.58	-	1.58
Sub-regional	-	-	-
National with regional and subregional implications	-	-	-
Purely national	37.42	5.0	32.42
Total Phase I	39.0	5.0	34.0

26. Of the total phase I programme only a total of \$39.0 million of finance was received out of an estimated cost of \$350 million or 11% of financing required. This was one of the lowest sectoral figures in the whole Decade programme with the exception of multimodal transport in absolute and percentage terms. In terms of financing by priority categories only \$1.58 million was made available for the regional projects while \$37.42 million was available for national projects. The financing for the regional projects was wholly from external sources while that for national projects, \$5.0 million, originated from local sources and \$32.42 million from external sources. Note should be taken here that of the external financing, the major contributor of bilateral financing was the Swedish International Development Agency (SIDA) while the other external finance was from the United Nations Development Programme (UNDP).

27. The low rate of financing and therefore of implementation of the first phase of the Decade programme in the postal sub-sector, particularly in the high priority projects of the regional and subregional categories which had been stressed in the global strategy can be seen as jeopardising the attainment of one of the principal objectives of the programme, that is of promoting the integrated development of transport and communication facilities in Africa. It can also be seen that the low rate of implementation of the regional and sub-regional projects in the postal sub-sector was due to the fact that the countries concerned with such projects did not give them the necessary attention they deserved and in any case there was not sufficient political will or commitment. These attitudes did not help in inspiring confidence on the part of donors and financial institutions to finance such projects.

28. The low rate of financing of the postal sub-sector should also be seen in light of the economic conditions prevailing in Africa during this period. Africa was undergoing one of the most serious economic crises. It is also understandable that postal services would have a low rate of implementation given the nature of postal services. Postal services have traditionally been and continue to be viewed as social services and the returns on investment are economic and social rather than financial and as such development projects are unable to attract adequate financing whether local or external. These attitudes need thorough reexamination if postal services are to be improved and developed.

### 3. PHASE II PROGRAMME: POSTAL SERVICES

#### 3.1 Presentation and analysis

29. Phase II programme (1984-1988) of the Decade was approved by the fourth meeting of the Conference of Ministers of Transport, Communications and Planning which was held in Conakry, Guinea in February 1984. This programme was carefully prepared having gained experience from the first phase. The programme also gained from what are popularly known as the Cairo guidelines which were adopted by the third meeting of the Conference of Ministers of Transport, Communications and Planning in Cairo in March 1983. These guidelines together with the recommendations of the Paris Conference convened to review the First Phase programme resulted in the following categories and priorities for the Second Phase programme:-

- (i) Maintenance and rehabilitation;
- (ii) Training and technical assistance;
- (iii) Inter-State links;
- (iv) Regional and subregional projects; and
- (v) National priority projects.

In the postal sub-sector the priorities were slightly modified and these were as follows:

- (i) Rehabilitation and maintenance projects;
- (ii) Training projects;
- (iii) Technical assistance projects;
- (iv) Regional, subregional and national projects with subregional impact; and
- (v) Other national projects.

30. The programme of the second phase comprised 135 projects presented by 39 countries and four regional or subregional organizations for the postal sub-sector. The estimated cost was \$523 million. The breakdown of the projects according to priority and cost were as in Table 4. Of the 135 projects in Phase II, 67 were transferred from the Phase I programme. Annex III gives the details of costs and priority of the transferred projects while annex IV gives the details of the Phase II programme.

Table 4

Project category	No of projects	%	Cost \$M	%
Rehabilitation and maintenance	3	2.2	4.34	0.8
Technical assistance	10	7.4	5.11	1.0
Training	16	11.9	46.06	8.8
Other regional	17	17.6	168.05	32.1
Other national	89	65.9	299.39	57.3
Total	135	100	522.95	100

31. The above presentation shows that as was the case in the first phase programme, the majority of projects were of purely national character. 89 projects, or 66 per cent of the programme were of the category "Other national", which implies that there were even some more national projects included among the first three categories of Maintenance and rehabilitation, Technical assistance and Training.

32. In terms of programme cost, again national projects accounted for over 50 per cent of the total cost. Thus, the programme design did not conform to the stated priorities.

### 3.2 Results of implementation

33. The results of implementation of the postal sub-sector of the second phase programme are as follows:-

	<u>No of projects</u>	<u>%</u>
(a) <u>Regional projects</u>		
Completed	0	0
In progress	4	27
No progress	<u>11</u>	<u>73</u>
	<u>15</u>	<u>100</u>
(b) <u>National projects</u>		
Completed	6	5
In progress	27	23
No progress	82	68
No information	<u>5</u>	<u>4</u>
	<u>120</u>	<u>100</u>
(c) <u>Total</u>		
Completed	6	4
In progress	31	23
No progress	93	69
No information	<u>5</u>	<u>4</u>
	<u>135</u>	<u>100</u>

34. It can be seen from the above that the six projects that have so far been completed are all national projects. In percentage terms, 27 per cent of regional projects were in progress and 28 per cent of national projects were either completed (5 per cent) or in progress (23 per cent).

35. The number of projects completed and under implementation is therefore small. Even given that there is almost a year before the Decade comes to an end the implementation rate is still low. Assuming that all projects currently under progress were eventually completed, the implementation rate would still be only 27 per cent.

### 3.3 Financing of Phase II programme

36. In financing terms the picture for the postal sub-sector is as given in Table 5.

Table 5

#### FINANCING FOR PHASE II PROGRAMME BY SOURCE

Project Category	No. of Projects	Cost (US\$M)	Financing obtained (US\$M)		
			Total	Local	External
Rehabilitation & Maintenance	3	4.34	-	-	-
Training & Technical Assistance	26	51.26	7.24	4.85	2.39
Regional and Subregional	17	168.05	14.78	2.10	12.68
National	89	299.30	30.92	19.77	11.15
Total	135	522.95	52.94	26.72	26.72

37. As can be seen from the table only \$52.94 million (10%) has been secured out of the total requirement of \$522.95 million. The funds secured from the local and external sources are almost even at \$26 million each. Six projects (5%) were fully financed, 31 projects (23 %) were partially financed and 98 (72%) were not financed at all. \$470 million has yet to be secured. As in Phase I of the decade programme the second phase did not attract the required financing. It must be noted again that this was a period of serious economic slowdown in Africa.



#### 4. QUALITATIVE and QUANTITATIVE ANALYSIS OF THE DECADE

##### 4.1 Postal Services before the Decade

38. Basically, postal services provide infrastructure for the exchange of recorded information in the public and private sectors of the economy and are catalytic in the exchange of goods and services. The postal sub-sector should therefore be particularly important in the rural areas in Africa where most of the population lives. Postal services are also a major vehicle in mobilizing small savings in the rural areas where there is an absence of banking facilities.

39. The postal services play a major role in trade, agriculture, industry etc. It is therefore crucial that developments in this sub-sector recognise that postal services involve not only national boundaries but also regional and international frontiers.

40. In terms of developmental objective, postal services should provide optimum service at the lowest possible cost.

41. ~~The overall position in the African region before the Decade programme was that postal services were inadequate and had not kept pace with the developments in the other sectors such as agriculture, industry and commerce.~~ The main obstacle to the development of postal service infrastructure and operation has been the relatively heavy capital investment. Since postal services are mainly a public service (although in some countries, the courier and parcel services are becoming more competitive from the private sector), it is only to be expected that the returns on the investment are on the whole social rather than financial. Projects in this subsector are therefore unable to attract financing from donor countries and financial institutions. In general the postal sub-sector has been unable to generate adequate surpluses for investment purposes. The main alternative has therefore been to depend on government grants, subventions and subsidies. It is against this background that postal services are given low priority in the allocation of national and external resources. Whilst this has been the situation, particularly in Africa, there is no doubt that improved postal services are a prerequisite to the development of other sectors.

42. There is no doubt that before the Decade programme was proclaimed postal services in Africa were underdeveloped. At that time one post office was serving more than 27,000 inhabitants. This was indeed an appalling situation and in the formation of the Decade Programme it was estimated that the target for postal services should be one post office to serve 3,000 - 6,000 inhabitants. It was decided that during the Decade programme activities in the sub-sector would centre on establishment of transit centres for improving mail routing, training, study of postal services in rural areas, operation of savings banks, setting up of postal infrastructure, purchase of equipment for rural mobile postal services and other postal operations.

43. In order to meet minimum requirements for postal services it was recognised at the beginning of the Decade that there are common requirements for the development of postal services 2/. These include:

- (a) Improving the existing physical facilities to meet user needs;
- (b) Establishing well-equipped sorting and transit centres at focal points to ensure speedy transmission of mail;
- (c) Expansion of rural postal networks either through the mobile rural post or permanent establishments;
- (d) Substantial improvements in the facility for posting of mail;
- (e) Expanding the post office fleet of vehicles as well as encouraging private carriage of mail;
- (f) Replacing worn-out equipment;
- (g) Developing human resources both at the operative and managerial levels.

44. All this meant quite substantial capital investment although by nature postal services are labour-intensive and require minimum physical infrastructure for the provision of services.

#### 4.2 Postal Services during and after the Decade

45. As outlined in chapters 2 and 3, the financing of the postal services was low resulting in low project implementation. In terms of physical implementation, only 12 projects were completed in the first phase and only 6 up to date in the second phase. In terms of financing only \$39 million was secured in phase I out of an estimated \$350 million (11%) and in phase II only \$52.94 million was secured out of an estimated \$522.95 million or 10%. For the whole Decade programme only \$91.94 million was secured out of an estimated \$873 million or 10% of the estimated cost of the programme. This was indeed relatively low.

46. Moreover despite the emphasis placed on regional and subregional projects in the global strategy, the preponderant number of projects in the postal sub-sector during the first phase of the Decade were national projects. Although the programme of the Decade included projects concerned with establishment of transit centres, training, the study of postal services in rural areas, operation of savings banks, postal infrastructure, it was only training and studies which were undertaken with the exception of a few infrastructure construction projects. This would imply that the objective in the global strategy which met with some success was that of "stimulating the use of local human and material resources".

47. In the Global Strategy there were specific targets which would facilitate the achievement of the objectives in the communications sector. In the case of the postal services the specific target was for one post office to serve 3,000 to 6,000 inhabitants. Before the Decade programme it was estimated that in the African region one post office was serving over 27,000 inhabitants. According to the information now available, there has been a slight improvement. One permanent post office now serves 20,000 inhabitants. Since there has been very little construction of post offices included in the Decade programme it can therefore be assumed that quite a number of post offices have been constructed outside the Decade programme. The information on the number of post offices in Africa is based on the returns from 43 countries as of 1984. The target of one post office to service 3,000-6,000 people is thus far from being realised.

48. There would have been more indicators for the development of postal services in Africa such as the number of postal motor vehicles, number of staff, number of postal money orders, annual revenues and operating expenses etc. but such information as is available at present is very unreliable and contradictory as many countries do not submit such information on a regular basis.

## 5. INSTITUTIONAL ARRANGEMENTS FOR THE DECADE

### 5.1 The role of the Economic Commission for Africa (ECA)

49. To ensure the successful implementation of the Decade, mechanisms for the co-ordination and monitoring were set at both the regional level and subregional level.

50. At the regional level the ECA was designated by the United Nations General Assembly as the lead agency with the overall responsibility for the whole Decade programme including the co-ordination of the implementation of the Decade programme at all levels and assisting in the mobilisation of the resources required. The ECA in fact was given the responsibility for:

- (i) The co-ordination and implementation of the preparatory activities for the elaboration and finalization of the strategy and work programme of the Decade;
- (ii) Co-ordination and monitoring of planning and elaboration of the individual projects within the Decade programme;
- (iii) Assisting the Secretary General of the UN in the mobilization of resources for the implementation of the Decade programme;
- (iv) Monitoring and evaluation of the actual implementation of these projects by designated executing agencies both within and outside the UN system;
- (v) Reporting on annual basis to the United Nations General Assembly through the Economic and Social Council on progress of the implementation of the Decade programme. In fact the role of the ECA is broadly defined in document E/CN.14/TRANS/147. The functions were phrased in broad terms and therefore it was left to ECA to redefine its mandate.

51. In carrying out its designated work the ECA in collaboration with OAU was to co-operate through the Inter-Agency Co-ordinating Committee with the relevant United Nations specialised agencies.

52. The legislative authority for the Decade programme is the Conference of African Ministers of Transport, Communications and Planning which meets every two years to follow up the implementation of the programme for the Decade and define the means for mobilising resources needed.

53. At the subregional level the Multinational Programming and Operational Centres (MULPOCs) set up by ECA in the five African subregions were to co-ordinate the implementation of the Decade programme at that level. In each MULPOC the respective Ministers of Transport and Communications were to review the implementation of selected projects annually. Unfortunately the MULPOCs have not been very effective in the implementation of the programme.

#### 5.1.1 Review of the programme and mobilisation of resources

54. Starting from May 1979 the ECA organized five meetings of the Conference of Ministers of Transport, Communications and Planning. The first meeting approved the Global Strategy and the Plan of Action. Subsequent meetings have reviewed the programme and projects as well as given directions as to how future programmes and projects were to be prepared and also the approval of the methods of resource mobilization.

55. The ECA has organized and reported on ten meetings of the Inter-Agency Co-ordinating Committee of UNTACDA.

56. The ECA secretariat has also to a large extent successfully organized the Technical Consultative Meetings for UNTACDA for the purpose of mobilising resources for the programme. For the postal services the most notable technical consultative meeting was the one held in Brazzaville, Congo from 25-26 November 1985. This was the first ever meeting to be devoted exclusively to postal projects in Africa. The working programme for the meeting contained 134 projects estimated to cost \$527.2 million of which \$110.7 million was to be provided through local financing. An evaluation of the donors reaction showed that 24 projects attracted interest at an estimated cost of \$40.1 million.

#### 5.1.2 ECA secretariat and problem of information collection and processing

57. The Transport, Communications and Tourism Division (TCTD) and the UNTACDA Co-ordinating Unit set up within the Division with financial support from UNDP has been responsible for the implementation of the Decade programme. Whilst there may have been staff problems and lack of experience with such a Decade programme at the start, since the Decade was hastily put together, the problem seems to have been considerably eased, thanks in part to the acquisition of word processing machines and a computer. The Division and the Unit have acquired considerable experience over time particularly during the second phase of the programme.

58. The major problem which the ECA secretariat has experienced is the collection, processing, storing and retrieval of data. This to a great extent was the inability of the member States to submit reliable data on time to allow the ECA and indeed the Inter-Agency Co-ordinating Committee to monitor and evaluate the progress of the programme. Several methods of collecting information have been tried but the present system of appointing liaison officers in the member countries on behalf of ECA would seem to have a better chance. The co-operation of the relevant authorities is of course crucial.

## 5.2 The role of specialized agencies

59. In evolving the Global Strategy the ECA as the lead agency "in co-operation with OAU" was to have the support of the UN agencies through the Inter-Agency Co-ordinating Committee in the implementation of the Decade programme. However the Committee as is now constituted includes not only the above organizations but also members and observers representing African intergovernmental organizations with competence in the various sectors of transport and communications. The Committee has been most invaluable in the preparation of the Decade programme and projects for submission to the Conference of Ministers of Transport and Communications.

60. In the postal services sub-sector, special contribution in the implementation of the Decade must go to the Universal Postal Union (UPU) particularly with regard to mobilising resources for the implementation of the projects. This has taken the form of making contracts with funding agencies and for conducting feasibility studies and providing consultants and training.

## 5.3 The role of funding agencies

61. Since the proclamation of the Decade, the UNDP has contributed most generously to the realisation of the Decade programme. It has co-operated with ECA by funding the Co-ordinating Unit in the Transport, Communications and Tourism Division of ECA. The UNDP has also given generously in financing specific feasibility studies, technical assistance projects and training projects. However reductions in funds earmarked for these activities have considerable effect on the Decade programme. Other agencies and donors which have contributed in funding postal projects include UPU, SIDA, BOAD, BDEAC, EEC/EDF, CIDA and the FRG.

## 5.4 The role of African governments

62. In the Global Strategy, the principal goals and objectives were spelt out and these goals have been reaffirmed by the African governments on many occasions. Emphasis has been placed on international co-operation among African States and also inter-action at regional and subregional levels and also as regards the mobilization of resources.

63. The co-operation of the African States can also be seen in the success of the meetings of the Conference of Transport, Communications and Planning. It can also be gauged through African co-operation during the technical consultative meetings and the co-financing meetings.

64. Despite all the enthusiasm shown by the African governments, the problem of supplying reliable information to the ECA has been a real one. This, it is hoped, is to be rectified.

## 6. LESSONS TO BE LEARNED FROM THE DECADE

### 6.1 Common problems in postal services

65. The Decade has brought about the awareness of common problems in the postal services sector in Africa. The inadequate postal services in African countries are a constraint to the development in other sectors such as agriculture, trade and commerce. There is therefore need for more co-operation among African countries in the implementation and provision of postal services.

### 6.2 Funding of projects

66. The Decade has brought out clearly that there is a need for clear project presentation for funding purposes. Both African governments and donor countries and financial institutions should clearly understand the project objectives, benefits and cost, in order to avoid the low rate of implementation of projects particularly in the postal sub-sector. In many ways the Decade has already started to make the impact in that there is now a better understanding of project formulation than before the Decade.

### 6.3 Lack of adequate information

67. The Decade has shown that lack of adequate and reliable information for monitoring and evaluating projects has been a serious drawback in determining exactly what the status of the projects has been. Improvement on this is necessary.

### 6.4 Enthusiasm of African countries

68. African countries have shown great enthusiasm for the Decade although the financing of the Decade programme has been a constraint. This enthusiasm should therefore be given more impetus by the proclamation of a second Decade programme. This enthusiasm should however be coupled with better preparation for the programme of the next Decade. In the first Decade there were many projects which were not well prepared.

## 7. CONCLUSIONS AND RECOMMENDATIONS

69. In the last few chapters it has been demonstrated that the transport and communications sector has been recognised as being very important in the economic and social development of the African continent; hence the proclamation of the first Decade programme. The goals and objectives of the Decade were and continue to be sound. However for the postal sub-sector more specific targets linked to the objectives would have been more appropriate for evaluating the success or failure of the Decade. It has also been demonstrated that in the postal services sub-sector there has been a low rate of implementation which has been a result of lack of finance both from local and external sources. It may therefore be time that the co-ordination of postal services be taken seriously particularly as regards the participation of the private sector in these activities. There was also lack of experience in the initial phase of the programme resulting in the inability to implement many of the projects in the programme. The Decade has also on the other hand shown that African governments have committed themselves to co-operating in this important sub-sector of communications. With experience gained in the first Decade, a second Decade would no doubt achieve many of the objectives set in the global strategy and sectoral objectives.

70. It is in light of the experience gained in the first Decade and future expectation that it is recommended that:-

- (i) A second Decade be proclaimed and projects not implemented in the first Decade should be reappraised and those showing positive benefits should be implemented. Early planning and preparation of the second Decade and an integrated approach should be emphasised. In this connection it is recommended that a period of 2 years after the first Decade should be devoted to the preparatory activities for the second Decade. Meanwhile the present institutional arrangement should continue to prevail for the implementation of the on-going projects;
- (ii) For postal projects great effort should be exerted in securing financing. This is important since postal projects do not readily attract financing as postal services are perceived as social and public services in nature. This explains the reason for the low level of implementation during the first Decade. In the first Decade there was only one technical consultative meeting, exclusively devoted to the postal sub-sector for the mobilisation of financial resources for the implementation of the projects in the sub-sector. This was held from 25-26 November 1985 in Brazzaville, Congo;
- (iii) The method of collecting, processing, storing and retrieval of information should be improved. This will require the co-operation of the member States and particularly that of the Ministers of Transport and Communications. An improvement has already started with the appointment of liaison officers in the member States by ECA. The acquisition of a computer has greatly improved the output of the Transport, Communications and Tourism Division of the ECA;



- (iv) The regional and subregional projects should be given the priority they deserve. Since in the postal services subregional, regional and international co-operation is required, the will of all concerned with such projects is important. The subregional and regional projects are important to the postal exchange between African countries if the lengthy and costly routing of postal services through Europe is to be avoided;
- (v) There is a need for the regional organisations such as PAPU to be strengthened with a view to assisting in the implementation of Decade programmes particularly in the technical assistance category. The independent study on the merger of PAPU and PATU which is in the pipeline should take this into account;
- (vi) More use should be made of subregional organizations such as PTA, SADCC and ECOWAS in the implementation of the Decade projects;
- (vii) Since the objective of carrying out projects in this sub-sector is to a large extent to reduce the costs to the users initially and then to the economy, the priority being given to the rehabilitation and maintenance projects should continue;
- (viii) A developmental surcharge be instituted for postal services in order to finance projects in the postal sub-sector. As indicated in (ii) above postal projects have not attracted the financing required in the first Decade because of the social nature of the projects. There is the added problem that postal services do not usually generate adequate surpluses for investment purposes. The proposed charge would go a long way to rectifying the position;
- (ix) Following on (ii) and (viii) above it is essential that the whole subject of costing, pricing and tariffs for postal services be open to dialogue and study in Africa if postal services are to be efficient and reliable. Such a dialogue would involve examining alternatives to present public administration and management of postal services;
- (x) The role of the OAU in the preparation and implementation of postal services should be intensified. The OAU can play a major role in implementation of subregional and regional projects by mobilising the political will of the member States.

POSTAL SUB-SECTOR  
INITIAL PHASE I PROGRAMME

<u>Project Number</u>	<u>Project Title</u>	<u>Cost</u>
POP-01	Congo: Establishment of a Regional Transit Centre at Brazzaville	7.95
POP-02	Burundi: Establishment of a Regional Mail transit centre at Bujumbura	6.50
POP-03	Benin: Establishment of a Regional transit centre at Cotonou	7.95
POP-04	United Republic of Cameroon: Establishment of a Regional Transit Centre at Douala	9.75
POP-05	Madagascar: Establishment of a Regional Transit centre at Tananarive	9.75
POP-06	Senegal: Establishment of a Regional transit centre at Dakar	8.10
POP-07	Kenya: Establishment of a Regional Transit centre at Mombasa	8.10
POP-08	United Republic of Tanzania: Establishment of a Regional Transit Centre at Dar es Salaam	8.10
POP-09	Kenya: Establishment of a Regional transit centre at Nairobi	8.10
POP-10	Establishment of an "Airline/Postal Administration" Permanent Contact Committee	0.25
POP-11	Ghana: Regional transit and training centre Accra	1.50
POP-12	Establishment of an intercountry postal school at Brazzaville	2.00
POP-13	Establishment of workshops for making small items of postal equipment	1.18
POP-14	Establishment of a workshop for producing postage stamps	15.00
POP-15	Improvement of Postal services in land-locked countries	0.79

INITIAL PHASE I PROGRAMME (Contd.)

<u>Project Number</u>	<u>Project Title</u>	<u>Cost</u>
POP-16	Mobilization of savings by postal means, particularly in rural areas	0.78
POP-17	Organization of postal accounting in relations between countries of the same subregion	0.20
POP-18	Djibouti: Establishment of a post office and postal training centre	0.33
POP-19	Guinea-Bissau: Establishment of a postal training centre	0.391
POP-20	Cape Verde: Establishment of a vocational training centre	0.391
POP-21	Comoros: Establishment of a vocational training centre	0.234
POP-22	United Republic of Tanzania: Establishment of a postal school near Dar es Salaam	9.50
POP-23	Botswana: Administrative Decentralization of postal services	0.180
POP-24	Botswana: Establishment of mobile post offices in rural areas	0.150
POP-25	Botswana: Establishment of a postal Bus service	0.22
POP-26	Rwanda: Establishment of a mail and postal parcel sorting centre at Kigali	4.00
POP-27	Swaziland: Postal finance department electronic aids	0.183
POP-28	Central African Republic: Establishment of mobile rural postal services	0.175
POP-29	Central African Republic: Organization and equipment of giro centres and of the national post office savings bank at Bangui	0.500

## INITIAL PHASE I PROGRAMME (Contd.)

<u>Project Number</u>	<u>Project Title</u>	<u>Cost</u>
POP-30	Burkina Faso: Establishment of a Postal sorting centre at Ouagadougou	1.20
POP-31	Niger: Establishment of mobile post office in rural areas	0.175
POP-32	Niger: Supply of equipment for the postal order control centre at Niamey	0.015
POP-33	Benin: Establishment of mobile post offices in rural areas	0.93
POP-34	Burundi: Construction of four post offices	0.33
POP-35	Mauritius: Electronic equipment for the post office savings bank	0.165
POP-36	Ethiopia: Development of postal services especially in rural areas	3.715
POP-37	United Republic of Cameroon: Establishment of mail sorting centres at Yaounde and Douala	4.00
POP-38	United Republic of Cameroon: Establishment of Giro centres at Bafoussam and Garoua	0.50
POP-39	United Republic of Cameroon: Extension of the mobile postal service in rural areas, and of State-run transport	0.90
POP-40	United Republic of Cameroon: Equipment and mechanization of the savings bank	0.40
POP-41	Mauritania: Establishment of a mail sorting and parcel handling centre at Nouakchott	2.00
POP-42	Togo: Construction of a mail sorting centre at Lome	3.50
POP-43	Togo: Construction and equipping of a new mail sorting centre at Lome	5.00
POP-44	Togo: Development and reorganization of the post office savings bank in rural areas	1.00

INITIAL PHASE I PROGRAMME (Contd.)

<u>Project Number</u>	<u>Project Title</u>	<u>Cost</u>
POP-45	Togo: Improvement of postal school	0.80
POP-46	Togo: Purchase of postal equipment	0.40
POP-47	Guinea: Improvement of posts and telecommunications training centre	0.175
POP-48	Zambia: Establishment of new post office and an airmail exchange office at Lusaka	1.225
POP-49	Zambia: Organization of mail transport	0.55
POP-50	Benin: Supply of equipment for a Giro centre at Cotonou	0.05
POP-51	Cote d'Ivoire: Supply of equipment for a giro centre at Abidjan	0.175
POP-52	Congo: Establishment of mobile post offices in rural areas	0.75
POP-53	Rwanda: Establishment of mobile post offices in rural areas	0.22
POP-54	Gabon: Construction of an administrative complex at Libreville	8.00
POP-55	Gabon: Construction of a new general post office at Franceville	3.10
POP-56	Gabon: Construction of a new general post office at Port Gentil	2.50
POP-57	Gabon: Construction of a national mail sorting centre	8.00
POP-58	Gabon: Construction of boarding accommodation at the posts and telecommunications school Libreville	1.40
TOTAL		<u>163.13m</u>

POSTAL SUBSECTOR  
REFERENCE PROGRAMME (1983)

<u>Country</u>	<u>Project Number</u>	<u>Cost Mn US\$</u>	<u>Priority</u>
Congo	POP-01	13.89	S
Burundi	POP-02	7.80	S
Benin	POP-03	6.891	S
Cameroon	POP-64	21.84	S
Madagascar	POP-05	21.84	S
Senegal	POP-06	6.67	S
Kenya	POP-07	18.14	S
Tanzania	POP-08	29.12	S
Kenya	POP-07	18.14	S
Regional Project	POP-10	0.50	4
Ghana	POP-11	22.00	S
Regional Project	POP-12	3.50	4
Regional Project	POP-13	1.18	4
Regional Project	POP-14	19.00	4
Regional Project	POP-15	0.79	4
Regional Project	POP-16	1.40	4
Subregional Proj.	POP-17	0.20	4
Djibouti	POP-18	0.74	S
Guinea Bissau	POP-19	0.391	S
Cape Verde	POP-20	0.391	S
Comoros	POP-21	0.524	S
Tanzania	POP-22	9.50	S
Botswana	POP-23	0.18	S
Botswana	POP-24	0.156	S
Botswana	POP-25	0.22	S
Rwanda	POP-26	8.96	S
Swaziland	POP-27	0.41	S
CAR	POP-28	0.392	S
CAR	POP-29	0.112	S
Burkina Faso	POP-30	3.40	S
Niger	POP-31	0.179	S
Nigeria	POP-32	0.021	S
Benin	POP-33	0.429	S
Burundi	POP-34	0.40	S
Mauritius	POP-35	0.931	S
Ethiopia	POP-36	8.321	S
Cameroon	POP-37	8.96	S
Cameroon	POP-38	1.20	S
Cameroon	POP-39	2.016	S
Cameroon	POP-40	0.896	S
Mauritania	POP-41	2.40	S
Togo	POP-42	6.50	S
Togo	POP-43	6.32	S
Togo	POP-44	1.20	S
Togo	POP-45	3.20	S

POSTAL SUBSECTOR  
REFERENCE PROGRAMME (1983)

<u>Country</u>	<u>Project Number</u>	<u>Cost Mn US\$</u>	<u>Priority</u>
Togo	POP-46	1.00	S
Guinea	POP-47	0.179	S
Zambia	POP-48	2.74	S
Zambia	POP-49	1.232	S
Benin	POP-50	0.246	S
Cote d'Ivoire	POP-51	0.175	S
Congo	POP-52	1.68	S
Rwanda	POP-53	0.22	S
Gabon	POP-54	15.00	S
Gabon	POP-55	3.10	S
Gabon	POP-56	2.56	S
Gabon	POP-57	15.00	S
Gabon	POP-58	1.40	S
Angola	POP-59		S
Mali	POP-60	7.00	S
Mali	POP-61	0.230	S
Mali	POP-62	4.58	S
Mozambique	POP-63	10.00	S
Mozambique	POP-64		
Nigeria	POP-65		S
Comoros	POP-66	0.35	S
Comoros	POP-67	1.465	S
Comoros	POP-68	0.30	S
Comoros	POP-69	4.00	S
Burkina Faso	POP-70	4.00	S
Burkina Faso	POP-71	2.34	S
Burkina Faso	POP-72	2.30	S
Burkina Faso	POP-73	2.64	S
Tanzania	POP-74		
Gambia	POP-75	0.370	S
Gambia	POP-76	0.053	S
Gambia	POP-77		S
Tunisia	POP-78		S
Togo	POP-79	4.40	S
Togo	POP-80	0.40	S
Uganda	POP-81		
Niger	POP-82		S
Madagascar	POP-83	0.451	S
Liberia	POP-84		S
<b>TOTAL</b>	<b>84 projects</b>	<b>350.739</b>	

NOTE: For the Communications sector the priorities have been defined as (1) Rehabilitation and maintenance (2) training (3) Technical assistance (4) Regional and Subregional projects (5) National projects.

POSTAL SUB-SECTOR  
PROJECTS TRANSFERRED FROM PHASE I

<u>Country</u>	<u>Project Number</u>	<u>Cost Mn US\$</u>	<u>Priority</u>
Congo	POP-01	13.89	5
Benin	POP-03	6.891	5
Cameroon	POP-04	21.84	5
Madagascar	POP-05	21.84	5
Senegal	POP-06	6.67	5
Kenya	POP-07	18.14	5
Tanzania	POP-08	29.12	5
Kenya	POP-09	18.14	5
Regional Projects	POP-10	0.50	4
Ghana	POP-11	22.00	5
Regional Project	POP-12	3.50	4
Regional Project	POP-13	1.18	4
Regional Project	POP-14	19.00	4
Djibouti	POP-18	0.74	5
Guinea Bissau	POP-19	0.391	5
Cape Verde	POP-20	0.391	5
Comoros	POP-21	0.525	5
Tanzania	POP-22	9.50	5
Botswana	POP-23	0.18	5
Botswana	POP-25	0.22	5
Rwanda	POP-26	8.96	5
Swaziland	POP-27	0.41	5
CAR	POP-29	0.112	5
Burkina Faso	POP-30	3.40	5
Niger	POP-31	0.175	5
Niger	POP-32	0.021	5
Benin	POP-33	0.425	5
Burundi	POP-34	0.40	5
Mauritius	POP-35	0.931	5
Ethiopia	POP-36	8.321	5
Cameroon	POP-37	8.96	5
Cameroon	POP-38	1.20	5
Cameroon	POP-39	2.016	5
Cameroon	POP-40	0.896	5
Mauritania	POP-41	2.40	5
Togo	POP-42	6.50	5
Togo	POP-43	6.32	5
Togo	POP-44	1.20	5
Togo	POP-46	1.00	5
Zambia	POP-48	2.74	5
Zambia	POP-49	1.232	5
Benin	POP-50	0.246	5
Cote d'Ivoire	POP-51	0.175	5
Congo	POP-52	1.68	5
Gabon	POP-54	15.00	5
Gabon	POP-57		5



PROJECTS TRANSFERRED FROM PHASE I (Contd.)

<u>Country</u>	<u>Project Number</u>	<u>Cost Mn US\$</u>	<u>Priority</u>
Angola	POP-59		5
Mali	POP-60	7.00	5
Mali	POP-61	0.230	5
Mali	POP-62	4.58	5
Mozambique	POP-63	10.00	5
Mozambique	POP-64		5
Nigera	POP-65		5
Comoros	POP-66	0.38	5
Comoros	POP-67	1.465	5
Comoros	POP-68	0.30	5
Burkina Faso	POP-72	2.30	5
Burkina Faso	POP-73	2.64	5
Tanzania	POP-74		5
Gambia	POP-75	0.423	5
Tunisia	POP-78		5
Togo	POP-79	4.40	5
Togo	POP-80	0.40	5
Uganda	POP-81		5
Niger	POP-82		5
Madagascar	POP-83	0.451	5
67 Projects		\$358.04 million	

NOTE: Priorities in the communications sector are as follows:

- (1) Rehabilitation and maintenance
- (2) Training
- (3) Technical Assistance
- (4) Regional and subregional projects
- (5) National projects

POSTAL SUB-SECTOR  
PHASE II PROGRAMME

Country	Project Number	Cost Mn US\$	Status
Benin	POP-03-001	3.25	1
Benin	POP-03-002	3.47	1
Botswana	POP-04-001	0.18	1
Botswana	POP-04-002	0.22	3
Burundi	POP-05-001	0.40	1
Burundi	POP-05-002	1.00	3
Burundi	POP-05-003	0.27	3
Cameroon	POP-06-001	15.33	1
Cameroon	POP-06-002	6.50	2
Cameroon	POP-06-003	3.50	1
Cameroon	POP-06-004	2.02	3
Cameroon	POP-06-006	6.67	1
CAR	POP-08-001	0.39	3
CAR	POP-08-002	1.54	1
CAR	POP-08-007		3
CAR	POP-08-003	2.58	3
CAR	POP-08-004		2
CAR	POP-08-005	0.53	3
CAR	POP-08-006	1.01	1
CAR	POP-08-008	4.53	3
Chad	POP-09-002	0.17	
Chad	POP-09-003	1.06	3
Chad	POP-09-006	1.00	3
Comoros	POP-10-001	0.53	3
Comoros	POP-10-002	0.35	3
Comoros	POP-10-003	1.47	3
Comoros	POP-10-004	0.30	3
Comoros	POP-10-005	3.50	3
Congo	POP-11-001	13.39	3
Congo	POP-11-003	0.40	3
Congo	POP-11-004	0.59	3
Congo	POP-11-005	1.45	3
Congo	POP-11-006	0.68	3
Congo	POP-11-007	0.59	1
Congo	POP-11-008	0.10	2
Djibouti	POP-12-001	0.72	2
Egypt	POP-13-001	4.50	3
Equatorial Guinea	POP-14-001	0.05	3
Equatorial Guinea	POP-14-002	0.25	3
Equatorial Guinea	POP-14-003	0.13	3
Equatorial Guinea	POP-14-004	0.30	3
Ethiopia	POP-15-001	8.32	1
Gabon	POP-16-001	15.00	3
Gabon	POP-16-002	15.00	3
The Gambia	POP-17-001	1.50	3
The Gambia	POP-17-002		
The Gambia	POP-17-003		

PHASE II PROGRAMME (Contd.)

<u>Country</u>	<u>Project Number</u>	<u>Cost Mn US\$</u>	<u>Status</u>
Ghana	POP-18-001	22.00	1
Guinea	POP-19-001	10.66	3
Guinea	POP-19-002	20.00	3
Guinea Bissau	POP-20-001	0.65	3
Guinea Bissau	POP-20-002	0.27	3
Guinea Bissau	POP-20-003	0.16	1
Guinea Bissau	POP-20-004	1.00	3
Cote d'Ivoire	POP-21-001	5.00	3
Cote d'Ivoire	POP-21-002	5.00	3
Cote d'Ivoire	POP-21-003	2.50	3
Liberia	POP-24-002	3.01	1
Madagascar	POP-26-001	21.84	3
Madagascar	POP-26-002	2.33	3
Madagascar	POP-26-004		
Madagascar	POP-26-003	0.02	2
Malawi	POP-27-001	1.50	1
Malawi	POP-27-002	2.00	1
Mali	POP-28-001	7.00	3
Mali	POP-28-002	0.43	3
Mali	POP-28-004	0.52	3
Mauritius	POP-30-001	0.93	3
Morocco	POP-31-001	4.31	3
Morocco	POP-31-002	4.31	3
Mozambique	POP-32-001	10.00	3
Mozambique	POP-32-003	4.00	1
Mozambique	POP-32-004	10.00	3
Mozambique	POP-32-005	1.00	3
Niger	POP-33-001	0.18	1
Niger	POP-33-002	0.02	3
Niger	POP-33-003	5.10	1
Nigeria	POP-34-001	23.60	3
Nigeria	POP-34-002	20.50	3
Nigeria	POP-34-003	11.60	3
Nigeria	POP-34-004	24.30	3
Rwanda	POP-35-001	8.96	3
Rwanda	POP-35-002	0.70	3
Rwanda	POP-35-003	0.30	3
Rwanda	POP-35-004	0.60	3
Rwanda	POP-35-005	2.55	3
Sao Tome & Principe	POP-36-001	0.03	3
Sao Tome & Principe	POP-36-002	0.11	3
Sao Tome & Principe	POP-36-003	0.02	3
Senegal	POP-37-001	10.00	3
Sierra Leone	POP-39-001	3.68	3
Sudan	POP-41-001	4.60	1
Swaziland	POP-42-001	0.41	3

## PHASE II PROGRAMME (Contd.)

<u>Country</u>	<u>Project Number</u>	<u>Cost Mn US\$</u>	<u>Status</u>
Swaziland	POP-42-002	1.80	2
Swaziland	POP-42-003	1.00	3
Swaziland	POP-42-005		
Swaziland	POP-42-004	0.70	1
Tanzania	POP-43-001	13.00	1
Togo	POP-44-001	6.50	3
Togo	POP-44-002	6.32	3
Togo	POP-44-003	1.50	3
Togo	POP-44-004	1.00	3
Togo	POP-44-005	4.40	3
Togo	POP-44-006	0.50	1
Togo	POP-44-007	3.20	3
Burkina Faso	POP-47-001	1.00	1
Burkina Faso	POP-47-002	0.85	3
Burkina Faso	POP-47-003		3
Zaire	POP-48-001	7.00	3
Zaire	POP-48-002	3.00	3
Zaire	POP-48-003	2.00	3
Zaire	POP-48-004	15.00	3
Zaire	POP-48-005	0.90	3
Zaire	POP-48-006	0.35	3
Zaire	POP-48-007	0.10	3
Zambia	POP-49-001	0.63	1
Zambia	POP-49-002	2.00	3
Zimbabwe	POP-50-001	8.00	3
Zimbabwe	POP-50-002	4.20	1
Zimbabwe	POP-50-003	1.40	1

TOTAL NATIONAL PROJECTS 120

468.79

## REGIONAL PROJECTS

UPU	POP-60-002	3.00	1
UPU	POP-60-003	1.18	1
UAPT	POP-60-004	3.70	1
UPU	POP-60-005	0.44	3
ECA	POP-60-006	0.48	3
UAPT	POP-60-008	7.13	3
UAPT	POP-60-009	0.65	3
ECA/UPU	POP-60-010	1.80	3
UPU	POP-60-015	1.88	3
UPU	POP-60-016	0.86	1
UPU	POP-60-017	0.42	3

PHASE II PROGRAMME (Contd.)

<u>Country</u>	<u>Project Number</u>	<u>Cost Mn US\$</u>	<u>Status</u>
UPU	POP-60-018	0.70	3
UPU	POP-60-019	0.70	3
UPU	POP-60-020	0.47	1
PAPU	POP-60-021	0.50	3
<hr/> TOTAL REGIONAL 15 projects		23.91	
GRAND TOTAL 135 projects		\$492.70mn	

NOTE: For status of projects the following codes are used:

1. In progress
2. Completed
3. No progress

<u>For National Projects</u>		<u>For Regional Projects</u>		<u>Total</u>	
In progress	- 27	In progress	- 4	In progress	31
Completed	- 6	Completed	- 0	Completed	6
No progress	- 83	No progress	- 11	No progress	93
No information	- 5			No information	5
Total	<u>120</u>	Total	15	Total	<u>135</u>

ECONOMIC COMMISSION FOR AFRICA

TERMS OF REFERENCE  
FOR THE EVALUATION OF THE UNITED NATIONS TRANSPORT  
AND COMMUNICATIONS DECADE FOR AFRICA

Addis Ababa  
July 1987

## EVALUATION OF THE UNTACDA PROGRAMME

## I. INTRODUCTION

1.1 Rationale

The evaluation of the UNTACDA programme is being undertaken at this time in response to the request of the Conference of African Ministers of Transport, Communications and Planning, the policy body for the implementation of the United Nations Transport and Communications Decade in Africa Programme, which, at its fifth meeting held in Harare, Zimbabwe in March 1986, inter-alia, called for an in-depth evaluation of the UNTACDA programme and appealed to the international and regional financial institutions to assist in the evaluation: (Resolution ECA/UNTACDA/Res.86/55).

1.2 Purpose

The evaluation is expected to provide an assessment of the relevance, effectiveness and impact of the Decade programme as it draws to an end. The evaluation and recommendations are intended to provide lessons of experience from the implementation of a Decade development programme to be used as a basis for the African Governments, the United Nations system, financing institutions and donors to guide the choice, design and management of future programmes, projects and modes of assistance for further development of transport and communications sectors in Africa.

1.3 Background of the UNTACDA programme

The importance of improving transport and communications at Africa's present stage of development has been recognized in several ways. The large capital investments (ranging between 20 and 40 per cent of all public sector investments) which African countries normally allocate for the development of the transport and communication sectors stems from each country's realization of the importance of the transport and communications systems.

It was in recognition of the need to highlight the importance of transport and communications that in March 1977 the ECA Conference of Ministers adopted a resolution recommending that a decade be proclaimed in order to focus attention on the special needs of Africa in these sectors. This recommendation was endorsed by the Economic and Social Council (ECOSOC) at its meeting in July 1977 and the United Nations Transport and Communications Decade in Africa was officially proclaimed by the General Assembly in December 1977 (Resolution 32/160). ECA was designated as the lead agency entrusted with the preparation of the groundwork for the Decade. In this endeavour, ECA was assisted by financial support from the United Nations Development Programme (UNDP) and by the technical advice of all specialized and other agencies of the United Nations as well as African inter-governmental organizations with competence in transport and communications. The outcome of these efforts was the formulation of a Global Strategy and Plan of Action for developing transport and communications in Africa. The Strategy and the Plan of Action were approved by the Conference of African Ministers of Transport, Communications and Planning in May 1979.

Transport and communications have since been given top priority in the development strategy of subregional organizations such as the Southern African Development Co-ordination Conference (SADCC), the Economic Community of West African States (ECOWAS), and the Preferential Trade Area of Eastern and Southern Africa (PTA).

### 1.3.1 Objectives and strategy of the Decade

The principal goals of the Strategy for the Decade have been re-affirmed on many occasions since; they are that African countries should work towards:

- (a) Promoting the integration of transport and communications infrastructure with a view to increasing intra-African trade;
- (b) Ensuring the co-ordination of the various transport systems in order to increase their efficiency;
- (c) Opening up of land-locked countries and isolated regions;
- (d) Harmonizing national regulations and eliminating physical and non-physical barriers with the aim of facilitating the movement of persons and goods;
- (e) Stimulating the use of local human and material resources;
- (f) Standardizing networks and equipment;
- (g) Carrying out research and disseminating information and techniques appropriate to the African context in transport and communications;
- (h) Establishing and expanding the manufacture of transport and communications equipment;
- (i) Mobilizing technical and financial resources for the development and modernization of transport and communications; and
- (j) Restructuring the transport and communications sectors to ensure that African trade within the region and with the rest of the world takes place under conditions most favourable for the continent.

These goals were to be realized through the implementation of policies, plans and projects at the national, subregional and regional levels, with the main burden and costs being borne by the African countries themselves. To complement and reinforce their efforts, it was agreed that there would be an ECA co-ordinated regional effort based on projects classified in the following order of priority:



(a) Regional projects, subregional projects, and national projects having regional and subregional implications;

(b) Projects for the least developed, land-locked, newly independent, island and front-line countries; and

(c) Purely national projects; i.e., national projects of countries other than those mentioned in (b) above.

#### 1.3.2 Mechanism for the implementation of UNTACDA:

The 1979 Conference of Ministers also decided to implement the Decade programme in two phases:

(a) Phase I (1980-1983) programme consisting of 1091 projects estimated to cost US\$15.44 billion at 1978 prices, categorized as follows:

- (i) Completion of ongoing projects;
- (ii) Implementation of projects already identified and studied but awaiting finance;
- (iii) Identification of technical/feasibility and related economic studies of other projects and a search for their financing.

(b) Phase II (1984-1988) programme with a total of 1034 projects costing an estimated US\$16.68 billion at 1984 prices, categorized as:

- (i) Completion of projects begun in the course of the first phase;
- (ii) Financing and implementation of new projects;
- (iii) Continued identification and study of future projects.

#### 1.4 Specific issues to be addressed by the evaluation

##### 1.4.1 The concept and design of the decade programme

The evaluation will consider, inter-alia, the following items:

(a) Concept of the decade for development - whether it was well conceived, in retrospect, in terms of the problems facing the African region and member States at the time of its formulation and during the course of its implementation;

(b) Objectives - whether they were relevant in terms of African development strategies; were they explicit and precise in terms of formulation and prioritized in terms of importance;

(c) Inputs required to implement the programme, activities carried out by member States and other participants in the programme and outputs from the programme; whether they were commensurate with each other and with the objectives of the Decade programme.

#### 1.4.2 Institutional framework

The issues to be addressed here concern the role of the various bodies, namely, the Conference of Ministers, the Inter-Agency Co-ordinating Committee (IACC) and ECA as Lead Agency, set up specifically to manage the implementation of the Decade programme (i.e. planning, monitoring, co-ordinating, organising, mobilization of resources and general promotion).

#### 1.4.3 The role of major actors in the programme

The evaluation will assess the resources provided and the activities undertaken, with respect to the programme, by the major actors, namely, the African countries, the IGO's, the UN Agencies, the ECA, financial institutions and donor countries.

#### 1.4.4 The results of the decade programme

The evaluation is expected to assess quantitatively and qualitatively the effectiveness and impact of the Decade programme by:

(a) Assessing the extent of achievement of the objectives of the Decade programme as outlined in the global strategy and the approved programme of the first and second phases, as well as in subsequent mandates at the output, immediate and development levels;

(b) Identifying the key factors which contributed to the success or failure in achieving the objectives of the programme, such as the role of member States, financing agencies, specialized agencies, UNDP and ECA;

(c) Assessing the durability of institutions established as a result of the Decade programme (e.g. the Trans-African Highway Authorities, the Conference of Ministers of Transport, Communications and Planning, IACC).

#### 1.4.5 Lessons of experience

The evaluation should also identify the experiences gained in terms of concept, design, management and co-ordination, co-operation, implementation and results of the programme. These experiences would be useful guides to formulate development programmes in the future.

#### 1.5 Recommendations

Based on the results of the above assessment, the evaluation is expected to draw up recommendations to the African Governments, the United Nations System, financing institutions, specialized agencies and donors regarding the future course of action for the development of transport and communications in Africa. Since

the Decade programme will end in 1988, the Conference of Ministers of Transport, Communications and Planning would like to make a decision some time before the end of 1988. In addition, the other partners in the programme, especially the financing institutions and donor countries, would need to decide, on the basis of the conclusions, whether further assistance is required and in what framework.

## 2. TERMS OF REFERENCE

### 2.1 Scope of the evaluation

The Ministers specifically asked for an in-depth evaluation of the Decade programme in order to provide guidance in charting future course for the development of transport and communications sectors in Africa after the formal end of the UNTACDA programme in 1988. However, after careful examination of the development activities in these sectors since the start of UNTACDA programme in 1978, the IACC recommended that the evaluation should not only focus on the impact of those projects specifically included in the programme, but should encompass the development in the African transport and communications systems as a whole during the period of the Decade. This wider scope would enable the assessment of both the direct (due to implementation of Decade projects) and the indirect (due to non Decade projects) impact of the UNTACDA programme on the development of African transport and communications systems.

Since the Decade programme covers development in all modes of transport and communications, it is recommended that the evaluation should also be carried out for each mode. In addition, in order to show the impact of the programme, it is essential to indicate development in these sectors prior to the Decade programme; 1978-83 as the first phase programme; 1984-1986 as the second phase. Thus growth trends will be developed for these periods.

### 2.2 Method of evaluation

#### 2.2.1 The evaluators

Given the size and importance of the Decade programme as well as the above defined scope, the evaluation will be carried out at two levels by independent evaluators. However, all the evaluators will be expected to be acquainted with the Decade programme in general, from its inception in the present. The two levels are:

- (i) Modal evaluation - carried out by independent consultants who will perform the evaluation of the modes according to the assignments in section 2.3 below. There will be four (4) teams each composed of two (2) evaluators, making a total of eight. All modes of transport and sectors of communications will be covered as follows: road and rail transport; air transport; water transport (ports, shipping and inland water); communications (telecommunications, broadcasting and postal services).
- (ii) Global evaluation - To be carried out by an independent evaluator who will also act as the team leader for the modal evaluators. His task is detailed in section 2.4 below.

## 2.3 Assignments of the modal evaluators

### 2.3.1 Scope

The modal evaluator shall carry out the assessment of the assigned mode, which will include, inter-alia, an analysis of the following.

#### 2.3.1.1 Concept and design

- (i) The extent to which the Global objectives of the Decade programme were translated into the immediate objectives of the mode or sector.
- (ii) The relevance of the strategies developed in order to achieve the immediate objectives of the sector, i.e. how did the Decade projects of the first and second phase programmes reflect the sector objectives.

#### 2.3.1.2 Role of major actors in the programme

The commitment to the Decade objectives and programmes.

#### 2.3.1.3 The results of the Decade Programme

- (i) The attainment of each objective of the Decade as translated into the sector objectives and strategy of the approved programmes in the first and second phases;
- (ii) The proportion of this attainment which may be attributed to the Decade programme, directly and indirectly;
- (iii) The total cost of the projects in the programmes of the first and second phases;
- (iv) The sources of financing for the projects in the programme;
- (v) The quantitative and qualitative evaluation of the costs and benefits - were the programme outputs worth the costs?
- (vi) An estimate of the costs of projects implemented during the Decade programme which member States had programmed in their development plans but not included in the Decade programme.
- (vii) The sources and amount of financing for those projects not classified as Decade projects.
- (viii) Key factors in the success or failure in achieving the objectives of the programme.

LIST OF DOCUMENTS USED

1. Vol.1 UNTACDA (1978-1988) Global Strategy and Plan of Action. First Phase 1980-1983 - E/CN.14/726; E/CN.14/TRANS/147
2. Vol II UNTACDA (1978-1988) Approved Programme of Action including projects sector by sector for phase I. 1980-1983 Part XI Postal services E/CN.14/726/Add.1 E/CN.14/trans.147/Add.1
3. Vol. III UNTACDA - Approved Programme of Action for the second phase (1984-1988) Analysis of the Communications Sector programme E/ECA/TCD/17
4. Evaluation of the First Phase of the United Nations Transport and Communications Decade for Africa E/ECA/CM.11/11, 1985
5. UNTACDA (1978-1988) Annual Reports for 1984, 1985, 1986, and 1987 (draft).
6. Reports of the Conference of African Ministers of Transport, Communications and Planning.
7. Round-Table on an integrated approach to the preparation and implementation of the Second Phase Programme on the Decade, Paris , France June 1983 E/ECA/TCD/9
8. Reports of the Inter-Agency Co-ordinating Committee on UNTACDA
9. Vol. IV Approved Programme of Action for Phase II 1984-1988 Part III Postal Services, E/ECA/TCD/17/Add.I
10. Evaluation of the Programme of the First Phase (1980-1983) Part A Evaluation by mode - DEC/TRANSCOM/1A/VI.1(A).

- (vi) Various reports on the implementation of the Decade programme, including Annual Progress Reports on the Decade, reports of the IACC and the Conference of African Ministers of Transport, Communications and Planning, reports to the UNDP, reports of all workshops and seminars conducted under UNTACDA programme.
- (v) Personal interviews with the ECA staff who have been involved in the conception, formulation, promotion, co-ordination, monitoring and evaluation of the Decade programme.
- (vi) Interviews with those who have been involved in the implementation of other UN decades (i.e. Women's Decade, IDDA), and those who have benefited from the experience of UNTACDA, (i.e. the Asian Transport Decade).

## 2.6 Management and implementation

### 2.6.1 Leadership

The ECA will manage all aspects of the evaluation exercise.

### 2.6.2 Schedule

The schedule of activities of the evaluators is shown in Annex 4. The evaluators will start on 1 August 1987 and produce the final report by 31 December 1987.

The duration of assignment for the modal evaluators may vary among the modes, but in all cases will be not less than three months and not more than five months. The exact duration will be determined before the start of assignment. The global evaluator will be engaged for the full period.

## 2.7 Reporting

The reports of each evaluation team will be submitted to the ECA for review, comments and approval according to the schedule established. The ECA will submit the final report of the evaluation to the IACC and member States, prior to submitting its own report on the outcome of the evaluation to the Conference of Ministers.

- (v) The quantitative and qualitative evaluation of the costs and benefits - were the programme outputs worth the costs?
- (vi) An estimate of the costs of projects implemented during the Decade programme which member States had programmed in their development plans but not included in the Decade programme;
- (vii) Key factors for the success or failure in achieving the objectives of the programme.

#### 2.4.1.5 Lessons of experience

Lessons that can be drawn from the experience of implementing the Decade programme.

#### 2.4.1.6 Recommendations

The recommendations about future programme of action for the development of transport and communications in Africa.

#### 2.4.2 Methodology of work

The global evaluator will be briefed at the ECA, along with the modal evaluators, where they will be provided with all the relevant information available at the secretariat. These are shown in section 2.5 on information.

During the course of his work, the global evaluator will consult selected financial institutions and donor countries to assess their participation in and opinions of the Decade programme. The evaluator will finalize the draft questionnaire prepared by ECA for this purpose (annex 3).

The global evaluator will also receive the reports of the modal evaluators which he will use as inputs for his own assessment.

#### 2.4.3 output

The global evaluator will produce the global report of the evaluation which will incorporate the modal assessments.

#### 2.5 Sources of information

The following information will be available at the ECA. Additional information may be obtained from the field missions.

- (i) The global objectives and plans of action for the first and second phases of the Decade programme;
- (ii) Projects of the first and second phase programmes of the Decade including type, costs, implementation rate as well as their contribution to the development of the sector. (Reports from the field collected by local consultants appointed by ECA. Supplementary field missions might be required).
- (iii) Development and status of the transport and communications equipment and infrastructure in Africa before and during the Decade programme. (Data currently being collected by ECA from the field using local consultants, as well as from sources within the secretariat).

## **2.4 Assignments of the Global Evaluator**

In addition to co-ordinating the modal evaluation, he will carry out the global evaluation with respect to the following.

### **2.4.1 Scope**

In addition to co-ordinating the modal evaluation, the global evaluator will evaluate the over all Decade programme in terms of the following:

#### **2.4.1.1 Concept and design**

- (i) The relevance of the strategies for the implementation of the programme;
- (ii) The relevance of the global objectives in terms of African development needs;
- (iii) The adequacy of the preparation of the Decade programme;
- (iv) The adequacy of the period allocated (i.e. Decade) for the development of transport and communications in Africa.

#### **2.4.1.2 Institutional framework**

The adequacy and efficiency of the institutions set up to plan, monitor, co-ordinate, organize and mobilize resources for the implementation of the programme, at regional, subregional and national levels in particular the Conference of Ministers as the policy body, and the IACC as the co-ordinating body, the ECA as the lead agency.

#### **2.4.1.3 Role of the major actors**

- (i) The commitment of the member States, financing institutions, donor countries, the relevant United Nations agencies and African Inter-Governmental Organizations involved in the implementation of the Decade programme.

#### **2.4.1.4 The results of the programme**

- (i) The programme attainment of each objective of the Decade as outlined in the global strategy and the approved programmes of the first and second phases.
- (ii) The proportion of this attainment which may be attributed to the Decade programme, directly and indirectly;
- (iii) The total costs of the projects of the first and second phase;
- (iv) The sources of financing for the projects in the programme;



#### 2.3.1.4 Lessons of experience

What lessons can be drawn from the experience of the sector in implementing the sector programme?

#### 2.3.1.5 Recommendations

The recommendations about future development of the sector at national, regional and international levels.

#### 2.3.2 Methodology of work

The evaluators will all be briefed at the ECA where they will be provided with all the relevant information available at the secretariat. These are shown in section 2.5 on information.

Following the general briefing each team will perform a preliminary evaluation of the sector using the information provided. The report of this will be submitted to the ECA for discussion and concurrence.

On the basis of the above analysis, the evaluators will then visit some representative African countries, for on-the-spot evaluation of the quantitative and qualitative impact of the Decade programme. The countries will be jointly selected by the evaluation and the ECA on the basis of their record in the implementation of the Decade programme as well as subregional distribution. The missions will be given guidelines to ensure the completeness and uniformity of information obtained. The evaluators will finalize jointly with ECA the draft questionnaire designed for this purpose (see annex 1).

In addition to determining the opinions and assessing the performance of the African countries, the evaluators will do the same in respect of the UN agencies and African IGO's who participated in the implementation of the Decade programme. Where possible, visits to these institutions will be coordinated with visits to the countries. As in the case of country visits, appropriate questionnaires will be designed (annex 2).

Upon completion of the field missions, each team will return to the ECA to complete its analysis and prepare a single draft report for each mode. After review of the draft by ECA, the team will submit the final report taking into account ECA comments. The modal reports will form part of the input to the work of the global evaluator.

#### 2.3.3 Output

The output is an evaluation report containing an assessment of the overall development in the sector, the implementation of the sector projects, the impact of the projects on the immediate sectoral objectives, and recommendations for future developments of the sector.