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VOLUME I

SUMMARY

**SECOND MID-TERM ASSESSMENT
OF UNTACDA II**

SUMMARY

1. African States have always underscored the important role that the transport and communications sector plays in the economic development and the social well-being of their people, in general, and in industrial development, trade promotion and the concrete attainment of the continent's socio-economic integration, in particular. The acknowledgement of this situation led the international community to declare two United Nations Transport and Communications Decades in Africa.
2. The period, 1978-1988, was devoted to the first Decade and the period, 1991-2000, to the second Decade which, while endeavouring to consolidate the achievements of the first Decade and to correct the shortcomings in its implementation, sought to enable the establishment of an efficient and integrated transport and communications system, designed to firmly establish the bases for the continent's physical integration and facilitate domestic and international traffic. The objective is to promote trade and bring about an endogenous economic development as recommended by subregional and regional economic revival programmes, particularly, the Lagos Plan of Action.
3. The second Decade was prepared from 1989 to 1991. During this preparatory phase, ten global and eleven sectoral objectives were defined in order to make it possible to attain the Decade's long-term goal, and sectoral and implementation strategies were formulated, on the one hand, for the proper preparation of the Decade's programme and, on the other hand, for increased efficiency in its implementation.
4. Hence there exist: an institutional framework for the preparation and implementation of the Decade programme built around national coordinating committees (one per member State) serving as the base of the system; subregional working groups having economic cooperation organizations as their lead agencies; eleven subsectoral working groups, each in charge of one sectoral objective; a resource mobilization committee to help in the judicious selection of projects and programmes which form the Decade programme and to attract funding bodies in view of financing this programme; an inter-agency coordinating committee grouping all African organizations and United Nations agencies involved in the transport and communications sector, a steering body, the ECA, to coordinate the programme preparation and implementation; and lastly, a Conference of African Ministers of Transport and Communications which adopts the general guidelines and approves the programme.
5. The "Bottom-to-top" approach was preferred in the preparation and execution of programmes and projects. Selection criteria and goals and targets were equally determined.
6. At the launching of the Decade in 1991, 669 projects (transport: 478 and communications: 191), were approved at the same time as the strategies. The cost of the

transport projects was estimated at US\$9,797.95 million out of this amount US\$8.086.1 million were still to be financed because of funding or guarantee funding of US\$1,711.85 million. The total estimated cost of the communications sector projects is US\$1,997.4 million that of which US\$384.6 million had already been secured. In 1993, some 39 new projects were approved, hence the total members of the programme becomes 708 estimate at US\$13,229.57 million.

7. This report is on the mid-term evaluation. The first evaluation conducted in 1994, concluded, naturally, that the Decade objectives were indeed relevant, and that there was a need to implement the Decades programme taking into account the available resources and the revision of the terms of reference of the resource mobilization committee. These conclusions formed the subject of recommendations adopted by the second Conference of African Ministers of Transport and Communications meeting in Addis Ababa (Ethiopia), on 20 and 21 March 1995 (Resolution ECA/UNTACDA/Res.95/92).

8. The objectives of the second mid-term evaluation derive from both the implementation strategy for the Decade's programme and the above-mentioned resolution of the Conference of Ministers. Essentially, they seek to evaluate the progress made in the Decade's implementation by laying emphasis, on the one hand, on project execution at all levels, in particular, at the national, subregional and regional levels and, on the other hand, on the programme's impact on the development of transport and communications. Finally, the evaluation led to the preparation of a plan of action for the last three years of the Decade and beyond in order to accelerate the programme implementation and establish strengthened and efficient systems in Africa for the 21st century.

9. The evaluation was conducted entirely at the ECA Headquarters. Thus, its bases comprised solely documentation collected by the ECA and interviews with officials of this agency. In the absence of the reports of NCCs and the lead agencies of subregional working groups or as a result of the incomplete reports furnished, the ECA officials have prepared notes in order to make up for some inadequacies. These notes also formed part of the documentation used for the evaluation. Hereafter are the findings of the second mid-term evaluation.

10. Assessment of the mechanisms for the Decade programme implementation has revealed that, despite its relevance, the "bottom-to-top" approach failed to take into account the jumble resulting from the various tasks assigned to intervening parties, in particular, as concerns the NCCs and the current practices in the member States. Not only have all the NCCs, not been set up (about forty only) but, those already set up have not been given the powers and funds corresponding to their task.

11. This weak base of the institutional edifice, and the near total lack of resources for the functioning of other constituent parts of the structure particularly, the working groups, the resource mobilization committee (RMC) and the governing body, have weakened the implementation system: project preparation, execution and follow-up. Furthermore, this situation, besides the restructuring problems encountered by the African Development Bank

(ADB), RMC Chairman, and the ECA, has led to: (i) inadequate or non-existing coordination between the NCCs and subregional organizations; (ii) the non-application of the sub-sectoral working group's terms of reference (iii) stoppage of the activities of the RMC and most working groups, and the de factor slackening of the Decade's development programme.

12. At the level of sectoral development, owing, on the one hand, to the difficulties described above and, on the other hand, to the implementation coordination, then the relevance of criteria for selecting projects and programmes and, finally, the quality of the capacity to implement and to mobilize funding, the following stand out:

13. Thematic programmes, development of human resources and institutions, on the one hand, and transport data bank, on the other hand, have not gone beyond the first phases, all conducted within the framework of the SSATP programme piloted by the World Bank and the ECA as a sub-programme of the Decade.

14. The road and road transport subsector with 30 uncompleted projects, 76 under execution and 99 fully financed out of a total of 214 has, to a larger measure, been accepted as satisfactory in the attainment of development indicators: 3,600 km of major roads constructed or under construction, 4,500 km of major roads rehabilitated or under rehabilitation and 31,500 km of rural roads rehabilitated or under rehabilitation. Furthermore, mostly with the role of the road maintenance initiative (RMI), a component of the Sub-Saharan African Transport Policy (SSATP), it is noted that the length of roads classified as bad has decreased by at least 10 per cent.

15. However, less progress was achieved in the area of movements and rural transport system, the trans-African highway programme even through several projects executed or under execution concern sections of those roads or their feeder roads, the facilitation of international road traffic, development of human resources, road safety and environmental protection.

16. Similarly, as concerns the development of the road sub-sector which by far, remains the most disturbing area on account of its important role in the movement of people and goods, it is important that future action should deal, *inter alia*, with human resource development and strengthening of the institutional and statutory framework for road management as well as road safety, environmental protection, facilitation of international transport and preparation and development at extensive road technologies and private sector involvement.

17. At the level of the railways sub-sector with 26 executed projects, 11 under execution and 34 entirely financed, out of a total of 89 projects, track renewal or replacement and rolling stock rehabilitation or acquisition have been executed in a manner deemed satisfactory. Furthermore, within the framework of the SSATP railway management component, there is real awareness of the development of aspects, concerning the status and management method of railways. Programme contracts are developing and tend to move increasingly towards the

leasing of operation on a veritable commercial bases with a real free tariffing. However, the inter-connection of networks, equipment standardization and cooperation within the framework of equipment maintenance, have remained major concerns.

18. Concerning this railway sub-sector, the management of human resources remains a sensitive issue because of overstaffing, the result of state-controlled management. The safety issue is crucial due, more particularly, to the dilapidated telecommunications and signalling facilities, just the same as the track geometry which is no longer adapted to the characteristics of the modern rolling stock. It is also important to pursue,..... other things (i) restructuring through the development of leasing operations with the participation of the private sector, and human resource development; (ii) rehabilitation of telecommunications and signalling equipment; (iii) data bank establishment, and (iv) rolling stock rehabilitation and standardization, and development a railway equipment manufacturing plant.

19. The maritime, port and multimodal transport subsectors, with 13 completed projects, 16 under execution and 27 totally funded, out of a total of 104 projects, have not developed as expected, particularly, as concerns sea ports and multimodal transport. With respect to maritime transport, the prospects of liberalizing access to the market (with less rigid traffic rights) following the last Cotonou Round Table, will really be a cause for satisfaction if the next conference of Ministers in charge of West and Central African Merchant Shipping were to endorse the recommendations of the Cotonou meeting.

20. The application of international agreements and conventions on maritime transport, port facilitation and international transit (in recognized transport corridors) are areas where very little progress has been made, in particular, to center for the interests of countries without a coastline. This has been compounded by the inadequate port infrastructures to facilities stem-to-stem transport as well as meet the needs of landlocked countries. All these preoccupations make it necessary to pursue, in this sensitization to (i) the adherence to and application of international and subregional conventions (ii) institutional reforms of the maritime sector; (iii) the application of subregional agreements on transit traffic in transport corridors; (iv) improved management of port facilities and equipment and (v) human resource improvement, after a proper evaluation of training needs.

21. With only one project completed six projects under execution and four entirely financed, out of a total of 17 projects, the inland water transport system is far from meeting adequately its set objectives. This is certainly due to the prevailing socio-political environment in the Great Lakes area since 1994. However, developments in the Congo-Oubangui waterway, the Senegal river and the Mpulungu port make it possible to envisage improvement, before the end of the Decade, in the overall contribution of this sub-sector. The manpower quality, the weak naval industry and regulations on navigable waterway facilities are major concerns the solutions of which will contribute to revitalize this sub-sector's activities.

22. The urban transport subsector had no remarkable development during the period under review despite the two projects completed, one under execution and two totally financed out of a total of seven projects. The development of this subsector first of all requires the identification of African experts, the strengthening of the capacity of municipal experts, increased professionalization in the sector as well as appropriate surveys on the transport needs, particularly, of the poor urban population.

23. At the level of air transport, out of a total of 77 projects, 14 have been executed while 16 are under execution. This subsector appears as one of those with more consistent programmes. Thus, nearly all the goals and targets were set, in particular, those relating to airport and aeronautic facilities and services, infrastructures, safety and training. All of the section of the Yamoussoukro Declaration relating to air and airport safety and security as well as the implementation of the ICAO air navigation plan were particularly covered by projects already executed or under execution. Furthermore, initiatives are being taken relating, on the one hand, to the liberalization of air traffic rights, notably in West Africa and, on the other hand, to the establishment of a joint air services operation enterprise like in Eastern Africa with AJAS, and the recent decision taken by Air Mauritius, Air Seychelles and air Madagascar, to establish a regional airline in the South West of the Indian Ocean.

24. However, despite current experiences, the restructuring of airport and civil aviation authorities remain a major concern requiring that aeronautic and airport activities should once more have a commercial base which, alone, could contribute to sustained improvement in the quality of their services. Finally, the cooperation of airlines in the areas of fleet maintenance, on the one hand and the sale and marketing of transport air services, on the other hand, needs improvement corresponding to the objectives of the Yamoussoukro Declaration, namely, the integration of airlines. Thus, it is necessary that future activities should focus, inter alia, on (i) the speedy implementation of the Yamoussoukro Declaration (ii) the restructuring of airport authorities and airspace management (iii) the integration of airspaces, (iv) increased safety and security including planned standardization of airport platforms, facilities and navigation aids and related services, (v) manpower development, (vi) increased cooperation between airlines in such areas as aircraft repairs and maintenance, and the sale and marketing of air transport services, (vii) monitoring of the AFI navigation plan and speedy ratification of relevant conventions.

25. With regard to telecommunications, out of the 145 projects adopted, 21 are completed and 25 under completion. The target teledensity figures for the various subregions at the end of the programme period range from 0.48 to 3.84. It is evident that the majority of African countries may not be in a position to attain their respective regional targets by the end of the programme period. It should be indicated that the limited number of national communications projects included in the Decade would not warrant the achievement of the teledensity targets even if it was possible to implement them all.

26. UNTACDA II is being executed in a telecommunications environment which is changing very rapidly. To achieve the programme targets it would be necessary to give attention to the necessary policy reforms in telecommunications services. And this with due consideration of the role of the private sector in increasing developmental capabilities and meeting service demands.

27. At the level of broadcasting, out of 29 projects adopted, 3 have been executed and 6 are under execution. Thus, if account is taken of the execution rate, only 9 projects will be completed at the end of the Decade.

28. Broadcasting services are well suited for the dissemination of national programmes on education, health, agriculture and political and economic activities in the country. It also plays significant role in the promotion of trade and business activities. However, advantages to be derived from this sector seem not to be fully tapped by the majority of African countries as could be noted from the limited distribution and coverage of the services. From the aforementioned, it is necessary that future action in the areas of telecommunications and broadcasting deal, among other things, with: the definition and harmonization of appropriate policies; extensive access to available information resources; manpower development; improved maintenance organization, and follow-up of RASCOM programme; and computerized management of radio-electric frequency spectrum.

29. Concerning postal services, out of 26 projects adopted, 9 could be completed by the end of the Decade (at the moment, 5 have been completed and 4 are under execution). The distribution of postal establishments is still a very poor in almost all the subregions and the situation could continue to worsen with the high population growth rate and the low development level of postal establishments. An accelerated implementation of reforms in the sector would be a better option as it would serve as a catalyst for developing capacities in the sector. Furthermore, it is necessary to further develop new services, reduce monopolies, develop trade relations and accelerate parcel customs clearance.

30. The commercial activities of postal administrations are often obstructed by politics and the fact that they remain government services. Their bureaucrating set-up limits their competitiveness in the market which is being cream-skimmed by the more efficient courier services. Unsatisfactory service reliability and quality are problems of the sector often causing customer dissatisfaction and complaint. Mail violations, lack of control over the mail circulation and delivery system and limited capability and professionalism of staff contribute to poor quality and reliability of service. To redress this situation, there is need to adopt policies and measures meant to control service cost and quality.

31. The Decade programme comprises 70 subregional projects in the transport sector. These projects have been distributed as follows: air transport (27), maritime transport (25) multimodal transport (11), ports (4) and roads and road transport (3). Of all these projects,

25 were initiated by African sectoral organizations and 45 by United Nations agencies. 15 projects of the first group have been executed or are under execution whereas in the second group there are only seven executed or under execution. In the first group, 14 projects have been entirely financed and one partly financed while in the second, there are six totally financed projects one of which is not yet being executed and two have been partly funded.

32. US\$70.62 million were mobilized for all regional transport sector projects, viz: US\$64.19 million i.e. 90 per cent for the first group and US\$6.43 million i.e. 9.1 per cent for the second group. But of the estimated US\$140.82 million, the financing of regional transport sector projects has mobilized US\$70.62 million representing about 50 per cent of the expected funds.

33. Thus, it clearly appears that African organizations have succeeded in mobilizing more funds for their projects than the United Nations agencies. This situation results, particularly, from the impact and performance of ASECNA which mobilized US\$56.92 million for its 11 projects executed or under execution out of a total of 14 projects and the drop in financing by the UNDP, which is the privileged funding body of United Nations agencies. Note is also taken of the high rate of abandoned projects (10 out of 70 i.e. about 15 per cent); this casts doubts on the relevance of the project selection criteria used.

34. With 50 per cent of the funds expected for only 32.8 per cent of the envisaged projects, the mobilization of funds to finance regional transport projects has not been successful. The situation would be even worse if ASECNA contribution (*US\$59.92 million for 11 projects) were excluded, for resource mobilization declined by 13.41 per cent for 21.43 per cent of projects.

35. At the level of the communications sector, 12 regional projects were adopted. Three have been fully financed and one of them has been completed. Two others have been partly funded. Mobilized funding remains lower than US\$3.7 million out of an estimated total of US\$27.9 million. This represents a mobilization of less than 13% of the resources needed for the execution of 12 projects. This performance is clearly very low.

36. A cursory evaluation of the impact of projects executed or under execution in the transport subsector, reveals that the long-term sectoral objectives were, to a large measure, attained in respect of the above-mentioned projects, particularly, in the roads and road transport, air transport and railways sectors where performance could be deemed at least good as far as to coverage of the areas of concentration and the attainment of goals and targets are concerned. This performance appears acceptable in the maritime subsector and fairly acceptable in the inland waterway transport subsector. In the urban transport subsector, no impact can be established owing to the results obtained.

37. Still in the transport sector there are only 169 projects executed or under execution out of the 189 which have a direct link with the global objectives, barring global objective No. 9 for which no relevant project was noted. Taking into account the distribution of relevant projects per global objective, only objectives 1, 2, 7 and 10 appear to have been attained in a way that can be considered satisfactorily acceptable. On the whole, the impact appears rather acceptable.

38. Tables 6.1 and 6.2 and graphs 6.1 and 6.2 show, on the one hand, the attainment of global objectives per project executed or under execution, and the status of financing and execution of national, subregional and regional projects according to the sub-sectors and on the other hand, (i) the attainment of global objectives per sub-sector; (ii) the distribution of total projects as well as projects executed or under execution and their financing according to their national, subregional and regional origins and per subsector.

39. This situation resulted from the drawing-up of the list of projects which laid emphasis more on isolated and physical projects than on coherent programmes and the revision of policies contrary to what was revealed by the strict adherence to the preparation and implementation strategies for the Decade's programme. Furthermore, it would be worthwhile to note the interpretation given to the programme by certain States. Since they consider the Decade as "another" way of financing their development projects, they, in general, reserved for the Decade's programmes only those projects they knew could not be financed by the conventional funding bodies, or projects of less priority in the sector's development. Finally, the resources have to be mobilized. With only about US\$4,051.78 million for transport projects, resource mobilization amounted to only US\$34,000 million since it is known that at the launching of the Decade, financing already secured totalled more than US\$1,700 million.

40. The quality and relevance of projects, affected this result given that there are 44 abandoned projects, that is, 9 per cent. Furthermore, with 27 projects totally financed but not yet executed, it is necessary to raise the problem of the inadequate execution capacity of the executing agencies of the Decade's projects.

41. In the area of communications, it was noted that 26 projects included were executed. They are broken down as follows: 18 for telecommunications, 3 for broadcasting and 5 for postal services. 56 projects have been partly or fully financed (43 for telecommunications, 6 for broadcasting and 7 for postal services). Subsectoral objectives attained were: implementation of RASCOM project, completion of PANAFTEL network missing links, extension of telecommunications services to rural areas, rational development and utilization of manpower, promotion of out-of-Africa telecommunications traffic transit through centres in Africa, promotion of new telecommunications services, improved working methods and quality training in postal services, and promotion of rural broadcasting. Furthermore, global objectives 1, 3, 4 and 8 were covered by projects executed or under execution. Generally speaking, restructuring processes begun in the telecommunications, broadcasting and postal

services subsectors met the subsector objectives. With respect to financing, US\$1,792 million were mobilized for the execution of projects approved in the communications sector, out of a total of US\$2,680.4 million, i.e. 66.8 per cent. The mobilized amount included US\$384.6 million secured at the time the programme was launched. Concretely, US\$1,407.4 million were mobilized during the period 1991-1996. It should be noted that the Decade programme has acted as a catalyst in the mobilization of these resources from both domestic and external sources. With a resource mobilization rate of 52.51 per cent, it can be said that resource mobilization was fairly satisfactory. In conclusion, it should be noted that owing to the secured funding, a reform framework has been established for the sector. This will make the institutions autonomous and encourage the private sector to participate in all areas of communications.

42. Though **South Africa** was a contracting party to the Decade programme after it was launched, its experience in the area of roads appears interesting. The management policies of the South African network seek to put in place integrated, efficacious, efficient, reliable and sure transport services. Furthermore, they take account of aspects relating to sustainable development (secondary social consequences of road construction in neighbouring communities) and to increasing the capacity of young consultants and entrepreneurs (training and promotion through measures designed to facilitate access to tenders and contracts).

43. All these policies seek to attain the objectives adopted for the Decade's programme. In the area of network construction and management, South Africa has two alternatives of the conventional solution to the intervention of the public authority. These alternatives known as "BOT" and "FROM", make it possible to increasingly involve the private sector in the statutory framework of leasing which, in the long run, reverts the ownership of the constructed infrastructures to the state.

44. **Burkina Faso** which is a landlocked country, has prepared and adopted a transport sectoral adjustment programme (PASEC-T) launched in 1991, in the same year as the Decade's programme. This programme was prepared within the framework of the country's general economic structural adjustment programme concluded with the Bretton Woods institutions. It focuses on the entire transport sector in Burkina Faso. Estimated at about US\$682 million, it mobilized as at 31 December 1996 the equivalent of US\$772 million, representing more than 35 per cent of resources mobilized for the Decade's programme during the same period (1991-1996).

45. PASEC-T somehow improved the transport sector in the areas of construction and maintenance of infrastructures, business management, strengthening of administrations and training. Its long-term objective is to make the transport sector move from the state of receiving subsidies to that of generating revenue through: (i) a better use of economically justified investments; (ii) methods of administration/private sector participation, rethought;

and (iii) better studies and planning of participation based on extensive and detailed knowledge of the transport sector data.

46. The lesson which appears most important seems to result from the fact that Burkina Faso which has succeeded in mobilizing more than US\$772 million, 87.3 per cent of which account for external resources (about US\$672 million) for PASEC-T, provided only 36 per cent of the funding necessary for the 14 projects it had proposed for the Decade's programme. Two out of the five projects financed are part of the PASEC-T. Surely, this situation confirms not only the attachment of the international financial community to the adoption and application of sectoral policy reforms which strengthen the environment for the execution of investment projects, but also the lack of relevance in the selection of projects proposed for the Decade's programme.

47. **Tanzania**, a country with a long coastline providing transit services to five landlocked countries (Zambia, Rwanda, Burundi, Uganda and the Democratic Republic of Congo), recognized, very early, the crucial role played by transport not only in meeting the needs of these hinterland countries but also, in contributing to the overall economic growth of the sector, given the foreign currency earned from transit traffic.

48. Similarly, after the implementation of several programmes to revive the sector within the framework of national economic programmes, had failed to attain lasting and sustainable results, the Tanzanian Government resolved to adopt policy reforms by laying emphasis on the following key policies: (i) priority to road rehabilitation and maintenance with a substantial budget so as to raise the good state of main roads and earth roads from 10 per cent to 70 per cent of the network; (ii) adoption of the RMI; (iii) maximum involvement of the private sector in transport service operations; and (iv) commercialization and privatization of railway, port and airport operations.

49. The difficulties encountered in the implementation of these policies relate, on the one hand, to the attitude of funding agencies and resource availability and, on the other hand, to the execution capacity of government services. In spite of this, two out of the three projects of the transport sector, concerning Tanzania, are fully financed and under execution, while funding is being sought for the third from the ADB group which contributed to the ADF loans programme in September 1997.

50. Thus, with the three road projects all contributing to the development of international transport, either as access roads or as a section of the trans-African highway, Tanzania could witness, if not the execution of all these projects in the transport sector, at least, their complete funding before the end of the transport Decade. This will be indeed remarkable performance.

51. At the level of the communications sector, experiences analyzed are those recorded by Uganda, Tanzania and Ethiopia in the area of telecommunications and Egypt in postal services.

Restructuring of the services led, in all the cases, to autonomous management following the separation of services and, furthermore, to the accessibility of the markets to private operators (case of Uganda and Tanzania in the telecommunications subsector).

52. In Uganda, the monopoly in providing service facilities and a few telecommunications services has been lifted, and a private company has been authorized to provide mobile services. The Uganda Government has been resolute in its commitment to privatize telecommunications and introduce a second national operator.

53. Tanzania has authorized two private companies to operate mobile cellular services in order to enjoy competitive tariffs and services. Furthermore, the government has established an independent regulating structure charged with the regulation of telecommunications.

54. Ethiopia has made considerable efforts to provide radio and television services to a sizeable number of towns through the installation of medium-wave radio transmitters and the establishment of satellite television broadcasting systems by using the DOMSAT system.

55. Kenya and Egypt have developed their own postal services by introducing new services. They have consequently improved the quality of services and trained the staff.

Lessons

56. The analysis and observations made during consideration of Chapters III and VI have made it possible to draw a few relative lessons on the preparation and implementation of the Decade programme.

57. As far as objectives and strategies are concerned, the Decade programme surely constitutes a framework for dialogue and consultation towards the sustainable development of the transport and communications sectors. The preparation of these objectives and strategies has paved the way for effective cooperation among the various development partners of this sector aimed at supporting the economic and social progress of African States either individually or collectively.

58. Preparation of programme content has indeed, not been easy. This has been due, on one hand, to the absence of necessary resources for the funding of activities and, on the other, to the obvious priority given to physical projects to the detriment of policy reform programmes. This has given the programme a more national rather than subregional or regional dimension owing in particular to the high number of national projects being funded and implemented.

59. Hence there is a need to:

(a) take into consideration, during preparation of the programmes, the availability of financial and human resources necessary for its implementation. The programme presentation must be accompanied by an assessment as precise as possible of the resources mobilized; and

(b) determine, during the programme presentation the activities, (meetings, studies, seminars, workshops etc...) to be undertaken depending on the availability of resources as well as the expected results.

60. Out of 508 transport projects identified in 1991 and in 1993, 44 projects, i.e. about 9 per cent, were abandoned concerning the communications, 16 projects were abandoned out of the 200 projects. Indeed, this rate should exceed 10 per cent if projects under execution at the time of the programme launching were taken into consideration. The rejection of so many projects obviously stems from the insufficient application of the criteria for selecting projects whose relevance is indisputable. Since the responsibilities deriving from this situation can not, at the moment, be situated at any other level rather than that of the malfunctioning of implementation structures which either were submerged by the first list of projects to be considered within a reduced time-limit which did not allow for verification of information provided, or failed to play their role (case of States).

This situation makes it necessary to:

(a) introduce gradually activities and programmes and investment projects in order to ensure their adequate examination and to take into consideration the capacities of proposed structures for such examination as well as the availability of resources necessary for their implementation;

(b) ensure effective separation of responsibilities by avoiding situations in which one is both player and referee; and

(c) endow the governing body with a programme most liable to enhance animate and coordinate effective and efficient implementation, for "grasp all, loose all".

61. Notwithstanding omissions, the total current funding of the programme is about US\$5,844 million considering the available resources which totalled US\$2,084.6 million at the time the programme was launched. Effective mobilization generated about US\$3,759.4 million only. Therefore, in seven years, the mobilized resources were less than double the amount

existing at the beginning of the Decade. Furthermore, given that the transport sector had a lot more funding, both locally and externally, from member States, it could be concluded that:

(a) the funding of investments depends more on the quality of programmes and projects than on their inclusion in the programme of the Decade; hence the need for proper preparation of investment programmes and projects;

(b) the funding of investment operations depends, equally, on the rules of procedures and the criteria applied by each funding agency as well as on priorities and procedures for introducing demands at the level of each State. Taking into consideration these components in the preparation of investment projects and programmes sponsored by the Decade, appears absolutely necessary. It makes unworkable any list established in advance for a period as long as a decade; and

(c) an adequate implementation environment is propitious for the funding of investments. It is also necessary to carry out policy reforms so as to sustain the impact of investments.

62. Integration certainly requires infrastructures and legislation which make it possible to derive the best from such infrastructures: traffic flow, reduction of transport and communications costs, increased intra-African trade etc. The application of legislative provisions (international and subregional conventions and agreements, etc.) depends solely on the will of member States. Harmonization and standardization of procedures as well as legislation, constitute a prerequisite for any successful and **sustainable integration**. **Therefore it is necessary that a programme, like the Decade programme, should first be preceded by the institutional preparation of member States and the establishment of their subregional economic cooperation organizations.**

63. Previous analysis and considerations revealed shortcomings and inadequacies in the preparation and implementation of the Second Decade. Thus, it clearly appeared that the institutional framework functioned poorly because of the limited resources allocated for the functioning of its structures, the inadequate application of the criteria for selecting projects and programmes. Similarly, in order to ensure better success in the attainment of the Decade objectives, it appears necessary to: (i) refocus the institutional implementation framework and strategy by avoiding the functional confusion of tasks; (ii) refocus the programme contents in relation with the objectives by giving more priority to the institutional and statutory environment for the design, preparation and implementation of activities and actions; and (iii) take due account of available and mobilizable resources, and diversify resource mobilization methods by using unconventional financing methods which increasingly involve private capital.

64. In addition to these necessary activities, increased efficiency of the transport and communications sectors designed to establish strengthened and efficient systems in Africa for the 21st Century, led to the adoption of the following immediate measures:

- (i) Pursue and deepen on-going economic reforms in general and reforms of the transport and communication sector in particular;
- (ii) the promotion of an adequate technological base for the development of efficient transport and communication systems in Africa and the efficient operation of the latter;
- (iii) the building of critical human, institutional and entrepreneurial capacities in the area of transport and communications; and
- (iv) ensure sustainability in the transport and communications sector by reconciling the required rapid development of the sector and the need for a balanced environment with due regard to security and safety.

65. These four cross-cutting domains of action will eventually provide solid foundations for further subsectoral focus on Road, Railways, Air, Maritime, Inland Transport, as well as Telecommunications, Postal Infrastructures and Services.

66. Equally important to the proposed framework for actions are the issues of cooperation, coordination and the mobilization of adequate resources to support activities revolving around policy and programmes development and the identification and promotion of relevant technical assistance and investment projects.

67. The proposed Framework has a flexibility element providing for responses to changes in the national, regional and international environment. It aims at:

In the area of general interest

- (a) Pursuit and deepening on-going economic reforms in general and reforms of the transport and communication sector in particular;
- (b) Promotion of an adequate technological base for the development of efficient transport and communications systems and the efficient operation of the latter;
- (c) Building institutional capacities by developing and upgrading human resources; and

- (d) Improved management of and conditions for sustainable development of transport and communications through, better knowledge of these sectors data, increased safety and security and intensified environmental protection.

Roads and Road Transport

A. Proposed three-year programme: 1998-2000

- (a) Institutional capacity-building and improved network management;
- (b) Improved planning and budgeting system and improved collection and management of domestic resources;
- (c) Improved execution of maintenance and investments, in order to increase road density and serviceability levels, with private-sector participation;
- (d) Drawing up of policy and institutional frameworks for developing road safety programmes; and
- (e) Development of guidelines for policy and market regulation frameworks for road transport operations.

B. Recommendations for implementation of the Decade programme over the remaining period and for development of the subsector beyond that period

- (a) Human resources development through incentives and training;
- (b) Institutional capacity-building and improvement of road network management;
- (c) Involvement of development partners, particularly from the private sector;
- (d) Execution of maintenance and infrastructure investment projects in order to increase the density and improve the quality of the road-transport infrastructure;
- (e) Development of appropriate technology for the road-transport infrastructure;
- (f) Improved facilitation of international road transport through application of existing subregional, regional and international agreements/conventions to reduce physical and non-physical barriers to international traffic;
- (g) Improved planning and budgeting systems and improvement of collection and management of domestic resources;

(h) Effective promotion and development of road safety programmes through actualization of the perspectives contained in the African Road Transport Initiative, sensitization of all partners and adoption of harmonized rules and regulations;

(i) Establishment and adoption of appropriate mechanisms for protecting the environment against negative effects of the road-transport infrastructure and operations.

(j) Drawing up of frameworks, guidelines, policies and market regulations for road transport operations.

Railways

A. Phase I: 1998-2000

(a) Retaining the performance indicators defined in paragraph 61 of the Progress Report;

(b) Supporting the UAR (African Union of Railways) proposal to convene, for 1998, a meeting of railway experts to evaluate the performance goals achieved since 1991;

(c) Follow-up and improvement of the railway administration and enterprise restructuring process (1997-1999);

(d) Implementation of specific evaluative studies covering each subregion, in coordination with the subregional groupings (1998-2000);

(e) Highlighting and evaluating the different experiences with operations under concession (1998-2000);

(f) Evaluating implementation of contractual/planning instruments and adherence by contracting parties to their obligations (1999);

(g) Convening, for 1998, a conference of transport ministers responsible for railways, for a comprehensive evaluation of the subsector and issuance of guidelines to improve and sustain the restructuring process (1998);

(h) Developing railway-equipment manufacturing industries (including joint manufacture of wagons by member States of regional groupings), create subregional maintenance units, and establish centres for coordinating, centralizing and channelling the supply of equipment (1998-2000);

(i) Embarking on the actualization of study projects relating to the implementation of the UAR (African Union of Railways) master-plan and subregional interconnection plans (1998-2000);

(j) Sustaining programmes focused on improved railway operations management through cost reduction and enhancement of staff productivity as well as equipment (1998-2000);

(k) Streamlining flow of traffic, particularly international traffic (1998-2000);

(l) Improving maintenance techniques (1998-1999-2000);

(m) Sustaining human resources development initiatives and those concerned with the coordination of training programmes in different institutions. Solving the problem of the WARDAN and KABWE centres (1998-2000);

(n) Carrying out a study on the UAR (Union of African Railways) databank and harmonizing this with other ongoing projects, taking into account the progress so far achieved by organizations such as ECA and the World Bank.

B. Phase II: beyond 2000

(a) Completing the programmes commenced during UNTACDA II;

(b) Redefining the role of African railways, taking into consideration the globalization process and various constraints affecting African economies, and more particularly, the transport sector;

(c) Integrating sectoral development objectives into the commitments undertaken by States in the Abuja Treaty (article 61) and the additional Protocol on the transport subsector (article 4);

(d) Coordinating studies carried out at the subregional level with the UAR (Union of African Railways) Master-Plan for railway linkages in Africa (2002);

(e) Embarking on evaluative studies;

(f) Seeking financing for construction of linkages and implementation of industrial projects;

(g) Setting up the UAR databank;

- (h) Actualizing, in cooperation with UAR and other international railway organizations, the harmonization and standardization of machines and equipment for use by African railways;
- (i) Developing research programmes in railway operations with specialized institutions in Africa in cooperation with UIR, AICCF, AAR, and ERRI.

Multimodal Transport

A. Phase I: 1998-2000

- (a) Organization and conducting of subregional workshops on transit problems affecting various transit transport corridors in the region.
- (b) Assistance to transit transport authorities in the establishment of conducive transit policy environment for landlocked and transit countries.
- (c) Implementation of activities regarding the utilization of modern communications technology such as those provided by ACIS and ASYCUNDA, including the expanded private sector involvement in all communications areas to help create better environment and achieve greater efficiency for business operations along transit corridors.
- (d) Consolidation of achievements of Phase I of the Data Base Programme with pilot countries, subregional organizations through national and subregional workshops.
- (e) Preparation of modal performance indicators covering all transport modes based on recommendations of the closing seminar for Phase I of the Data Base Programme.
- (f) Updating of ECA reports on new development in electronic messaging including internet for dissemination to countries and organizations interested in the establishment of transport data bases.
- (g) Liaison with all organizations and countries working on establishment and development of transport data bases.

B. Phase II: Beyond 2000

- (a) Harmonization of transit transport agreements with subregional transport legislations and improvement of communications along the various transit corridors.
- (b) Organization of seminars on transport statistics in collaboration with UN and international organizations dealing with transport statistics development in Africa.
- (c) Liaison with all organizations and countries working on establishment and development of transport data bases.

Maritime transport**A. Phase I: 1998-2000**

- (a) Preparation of a report on the status in Africa of major maritime conventions which are of importance to African countries for dissemination through national and subregional seminars.
- (b) Continued institutional reforms of the shipping sector taking into account recommendations of the second Cotonou Round Table and their extension, if need be, to other subregions.
- (c) Continued improvement of human resources after a proper evaluation of shipping training needs.

B. Phase II: Beyond 2000

- (a) Continued sensitization towards adherence to international maritime conventions and their application in order to improve international maritime transport facilitation in general and multimodal transport in particular.
- (b) Improvement of infrastructure and handling equipment in areas reserved for landlocked countries.
- (c) Continued support to the development of human resources and evaluation of training needs in maritime transport.

Maritime Ports

A. Phase I: 1998-2000

- (a) Organization and conducting of ports commercialization workshops in cooperation with subregional Port Management Associations.
- (b) Establishment of policies and measures for combatting pollution in African ports.
- (c) Non-recurrent publication on Challenges facing the African ports in the next millennium.
- (d) Subregional seminars on Ports Safety and Efficiency.
- (e) Subregional seminars on Improvement of Human Resources for the Management of Ports.
- (f) Improvement of infrastructure in port and warehouses serving landlocked countries in Africa.
- (g) Development of common subregional policies for dredging.
- (h) Cooperating with Port Management Associations in the design of ports databases.
- (i) Supporting to transit and landlocked countries in the establishment and operations of inland dry ports (ICDs).
- (j) Delivery of TRAINMAR workshops and seminars in Africa, including the development of TRAINMAR centres, teaching materials and faculty for various African subregions.

B. Phase II: Beyond 2000

- (a) Subregional seminars on Ports Safety and Efficiency;
- (b) Subregional seminars on Improvement of Human Resources for the Management of Ports;
- (c) Improvement of infrastructure in port and warehouses serving landlocked countries in Africa;

- (d) Establishment of policies and measures for port safety and for combatting pollution in African ports;
- (e) Supporting transit and landlocked countries in the establishment and operations of inland dry ports (ICDs); and
- (f) Delivery of TRAINMAR workshops and seminars including the development of TRAINMAR centres, teaching materials and faculty for various African subregions.

Inland Waterways

A. Phase I: 1998-2000

- (a) Conducting of studies on establishment of joint bodies for the management of inter-state navigable waterway infrastructure taking into account the interests of landlocked countries.
- (b) Harmonization of inland waterway statutes and regulations, including improvement of navigation safety and communications over lakes and rivers.
- (c) Development of joint policies for dredging of inland waterways, lakes, rivers, and their respective ports.
- (d) Development of inland waterways subregional training programmes to be conducted at subregional levels with focus on technical, operation and managerial staff.
- (e) Improvement of navigational aids and equipment for inland waterways.
- (f) Developing inter-State cooperation arrangements for joint operation of inland waterways.

B. Phase II: Beyond 2000

- (a) Development of inland waterways vessels industry for both navigation and equipment repairs;
- (b) Improvement of navigational aids and equipment for inland waterways; and
- (c) Development of inter-country cooperative arrangements for joint operations of inland waterways.

Urban transport

(a) Creating an African expertise in urban transport planning operation, research and finance (through institutions, municipalities and research centres);

(b) Studying the needs of the urban poor in selected member States, in parallel with the commitment on the part of political leaders to putting in place relevant urban transport policies.

Air transport

A. Phase I: 1998-2000

(a) Implementation of the Yamoussoukro Declaration on air transport liberalization especially air transport liberalization, especially in Africa, in accordance with the conclusions reached in Mauritius on traffic rights;

(b) Study on the development of African air transport services, and the challenges, including long-term perspectives and action programmes for air transport in Africa;

(c) Improvement of air safety and aviation security;

(d) Following up on the implementation of the AFT air navigation plan;

(e) Encouraging member States to utilise the ICAO's AVSEC mechanism;

(f) Improvement of the quality of air transport services;

(g) Institutional reform to facilitate the development of market-oriented operations and service delivery, and taking into account the interests of users of air services.

B. Phase II: beyond 2000

The following activities may start in 1998 and continue beyond 2000.

(a) Restructuring of airport and airspace management authorities to make them more efficient and cost-effective;

(b) Integration of airspaces and cooperative approach to airspace management, particularly through regionalization and globalization of upper airspace management;

(c) Development of human resources;

- (d) Establishment of funding mechanism for the implementation of the ICAO/CNS/ATM plan in Africa and of the AFI air navigation plan;
- (e) Improvement of facilitation;
- (f) Establishment of a data base and improvement of data collection;
- (g) Improvement of air safety and aviation security;
- (h) Speeding up ratification of relevant international air law conventions;
- (i) Encouraging private-sector participation in the purchase and leasing of aircraft.

Telecommunications and Broadcasting

A. Phase I: 1998-2000

- (a) Sensitizing governments on appropriate decision-making in defining policy orientations in the telecommunications and broadcasting sectors;
- (b) Assisting countries that are still in the process of establishing legislative and regulatory procedures for the telecommunications and broadcasting sectors;
- (c) Following up on the progress of legislative and regulatory reforms initiated in various countries and their impact;
- (d) Organizing workshops on sectoral reform, at the subregional level;
- (e) Setting up model guidelines designed to harmonize policy orientations, regulations - including domestic regulations on spectrum and the relevant tariff rates - and national institutional structures to speed up and rationalize the development of global telecommunications network;
- (f) Organizing regular workshops at the subregional level, on the range of technological applications and the development of various services;
- (g) Analyzing all possible technological alternatives as well as the modalities of cooperation, with the other operators of telecommunications systems, new and old, whose activities tie in with the objectives of the Decade and of RASCOM in relation to telecommunications in Africa;

(h) Taking the initiative of establishing standards (at the regional level, if possible) on conventional TVRO systems for home use, with small boosters for retransmissions locally, particularly in rural and remote areas, in accordance with RASCOM objectives; since retransmissions of television programmes by satellite can reach the entire national territory;

(i) Preparing manuals (regulatory, operational and technical) to assist African countries in the installation of GMPCS (mobile personal satellite communications) systems, to understand these systems better and be able to harmonize their use in the telecommunications systems of the different subregions;

(j) Ensuring wider access to information resources available in some of the countries by linking up several localities, including rural communities, into information networks, in order to enable decision-makers at all levels, researchers and change managers, particularly those based in Africa's rural areas, to have access to multimedia services;

(k) Organizing workshops/seminars on private-sector participation in telecommunications investment, to elicit debate on introduction of market mechanisms, institutional development, subcontracting, etc. in order to strengthen the capacities and environment that will speed up development;

(l) Promoting the production in Africa, at low cost, of receivers and transmitters, beginning with an analysis by sectoral working groups and integrating the ITU study on the manufacture of telecommunications equipment in Africa;

(m) Providing Africa's human resource base with the necessary motivation and know-how to enable regulating agencies and service providers in the area of telecommunications to function effectively in the changing telecommunications environment and make an effective contribution to the realization of the objectives of the Buenos Aires plan of action;

(n) Drawing up market-oriented development plans to enable governments establish and update market-oriented development plans;

(o) Improving the management of maintenance operations, including information and management systems designed to control the quality of service delivery, address subscribers' needs and complaints, improve the management of equipment and spare parts in order to bring the quality of service delivery up to the level of the developed countries;

(p) Developing the planning, management and operational capacity of broadcasting agencies and independent broadcasters in African countries that are desirous of increasing their autonomy and efficiency;

(q) Assisting African countries to computerize their management of radio-electric spectrum frequencies by developing a basic automated spectrum management system (BASMS) which would be followed by an advanced spectrum management system (ASMS), modelled on the BASMS;

(r) Assisting governments to install community telecommunications centres designed to facilitate the provision of services and technical support as well as public telephone booths to rural communities across Africa;

(s) Focusing attention on the various resolutions, recommendations and plans of action relating to telecommunications that have been adopted in various subregional and regional meetings such as AF-RTDC-96, so as to make a coordinated start towards accelerating the development of the sector;

(t) Organizing sectoral subregional meetings following decisions of large organizations at regional or international level, for the implementation of the aspects relating to the Decade.

Postal Services

A. Phase I. 1998-2000

(a) Securing the administrative and financial management independence needed by public operators.

(b) Clearly defining the limits and scope of the monopoly or reserved services.

(c) Introducing a system for monitoring application of reserved service provisions.

(d) Defining the limits on competition in domestic and international services

(e) Participating in the preparation and implementation of development strategies at the regional level to improve quality and competitiveness.

(f) Supporting postal development programmes by various means.

(g) Advanced Technology and new services

(h) Developing new services

(i) Establishing commercial strategies

- (j) Organizational and functional adaptations to market needs.
- (k) Commercial relations based on the best existing practices
- (l) Introducing modern human resources development policies
- (m) Adapting training to the commercial function of the Post
- (n) Adopting a management approach that emphasizes the value of team work and staff motivation
- (o) Implementing a quality of service policy.
- (p) Adopting and implementing a voluntary security-related policy at all stages of postal activity
- (q) Expediting customs clearance of items
- (r) Making use of dedicated telecommunications networks and systems (such as EDI) aimed at ensuring effective interconnection of the international postal network
- (s) Adopting cost control policies and measures to improve the efficiency and productivity of operations.
- (t) Establishment and strengthening of other regional and subregional transit centres.
- (u) Development of postal services in rural areas.

COOPERATION

68. While remaining an African programme, the Decade must be an effective cooperation framework which makes it possible, through dialogue and consultation among all partners, to direct all efforts towards the harmonious development of the transport and communications sector and particularly towards the attainment of its objectives. In this regard, the partners must pursue and intensify cooperation proven during the Decade preparation and make all concerted efforts to mobilize as many resources as possible at the domestic and external levels to allow for rapid results before the end of the Decade. Furthermore, it will be necessary to ensure:

- (i) proper harmonization and coordination between the SSATP programme and the Decade's to increase their efficiency;
- (ii) that regional programmes of international agencies must draw inspiration from the Decade programme; and the Decade agencies must be involved in the preparation of regional programmes in order to take account of experiences from the two Decades.

RESOURCE MOBILIZATION

69. Lessons drawn from the implementation of UNTACDA II show that the programme implementation suffered from lack of financial resources. The difficulties faced by the traditional financing agencies such as UNDP, and the States are partly a contributory factor. That situation required the States and agencies piloting the Decade to be more imaginative and to adopt new strategies for resource mobilization centred on:

- (i) Joint efforts by the States and agencies to identify and formulate good projects supported by all;
- (ii) Collection and dissemination of information on projects, their execution and financing sources as well as procedures for the latter through all possible means, including the electronic channel;
- (iii) Diversification of funding sources to include the non-traditional partners (bilateral, private, etc.); and
- (iv) More aggressiveness in resource mobilization activities including project marketing and promotion through the establishment of mechanisms hitherto unused within the framework of the Decade (Round Tables, opening of trust funds, acquisition of overall commitments of financing bodies, etc.)

70. In order to implement the activities of the plan of action described in paragraph 63, a new institutional framework was recommended because of the deficiencies that the evaluation revealed in the present institutional framework. The new framework is as follows:

- (a) The establishment under the auspices of the Conference of Ministers of Transport and Communications of a Ministerial follow-up Committee composed of Ministers designated by the various subregions on a two-year rotating basis. This committee will oversee at the political level the orientation and implementation of transport and communications programmes adopted by the Conference.

(b) The setting up of a coordinating committee composed of ECA (lead agency) and secretariat, OAU and ADB to monitor, at the operational level, the day-to-day implementation of the programmes, report on, and coordinate resource mobilization (sensitization and dissemination of information, support to institutions and countries in their resource mobilization efforts). In this respect, ECA should coordinate subregional programmes of subregional economic organizations as well as the regional projects of international organizations. ECA, in cooperation with the countries, should collect and disseminate information on the best practices and support the efforts of organizations towards the attainment of the Decade objectives.

(c) Continued functioning of the Inter-Agency Coordinating Committee (IACC) and its subsectoral groups. The IACC will be the technical organ of the Ministerial follow-up committee defined above under (a) and will be responsible for the orientation of regional plans of action for the participation of partners in the development of transport and communications in Africa, and the technical coordination of the programme.

(d) Maintaining subregional coordinating committees placed under the auspices of the subregional economic organizations which have the responsibility to coordinate and animate these committees. These subregional coordinating committees will have the responsibility to guide and ensure the technical preparation of the subregional programmes as well as follow up on their implementation. Furthermore, the subregional organizations will coordinate the programmes and efforts to integrate their member States.

(e) Strengthening of national coordinating mechanisms entrusted with the coordination of the transport and communications sector under the thrust of subregional economic cooperation organizations.