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ECONOMIC COMMISSION FOR AFRICA

**MISSION REPORT CONCERNING THE EASTERN AND SOUTHERN AFRICAN
MINERAL RESOURCES DEVELOPMENT CENTRE (ESAMARDC)**

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MISSION BACKGROUND AND OBJECTIVES

1. The 1992-1993 National Resources Subprogramme of the Commission (ECA) calls for the provision of technical assistance and support to multinational mineral resources development centres in Africa in programmes conception and implementation (Subprogramme activity 4 (a). Additionally, the Executive Secretary of ECA is chairman of the Executive Board and member of the Governing Council of the Eastern and Southern African Mineral Resources Development Centre (ESAMRDC) which is currently hosted in Dar es Salaam and Dodoma within the United Republic of Tanzania.
2. The ESAMRDC is an inter-governmental institution of the countries of the Eastern and Southern African subregion. It was established in 1977 with the objective of providing mineral development services to the countries of the subregion. Membership to the institution is open to all countries of the subregion: Angola, Botswana, the Comoros, Djibouti, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, Somalia, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe. Countries outside the subregion may become associate members. Presently, the contracting member of the institution are Angola, the Comoros, Ethiopia, Mozambique, Tanzania and Uganda which together constitute nearly 50 per cent of the surface area of the subregion.
3. At the sixth regular meeting of the Executive Board and the twelfth ordinary meeting of the Governing Council of the ESAMRDC which were held in Dar es Salaam during 28 to 29 November and 2 December 1991 respectively, it was observed that both the seniority and number of delegations to the said meetings were unsatisfactory. Hence the twelfth ordinary meeting Governing Council postponed consideration of some of their agenda items until another extraordinary Governing Council meeting was convened within the next three months. Statutory members of the Executive Board from the contracting member States are Permanent Secretaries responsible for mineral resources development or their equivalents. Members of the Governing Council from contracting member states are ministers responsible for mineral resources development in their respective countries and the minister responsible for regional co-operation of the host country. The Director General of the Centre is an ex-official member and secretary to both the Executive Board and the Governing Council.
4. Furthermore, during the sixth meeting of the Executive Board, the delegation of the host country had expressed concern regarding some aspects related to the management of the institution which, according to the agreement and regulations governing the operation of the institution, required some internal audit. Accordingly, the main objectives of the present mission to the ESAMRDC in Dar es Salaam and Dodoma were (a) to undertake an internal programme implementation audit and (b) to undertake preparations for the third extraordinary meeting of the

Governing Council which will be convened in Addis Ababa, Ethiopia at ECA headquarters on 18 March 1992.

MISSION OUTCOME

5. The mission to the ESAMRDC in Dar es Salaam and Dodoma was undertaken by the writer of this report from 16 to 26 February 1992. The activities undertaken during the mission in collaboration with the management of the institution included

- (a) the revision of the 1991-1992 programme budget of the institution (July 1991 to June 1992) to incorporate activities approved by the twelfth ordinary meeting of the Governing Council of 2 December 1991;
- (b) the preparation of the programme implementation plan (PIP) and travel programme (TP) for the institution (July 1991 to June 1992);
- (c) the undertaking of programme implementation review for the institution covering the period July 1991 to February 1992;
- (d) the review of the areas concern regarding institutional management as expressed at the sixth ordinary meeting of the Executive Board in November 1991; and
- (e) the finalization of the provisional agenda of the third extraordinary meeting of the Governing Council to be convened in Addis Ababa, Ethiopia on 18 March 1992.

6. The original ESAMRDC programme budget for July 1991 to June 1992 largely covers activities whose implementation depend on the proper operation of the ESAMRDC laboratory and information services which are based in Dar es Salaam. Most of the activities approved by the twelfth ordinary meeting of the Governing Council of 2 December 1991 for incorporation into the programme budget related to the maintenance of the Dodoma administrative office of the ESAMRDC (at a cost of US\$ 125 000) subject to future review by the Governing Council depending on prevailing circumstances. Modalities of operating the two technical (Dar es Salaam) and administrative (Dodoma) offices of the ESAMRDC had been one of the subjects of concern expressed at the sixth ordinary meeting of the Executive Board in November 1991.

7. The 1977 agreement establishing the ESAMRDC as amended on 23 May 1985 states that the Headquarters of the Centre shall be in Dodoma in the United Republic of Tanzania (Article II (1)). Moreover, a complementary agreement of 1977 between the ESAMRDC and the Government of the United Republic of Tanzania regarding the Headquarters of the Centre states, among other things, that:

The permanent Headquarters of the Centre shall be in the headquarters seat (Dodoma), and shall not be removed there from unless the Centre should so decide. Any transfer of the Headquarters temporarily to another place shall not constitute a removal of the permanent Headquarters unless there is an express decision by the Centre to that effect (Article II Section 2 (a));

The Centre may establish and operate research, documentation and other technical facilities of any type. (Article II Section 5); and

The facilities provided for in Section 5 may, to the extent necessary for efficient operation, be established and operated outside the Headquarters area. The appropriate Tanzanian authorities shall, at the request of the Centre, make arrangements on such terms and in such manner as may be agreed upon by supplemental agreement for the acquisition or use of the Centre of appropriate premises for such purposes and for the inclusion of such premises in the Headquarters seat. (Article II Section 6)."

8. Among the justifications which made the Governing Council of the ESAMRDC to establish laboratory and library and documentation facilities in Dar es Salaam instead of Dodoma included: bringing the technical services of the ESAMRDC near to relevant potential Collaborating national institutions (e.g. the University of Dar es Salaam and mineral producing companies) and responding to wishes of some contracting member states and potential donors who left that the ESAMRDC would operate more effectively in Dar es Salaam than in Dodoma. Simultaneously, however, the Governing Council decided that...." the Headquarters and administrative nerve of the Centre, with appropriate technical support, will remain in Dodoma. The extension of the Centres' activities, as indicated in this memorandum (ESAMRDC/87/EXB/12 of 12 December 1987) relates only to the technical/laboratory services of the Centre's operations which, for reasons already advanced are better located in Dar es Salaam to take advantage of research land other facilities already located there" This decision is now causing management problems which the forth coming third extraordinary meeting of the Governing Council in Addis Ababa will need to address.

9. The ESAMRDC is presently facing serious shortages of regular budget resources. In spite of improvements in the payment of budgetary contributions by contracting member states in recent years, outstanding contributions and arrears to date amount to US\$ 2 134 650 distributed as follows: Angola US\$ 293 220, Comores US\$ 199 225, Ethiopia US\$ 260 640, Mozambique US\$ 1 102 910, Tanzania US\$ 16 407, and Uganda US\$ 262 248. As of 31 January 1992 the ESAMRDC had a balance of US\$ 39 700 in its regular budget, sufficient to cover operating costs up to the end of March 1992. Additionally, the capital development Fund of the institution was in deficit by US\$ 261 603 as at 31 January 1992 resulting in the Centres'

inability to pay the Contractor. Shortage of financial resources has likewise prevented the recruitment of technical personnel to implement the work programme of the institution.

10. Conversely, support to the ESAMRDC from donors is proving most encouraging. The Canadian International Development Research Centre (IDRC) has given a grant of Canadian dollars 262 500 to the ESAMRDC for undertaking research and development in phosphate fertilizers commencing January 1992. UNIDO has approved US\$ 1 830 000 towards the establishment of a Non-metallic Minerals Research and Development Laboratory at the ESAMRDC. UNIDO has further requested UNDP to contribute US\$ 1 200 0900 towards the establishment of the library and it is most probable that UNDP will provide this assistance. The implementation of the UNIDO assistance is expected to commence any time now. The ESAMRDC is currently negotiating with the EEC for US\$ 3 000 000 assistance under Lome IV. Additionally, there are signs that some private mining companies will wish to have their work done by the ESAMRDC when the laboratories are operational.

11. It should be noted that donors assistance requires counterpart regular budget technical staff to be funded under regular budget resources from contracting member states. Without such counterpart regular budget technical staff, donors will not provide assistance to the ESAMRDC and the work programme of the institution cannot be implemented.

12. The implementation of the 1991/92 to 1992/93 work programme of the ESAMRDC requires a total of seven regular budget professional staff and several general service staff. The professional staff including a Director General, a Finance/Administrative Officer, a Chemist, a Mineralogist, a Mineral Processing Engineer, an Industrial Mineral Specialist, and a Technical/Policy Advisor. The general service staff include laboratory technicians (some under donors financing) and other support staff. The present staffing at the institution includes a Director General, a Finance/Administrative Officer, a Mineral Processing Engineer, and five general service staff (two secretaries, one typist, one driver and one cleaner/messenger).

13. Because of lack of budgetary resources to enable the recruitment of staff and procure operational supplies an internal audit of programme implementation for the period July 1991 to February 1992 indicates a disappointingly poor performance in respect of technical operations of the ESAMRDC facilities in Dar es Salaam. Moreover, the management of the institution is being weakened by the stationing majority of the few existing staff members (including the Director General) in Dodoma instead of Dar es Salaam (where the operational facilities of the institution are currently based). Additionally, it is becoming more costly than necessary to run the institution because of frequent movement of staff between Dodoma and Dar es Salaam (entailing payment of transportation and subsistence expenses as well as man-hours lost during travel).

14. In view of the above stated ESAMRDC operational problems, it is proposed that the forthcoming third extraordinary meeting of the Governing Council considers the temporary

suspension of operations in Dodoma and the strengthening of the operation of the new ESAMRDC facilities in Dar es Salaam, until such time that the Centre mobilizes sufficient resources from contracting member states to implement technical programmes both in Dar es Salaam and Dodoma.

15. With regard to the concern expressed at the sixth regular meeting of the Executive Board of November 1991 concerning the Director General's "excessive absences from his duty station over the last several years", it was established that by duty station it was meant Dodoma.

16. According to information derived from the Director General's mission reports the overall number of days spent on mission outside Dodoma during the period 1987 to 1991 were: 1987-134 days; 1988-217 days; 1989-193 days; 1990-170 days and 1991-185 days. Of the total yearly mission days, the number of days spent for missions to Dar es Salaam (and outside Tanzania) were estimated to be as follows: 1987-20 (114) days; 1988-115 (102) days; 1989-130(63) days; 1990-82 (88) days; and 1991-99 (86) days.

17. The number of yearly mission days would seem to justify the concern expressed by the Executive Board. However, it may be observed that the large number of mission days per individual staff member is a reflection of small number of professional staff member required to implement the activities of the institution where delegation of responsibilities is minimal. Moreover, the missions undertaken outside Tanzania were reported to the Executive Board through the reports concerning the implementation of the activities of the Centre by the Director General, at every session of the meetings of the Executive Board. Additionally, the missions to Dar es Salaam (within the host country of the institution) were most importantly undertaken to supervise activities related to the construction of the new laboratories and information facilities of the institution. In view of these explanations, the management of the institution could not be blamed for the missions undertaken.

18. The objectives of the missions outside the host country included: the promotion of non contracting member states of the subregion towards their joining the institution; the facilitation of the payment of budgetary contributions and arrears by contracting members to the institution including the collection of such funds; the publicising of the institution and its activities at relevant international meetings in order to gain support from as wide a range of countries and institutions as possible; the promotion of cooperation between the Centre and other relevant institutions within and outside Africa; the promotion of donor assistance towards the institution; the servicing of policy organs meetings of the Centre when convened outside the host country; the elaboration of the work programme of the Centre with representatives of contracting member States; and the promotion of co-operation between the Centre and other relevant institutions on possible areas of collaboration in mineral resources development.

19. The objectives of missions to Dar es Salaam included: the undertaking of activities related to the construction of the new laboratories and documentation facilities of the Centre; the

conduction of consultations with representatives of donor countries and institutions , and representatives of potential and contracting member states concerning donors and member states support towards the institution; and the maintenance of continuous liaison between the Centre and host country institutions.

20. Preparations for the construction of the ESAMRDC laboratory and library/documentation facilities in Dar es Salaam commenced in 1988, got into vigorous implementation in 1989 and 1990, and come into completion during 1991. The inauguration of the new facilities by the President of the United Republic of Tanzania was to have been effected in August 1991 but was postponed to December 1991 due to logistic difficulties.

21. During the period the Centre was constructing its facilities in Dar es Salaam the management of the institution was directed by its policy organs to give maximum priority towards the implementation of its capital development programme. Furthermore, in order to exert maximum impact towards the development of mineral resources in the subregion, the institution has repeatedly been directed by its policy organs to be more practical oriented than in the previous years of largely desk work operations. Hence with the completion of the Centres' new infrastructure, the technical operations of the institution are currently wholly in Dar es Salaam. Additionally, as the technical operations of the institution expand, its contacts with representatives of donors, member states, the host country institutions and private industry are likely to increase in Dar es Salaam.

22. With its own infrastructure in Dar es Salaam, it is most likely that the Governing Council may decide that all future policy organs meetings of the institution take place in Dar es Salaam. Deviations from this arrangement would have to be paid for by the country inviting the Centre to hold such meetings in their countries. This measure will contribute towards reducing the cost of operation of the Centre. In view of the aforementioned considerations, it might be advisable for the Government Council to authorise the institution to operate itself from Dar es Salaam until such time as the Centre acquires new technical facilities in Dodoma. This proposal if implemented will enhance the technical effectiveness of the institution.