

# Programme for Infrastructure Development in Africa

(PIDA)

## Sector-specific Terms of Reference for Transport Sector

Prepared by:



**African Union**



**African Development Bank Group**



**NEPAD**

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**ACRONYMS**

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| ADB     | African Development Bank                                      |
| AICD    | African Infrastructure Country Diagnostic Study               |
| AU      | African Union   |
| AUC     | African Union Commission                                      |
| CAEC    | Central African Economic Community                            |
| CEMAC   | Economic and Monetary Community of Central Africa             |
| CEN-SAD | Community of the Sahel-Saharan States                         |
| COMESA  | Common Market for Eastern and Southern Africa                 |
| EAC     | East African Community  |
| ECCAS   | Economic Community for Central African States                 |
| ECOWAS  | Economic Community for West African States                    |
| GIS     | Geographic Information Systems                                |
| ICA     | Infrastructure Consortium for Africa                          |
| ICT     | Information and Communication Technology                      |
| IGAD    | Intergovernmental Authority for Development                   |
| MDGs    | Millennium Development Goals                                  |
| NEPAD   | New Partnership for African Development                       |
| PPP     | Public Private Partnership                                    |
| REC     | Regional Economic Community                                   |
| SADC    | Southern African Development Community                        |
| SC      | Steering Committee  |
| SSATP   | Sub-Saharan Africa Transport Programme                        |
| STAP    | Short Term Action Plan  |
| TAH     | Trans -African Highway  |
| TC      | Technical Committee   |
| ToR     | Terms of Reference  |
| UEMOA   | West African Economic and Monetary Union                      |
| UMA     | Maghreb Arab Union  |
| UNECA   | United Nations Economic Commission for Africa                 |
| UNTACDA | United Nations Transport and Communications Decade for Africa |

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These sector-specific terms of reference for the Transport sector should be read in conjunction with the General Terms of Reference for the study. These ToRs supplement the General ToRs in terms of certain specific aspects of the study which are more clearly dealt with in a sector-specific document. Similar sector-specific ToRs have been prepared for the other three sectors.

## **1. Context of the Study –Transport Sector**

### **1.1 The Transport Sector**

1.1.1 Africa's regional and continental transport system is deficient in terms of both quantity and quality of infrastructure and the level of services, and also in terms of investments and maintenance. Generally speaking, the system is very inadequate, and does not fulfil its function as a catalyst for the continent's integration and trade facilitation. Transport costs are among the highest in the world, which increases the cost of trade and makes products uncompetitive on international markets. For landlocked countries, transport costs can reach up to 77% of the value of exports. The transportation of a car from Japan to Abidjan costs US\$ 1 500 (inclusive of insurance costs) whereas the same operation from Addis Ababa to Abidjan costs US\$ 5 000<sup>1</sup>.

1.1.2 On the basis of this observation, several continental and regional initiatives have been conducted, including the UNTACDA I (1978-1988) and UNTACDA II (1991-2000), which was managed by the United Nations Economic Commission for Africa (ECA) within the framework of the two United Nations Transport and Communications Decade for Africa. In spite of the positive impact of these initiatives on awareness of transport development issues and the implementation of a number of projects, the sector is still a serious constraint on trade development. The more recent initiatives mentioned below are, on the whole, in line with the development proposals adopted by the Ministers of Transport at the end of these two ten-year programmes.

1.1.3 The Trans-African Highways (TAH) system is composed of 9 main corridors of a total length of 59 100km. Its design, which dates back to the early 1970s, aims at establishing a high-quality road network linking the continent's capital cities, thereby contributing to the integration of the continent and ensuring links between the continent's major production and consumer hubs. This initiative was evaluated by the ADB and ECA in 2003. The evaluation concluded that one-quarter of the network was lacking and estimated the necessary investments at US\$ 4.2 billion. Over time, the Regional Economic Communities (RECs) identified needs in terms of regional networks, which led them to propose alternatives to the initially planned network.

1.1.4 The "Sub-Saharan Africa Transport Policy Programme" (SSATP) is a partnership between 35 African countries, 8 RECs and a number of African institutions and international partners. The programme was launched in 1987 as policy complement to UNTACDA II. The SSATP, in its 2004-2007 Long-term Development Plan, seeks to ensure that the transport sector strategies are incorporated into national poverty reduction strategies. This is in line with the policy principles developed by the partnership in support of the NEPAD Short-Term Action Plan (STAP) and the UN Almaty Programme of Action.

1.1.5 The UN Almaty Programme of Action addresses the special needs of landlocked developing countries within a new global framework for transit transport cooperation for landlocked countries and transit developing countries. It was adopted in Almaty, Kazakhstan, in August 2003 during a Ministerial conference on cooperation in transit transport, bringing together landlocked and transit countries, donors and international development institutions.

1.1.6 The RECs also conducted initiatives aimed at improving the conditions for the movement of people and goods. A number of programmes stemming from the initiatives make up the NEPAD STAP formulated in 2002, which places emphasis on the development of corridors (largely reflecting the TAH project), facilitation measures, and implementation of the Yamoussoukro Decision on Air Transport in Africa. Central Africa developed a Consensus Transport Master Plan which was adopted at Ministerial level in December 2003.

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<sup>1</sup> Source: ECA, Status of Regional Integration in Africa.

1.1.7 For its part, the African Union Commission (AUC) provided for a priority programme entitled “Linking Africa” in its Strategic Plan for the 2004-2007 period. Hence, an AUC Vision was elaborated, which in the area of transport translates into: “An Africa with reliable, efficient and affordable integrated transport infrastructure systems that can promote continental integration and ensure Africa’s participation in globalization”. The AUC mandate to conduct this study derives from its mission to “Initiate and promote strategies and means likely to contribute to the integrated development of transport infrastructures”.

1.1.8 The various conferences of African Ministers in charge of transport sub-sectors held since May 2005 have reiterated the need for a common integrated transport policy in their resolutions and action plans. Annex I gives an indicative list of sector organisations, and Annex II gives a list of reference documents.

## **1.2 The Scope and Specific Objective of the Study for the Transport Sector**

1.2.1 As explained in the General ToRs, the transport sector for the purposes of this study will include passenger and goods transport in the following sub-sectors: air, road, rail, maritime, river-lake as well as multimodal systems.

1.2.2 The General ToRs define the scope and objectives of the overall study. Sector-specific objectives to be taken into account in the case of the transport sector include:

- Strengthening of the economic and social development of African regions and the continent, and their economic integration through trade and the movement of people and freight;
- Enhancement of Africa’s competitiveness at the global level ;
- Pursuance of efforts to open up regions and the continent, and implementation of the UN Almaty Programme of Action;
- Enhancement of the efficiency of physical transport infrastructures and associated services;
- Freight intermodality;
- Road, maritime and air transport safety and security;
- “Single African Sky” (the Yamoussoukro Decision on the liberalization of African air transport);
- Environmental protection; and
- Harmonization of institutional and regulatory frameworks, and other administrative procedures.

1.2.3 The Transport sector study will follow the key steps set out in the General ToRs. These sector-specific ToRs focus only on the scope of work in Phases I and II of the study. The Inception phase and Phase III are covered in the General ToRs.

## **2. Description of tasks under Phases I and II**

### **2.1 Phase I: Diagnosis and in depth Analysis**

2.1.1 The General ToRs describe the Inception Phase and the kick-off workshop which provide an essential lead-in to the Phase I work. In particular:

- The Consultant will already have made contact with stakeholders to identify the nature and scope of existing information sources, so that gaps that need to be filled can be more precisely identified; and
- The kick-off meeting will have established a vision and macro framework to inform the Consultant’s assumptions and projections (see task B.1. below).

2.1.2 The tasks that are described below are not necessarily sequential, and some of the tasks may overlap in terms of timescales.

### **A. Review and Situation Analysis.**

2.1.3 The Consultant shall conduct a two-fold review of: (i) regional and continental transport policies; and (ii) the development of regional and continental transport infrastructure (in operation, under implementation or planned), as well as associated services.

#### **A.1. Regional and Continental Policies**

2.1.4 This review will be an evaluation of regional policies implemented to date. It will address as precisely as possible the following questions:

- What is the scope of existing regional and continental policies?
- To what extent have the policy objectives been achieved?
- What are the limiting factors that impede the achievement of these objectives?

2.1.5 The work plan will be constituted by two distinct levels of analysis:

- a. **Statement concerning the level of achievement of policy objectives.** The analytical framework should specify (i) the manner in which the Consultant intends to assess the level of achievement of each of the policy objectives (econometric methods, utilization of indicators and other analytical approaches) (ii) indicators used for the evaluation; and (iii) the sources of information and documentation which the Consultant plans to use. In order to facilitate comparative analysis and maintain consistency, selected indicators will also be used in the projection and the establishment of the outlook for the future mentioned below.
- b. **Causal Analysis.** This level of analysis will concern the reasons and factors ('the constraints') which limited the level of achievement of the policy objectives. The Consultant's analytical framework will describe the manner in which the causal analysis will be carried out<sup>2</sup>. The Consultant's detailed analysis in this evaluation will be informed, among other things, by international references and quantitative data, and illustrated by analyses of specific successful ('success stories') or unsuccessful ('failure stories') measures.

2.1.6 The causal analysis is especially important in identifying the reasons for delays, conflicts and failures. The results of this analysis should feed into both the prioritisation of projects and programmes, and into the implementation strategies and processes. The results of the 'Revision of the AU/NEPAD African Action Plan' study, and the 'Implementation progress review of the NEPAD STAP' study should provide a useful starting point, but the Consultant should build on these and other studies to develop a sound analytical framework that links the causal analysis with the strategic framework and infrastructure development programme. To the extent that the harmonization of regulatory frameworks and administrative procedures, and other "soft interventions", are constraining factors, the Consultant's recommendations and proposals must address these issues.

2.1.7 The output of this task will form part of the Phase I report (see B.3. below).

#### **A.2. Regional Infrastructure for Transport**

2.1.8 This second part of the review will analyse existing regional and continental infrastructure and associated services, those under implementation and those that are in the pipeline. It will essentially address the following objectives:

- Contribute to the review of regional and continental policies mentioned above;
- Determine the potential for improving the performance of the existing infrastructures for longer term development prospects;

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<sup>2</sup> The Programme Concept Note provides some methodological indications for reference on a possible analytical framework.

- Formulate the measures to be taken to improve the efficiency of implementation of programmes for the development of regional and continental infrastructures; and
- Enrich the Client's information base.

2.1.9 The analysis will be guided by the status of projects considered.

- a. **Existing Infrastructures.** The analysis will partly cover existing regional and continental infrastructures. The Consultant shall take into account and build on existing or ongoing studies, in particular those listed in Annex II. This analysis will aim at: (i) assessing the contribution of these infrastructures to reaching policy objectives; (ii) highlighting how various factors constrain the efficiency of these infrastructures (e.g. the quality of physical infrastructure, the quality of the institutional and regulatory environment, the structure of infrastructure services markets, financial constraints) ; (iii) determining the potential for improving the efficiency of these infrastructures and the role they could play in the future; and (iv) drawing lessons from the construction and operation of these infrastructures. The infrastructures to be analysed will be chosen so as to respond in the best possible way to the objectives of the proposed analysis; based in particular on the following criteria (i) the potential of the concerned infrastructure to serve as a development hub or corridor in the definition of the development prospects mentioned above; and (ii) the representativeness of such infrastructure for the analysis of factors of inefficiency and, consequently, the formulation of corrective measures. The Consultant's proposal will indicate the main infrastructures envisaged for the analysis, as well as the scope and proposed analytical approach.
- b. **Infrastructures under execution or preparation.** The Consultant shall perform the following tasks:
- b.1. **Making an inventory of all projects under implementation and preparation.** The inventory will be based on documentation provided by the Client and the Consultant's own investigations. The Consultant shall prepare a sheet ('project sheet') for each of the projects using a format that will be agreed upon with the Client during the discussion of the work plan presented in the proposal. For purely illustrative purposes, a sample format (which the Consultant is invited to comment on and review) is presented in Annex III. The Consultant shall submit the project sheets in an electronic medium and in the form of an Excel or Access file, to be agreed with the Client. The Consultant shall also provide a project brief along with the sheets, to be included in the Phase I report, which will: (i) indicate the sources of information and specify, as appropriate, the items of information; and (ii) summarize the situation of all of these projects (costs, nature, regions, status, etc.).
- b.2. **Detailed analysis of a set of projects.** The objective of this analysis will be to highlight the level of efficiency of implementation of regional and continental infrastructure programmes and the nature of limiting factors. The analysis will cover, among others: (i) the possible gaps between budgets and initial and present schedules; (ii) the factors causing such gaps; (iii) the conditions of coordination and decision-making on the key parameters of these projects (technical structure, planning, budget, role of various stakeholders in implementation); (iv) any other factor that impacted the efficiency of the process of preparation and/or implementation of the infrastructure concerned. This task should thus help learn lessons from the conditions of preparation and implementation of the projects considered. For the execution of this task, the Consultant could consult works conducted on the STAP and the evaluations of its implementation, as well as other ongoing studies mentioned in Annex II. The set of projects will be agreed upon between the Consultant and the Client and should prioritise a minimum of five projects including at least some projects retained as flagship projects in the STAP that are under preparation or implementation.

2.1.10 The output of this task will form part of the Phase I report (see B.3. below).

## **B. Establishment of the outlook for the future and identification of challenges**

2.1.11 The objective of this stage is to establish the outlook for the future for the development of regional and continental transport and associated services infrastructures by 2030<sup>3</sup> and assess the challenges that the regions and the continent will have to face in the sector. Such an outlook should serve as a basis for the formulation of realistic long-term objectives, to be targeted by policies and programmes at the continental level in order to anchor infrastructure development into regional integration, trade co-operation, and, more broadly, into socio-economic development and poverty reduction strategy in Africa.

2.1.12 The Consultant should consider carefully the extent to which the models already developed by the AICD team can be utilised to establish the outlook for the future. They might, for example, be valuable for developing different outlook scenarios guided by political priorities.

### **B.1. Establishment of an outlook for the future**

2.1.13 **Vision:** As set out in the General ToRs, the Panel of Experts will present, for discussion at the kick-off workshop, a preliminary draft of a Vision and Framework paper. The purpose of this paper is to provide an initial view of a macro framework, and a vision for regional integration in Africa together with the contribution of each infrastructure sector to this regional integration. The outcome of these discussions<sup>4</sup> should be used by the Consultant as a starting point for assumptions and projections of the outlook for the future.

2.1.14 **Validation workshop:** The Consultant's projections of the outlook for the future will take place in two stages. First, the Consultant will develop their parameters and assumptions for the projections, and produce a methodological brief for discussion at a workshop which is expected to take place around 12 weeks after the commencement of work. The Consultant shall deliver their methodological brief a week earlier. The workshop will be organized by the Client and Consultant, and will bring together stakeholders (especially the RECs and AU specialized institutions/sector organizations) and resource persons ('external experts'). The purpose of the workshop will be to discuss the methodological note, and validate the assumptions and parameters to guide the final projections. The second stage will take place after the workshop, and will involve the finalisation of the Consultant's projections for the Phase I report.

2.1.15 **Horizons.** The projections will be established for the periods 2010-2020 and 2021-2030<sup>5</sup>. Year 2007 is envisaged as the reference year, provided that data required for the analysis could be collected in a satisfactory way. In lieu of this, the Consultant may indicate an alternative in their proposal and justify it. Should the work require an analysis of past trends, the period 1998-2007 shall be considered.

2.1.16 **The assumptions and methodology:** The Consultant shall be particularly cautious in preparing the assumptions for the establishment of the outlook for the development of regional and continental infrastructures, as well as the methodology to be used. The Consultant's methodological brief will analyse the following points:

- a. **The Factors.** The Consultant shall identify and analyse the "dominant" factors that are likely to determine the trends of regional and continental infrastructure supply and demand by 2030 for the definition of basic assumptions and parameters on which the prospects will be established. For example, such factors may include:
  - Endogeneous factors such as the development visions, and paths of different parts of the continent, the future localization of the continent's major natural resources, demographic and migratory factors, economic development of nodal points and increased trade potential following national policies that encourage opening to international trade;
  - Exogeneous factors such as the growth or emergence of development poles outside Africa, the development of major global transport routes and technological changes.

<sup>3</sup> The consultant may propose another horizon with justification

<sup>4</sup> This outcome will either emerge in the form of a consensus between the Panel of Experts, the consultants, and the Client; or, in the event that no consensus emerges, the final decisions will be made by the Client.

<sup>5</sup> Ibid

- b. **Quantified assumptions and parameters** through which the results of the analysis of the aforementioned factors can be reflected.
- c. **Forecast Methodology.** The Consultant shall propose and justify the most appropriate methodology for establishing the outlook for the future. This could be based on the formulation of scenarios, in which case the choice of the scenarios to be retained should be justified in relation to the analysis of trend factors and the study objectives. The Consultant shall describe **precisely** the forecast and analysis models and other tools used.

2.1.17 **Formulation of the outlook for the future:** On the basis of the validated assumptions and parameters, the Consultant shall make projections of potential regional and continental Transport needs (with the identification of nodal points, volumes, trade, issues relating to landlocked areas, transit, etc.). The projections shall cover both passengers and freight, and both regional/continental and international dimensions. The inter-continental or international aspect will be taken into account only inasmuch as it involves regional transport (eg the export of hydrocarbons exports from Algeria to Europe will not be addressed). The output of this task will form part of the Phase I report (see B.3. below).

## B.2. Analysis of choices and challenges

2.1.18 **The modes of transport:** The Consultant will analyse the possible options for modes of Transport including intermodal and multimodal options<sup>6</sup>. The Consultant shall recommend the most appropriate modes (for instance for the transportation of heavy goods over a long distance), and state the options to undergo thorough comparative analyses, and underscore situations where competition mechanisms are likely to come into play. The options offered by, and constraints of, multimodality will be taken into consideration. The Consultant shall study different outlook alternatives, as needed and required.

2.1.19 **Analysis and assessment of the outlook for the future:** The Consultant shall highlight and analyse the compliance of development prospects with policy objectives; analysing possible conflicts, trade-offs and alignments to be carried out between objective priorities for regional and continental transport infrastructure and improvement of the associated services. The Consultant shall perform an evaluation of costs associated with different outlook options and highlight the relationships between the conditions required for reaching the objectives and those costs.

2.1.20 **Objective Setting:** The Consultant shall propose a number of realistic objectives that African decision makers could set for their long term regional and continental infrastructure development policies in the transport sector. In so doing the Consultant shall formulate realistic assumptions on the level of resources that could be available for supporting the development of physical assets in the transport sector. These objectives shall be established on the basis of relevant indicators that reflect the outlook for the future and challenges identified in the preceding analysis.

2.1.21 The output of this task will form part of the Phase I report (see B.3. below).

## B.3. Preparation of an outline programme for the development of regional and continental physical infrastructures

2.1.22 From (i) the review of regional and continental infrastructures; (ii) the formulation of the outlook for the future; and (iii) based on a realistic assessment of resources available for the transport sector, the Consultant shall present an outline development programme for transport infrastructure and associated services to the 2030 horizon, in which the following shall be highlighted:

- Investment projects by status (under execution, in current pipeline, new idea);
- Institutional and legal framework/policies and other soft interventions that are required;
- Relevant implementation stakeholders;

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<sup>6</sup> This matter would also have to be addressed in the review of cross-sectoral issues to incorporate lake, river and coastal transport.

- First cost quantifications and estimated deadlines;
- Specific choice and decision-making issues, in particular regarding projects for which bankability is uncertain

2.1.23 The output of this task, together with the outputs of tasks A.1., A.2., B.1. and B.2., will form the Phase I report, which should be delivered to the Client 20 weeks after the commencement of work.

## **2.2 Phase II: Formulation of a preliminary draft strategic framework, infrastructure development programme, and implementation strategy for the transport sector**

2.2.1 The aim of this phase is to help reach, through a sustained participatory and consultative process, and on the basis of previous studies, a consensus on the essential elements of a regional and continental transport strategic framework (including sector policies), infrastructure development programme, and implementation strategy and processes. The key issues that should be addressed will vary to some extent for different transport modes, but should include (but are not limited to):

- Interconnection integrity of the network (eg missing links);
- Facilitation of market access (i.e. non-physical or “soft” constraints and barriers to traffic flow);
- Harmonisation of norms and standards, including technical, safety and security standards;
- Economic deregulation of markets;
- Inter-modal competition;
- The financing mechanisms and options available, both for construction and, importantly, for asset management and maintenance;
- For the road sub-sector in particular the importance of maintenance (e.g. as evidenced in the AICD study);
- Opportunities available for private sector participation and incentives to stimulate participation;
- Impact on the environment;
- Capacity building requirements.

2.2.2 A core component of this phase will be the holding of a series of sector workshops involving all key stakeholders. The aim of the workshops will be to develop proposals based on outlines prepared by the Consultant. The services of the Consultant for this phase are described below.

### **Preparation and holding of transport sector workshop**

2.2.3 **Structure of the workshops.** In close collaboration with the Client, the Consultant shall agree the number of workshops to be held, and the organisations to be invited to each workshop. The main workshops will be with the RECs and AU specialized institutions/sector organizations, but there may also be a need to consult with other stakeholders at a continental level, such as the NEPAD Head of States and Government Implementation Committee. The Consultant will also advise the Client on measures and programmes most efficiently addressed at continental level.

2.2.4 **Preparation of briefs for the workshops.** In close collaboration with the Client, the Consultant shall prepare briefs to contribute to the workshop discussions. Such briefs, prepared on the basis of the Phase I report, will be specific to each region. They will include summaries of:

- The conclusions of reviews of regional policies and the implementation of infrastructure development programmes;

- The conclusions of projections of needs in transport infrastructure and associated services, and an analysis of coherence with sector policies and economic guidelines;
- A set of recommendations aimed at strengthening regional and continental policies on transport infrastructure and associated services development and management;
- The issues that should be addressed in the strategic framework for the transport sector, both to prioritise projects and programmes, and to ensure successful implementation;
- Outlines of specific regional and continental infrastructure development programmes for transport sector management, including analyses of new projects; and
- Outlines of an implementation strategy and processes.

2.2.5 Briefs for the preparation of the sector workshops will be delivered to the Client 5 weeks after Phase I validation.

2.2.6 **Participation in and/or facilitation of workshops.** The Consultant shall assist the Client in preparing, organizing and implementing the workshops by:

- Proposing the structures of workshops (notably plenary and regional sessions) and a method of facilitation. Such proposals will be discussed and validated with the Client;
- Preparing the detailed agenda;
- Presenting briefs, and taking part in workshop proceedings, especially by clarifying the assumptions chosen during discussions and further analyses to be made consequently;
- Contributing to workshop proceedings, especially by ensuring that discussions effectively lead to the formulation of conclusions relevant to the strategic framework/sector policies, infrastructure development programme, and implementation strategy and processes;
- Playing the role of the facilitator and/or advising the Client on such a role in order to structure the conduct of the workshops and summarize the various conclusions.

2.2.7 At the end of the workshops, the Consultant shall prepare a report highlighting: (i) the guidelines formulated by participants on the strategic framework/sector policies, infrastructure development programme, and implementation strategy and processes; (ii) the agreed appropriate levels at which the measures and initiatives should be undertaken: continental or regional; (iii) the interfaces between the regional and continental levels on which to undertake these measures and initiatives (iv) issues on which participants could not reach a consensus, and (v) additional analyses brought forward and necessary for the consolidation of results.

2.2.8 Reports on the sector workshops will be delivered to the Client within 1 week of each workshop being completed.

### **Formulation of a preliminary draft strategic framework (including sector policies)**

2.2.9 The Consultant shall:

- Carry out additional analyses needed to validate assumptions adopted during the workshops;
- Assist the Client to address issues on which agreement was not reached during the workshops;
- Review and if necessary reformulate the strategic objectives and sector policies after discussion during the workshops;
- Finalize a preliminary draft of an African transport sector strategic framework (including sector policies) on the basis of the guidelines formulated by the workshops and further analyses as necessary;
- Outline the measures and other propositions where a consensus was not reached.

2.2.10 The strategic framework (including sector policies) will provide the basis on which the infrastructure development programme can be developed, as well as addressing the issues relating to successful implementation.

2.2.11 The output of this task will form part of the Phase II report.

### **Formulation of a preliminary draft infrastructure development programme**

2.2.12 The preliminary draft infrastructure development programme will be phased into the short term (2010-2015), medium term (2016-2020) and long term (2021-2030). It will include options and their rationale as may be necessary. The programme will stem from the strategic framework (including sector policies) and particularly: (i) the establishment of the outlook for the future, and the identification of strategic objectives and policies for the sector, and (ii) the strategic guidelines and criteria formulated during the workshops, especially for the prioritisation of projects and programmes.

2.2.13 This task will necessitate the following analyses:

- The coherence of projects and programmes with the policy and strategic objectives of the sector.
- Preliminary assessments of the financial and economic viability of projects/programmes to provide an initial criterion for their prioritisation.
- Refinement of the prioritisation criteria to include other relevant factors including (but not limited to): (i) the contribution of each project/programme to the attainment of objectives; (ii) the stage of development of each programme (according to defined milestones); (iii) an assessment of "soft interventions" such as the difficulties of harmonising regulatory frameworks and administrative procedures; (iv) the prospects for financing.
- Role of stakeholders in programme implementation, together with human resource availability and capacity building requirements..
- The need for complementary policy, institutional, or regulatory measures required to enable efficient and fruitful implementation.
- Potential environmental impact.
- Other risks and challenges to implementation.

2.2.14 The output of this task will form part of the Phase II report.

### **Formulation of a preliminary draft implementation strategy and processes**

2.2.15 The Consultant shall prepare a preliminary draft implementation strategy and processes, based on analyses of the potential barriers to implementation. The successful implementation of the infrastructure development programme will depend on building a consensus among all stakeholders around a realistic platform of measures and projects. The implementation strategy and processes will involve the development of priority measures, resources and tools to support the successful implementation of PIDA, including:

- a. **Priority actions to be undertaken in the period 2010-2015** in terms of both physical investments and associated measures required to secure successful implementation (e.g. policy, institutional, regulatory, financial, legal). This set of actions shall form the Priority Action Plan, which will replace the NEPAD STAP, and should be designed in a form to be a roll-over action plan.
- b. **Respective roles of regional and continental entities and institutions** in the implementation of the Priority Action Plan, and more generally in the preparation and implementation of further investment programmes as well as in the elaboration and application of regional and continental policies. The study will review all institutional arrangements that affect the development and delivery of infrastructure services at the regional and continental levels, and will make recommendations on how they could be modified to improve infrastructure services. The recommendations will draw on the causal analysis undertaken in Phase 1.

- c. How the regional and continental policies, entities and institutions could contribute to resolving **the issue of financing proposed investments and their sustainability**, covering both construction and operation and maintenance of the infrastructure.
- d. **Mobilizing regional and external financing and private sector participation.** The study will address the mobilization of funding within the region, from development partners and the private sector. The existing situation will be evaluated, and projections made of the likely financial resource envelopes for regional infrastructure projects, based on an analysis of past trends and other relevant factors. It is desirable to produce scenarios of future financial resources within which development projects and programmes can be prioritised. These projections should be based on realistic assumptions, and, as far as possible, innovative ways of finding solutions to these recurrent issues. The Consultant will propose measures likely to help mobilise private sector participation in infrastructure, and strengthen cooperation with international development partners.
- e. **Civil society participation** in the preparation and implementation of proposed measures in terms of policies as well as physical investments. In this context, the Consultant shall propose communication and dissemination measures that regional and continental entities and institutions shall undertake in order to enhance civil society participation.
- f. **Defining an implementation and monitoring process:** This involves proposing to stakeholders, the mechanisms and tools to: (i) review and update over time the strategic framework and infrastructure development programme; and (ii) actively manage the roll-over Priority Action Plan. With respect to the action plan, this will mainly consist of knowing how to initiate and complete an action, as well as how to monitor the progress of the action. This process will include:
- \* **Capacity building:** The formulation of recommendations for the institutional capacity building of continental and regional entities responsible for monitoring, coordinating and managing the implementation of the agreed measures and actions (while implementation of the recommendations will be the direct responsibility of the entities concerned, and will be carried out outside this study).
  - \* **Monitoring mechanism.** Starting from the work already done to design the NEPAD Project Management System (NPMS), and the upgrading of this system under MLTSF, the Consultant will assess the adequacy of the present data base as an effective monitoring mechanism, and formulate observations, comments and recommendations on its upgrading to the extent that this is assessed to be necessary. The final design and implementation of any improved monitoring mechanism will be carried out separately from this study.

2.2.16 The output of this task will form part of the Phase II report. The full report Phase II report will be delivered to the Client 24 weeks after Phase I validation, and will contain:

- Preliminary draft strategic framework (including sector policies)
- Preliminary draft infrastructure development programme
- Preliminary draft implementation strategy and processes.

**INDICATIVE LIST OF SECTOR ORGANISATIONS**

1. AAA Association des Armateurs Africains (African Shipowners Association)
2. AFCAC African Civil Aviation Commission
3. AGPAOC Port Management Association of West and Central Africa
4. ASECNA Agency for the Safety of Aerial Navigation in Africa
5. CICOS International Commission of Congo-Oubangui-Sangha Basin
6. FESARTA Federation of East and Southern African Road Transport Associations
7. ICAO International Civil Aviation Organization
8. ILO International Labour Organisation
9. IMO International Maritime Organisation
10. IUR International Union of Railways
11. OMAOC Maritime Organisation of West and Central Africa
12. MoU Abuja Abuja Memorandum of Understanding on States' Port Control
13. PMAESA Port Management Association of Eastern and Southern Africa
14. SSATP Sub-Saharan Africa Transport Policy Programme
15. UAR Union of African Railways
16. UATP African Association of Public Transport
17. UNCTAD United Nations Conference for Trade and Development

**LIST OF REFERENCE DOCUMENTS**

In order to inform the study, the Consultant shall research any other available information on the topic either from institutions working on Africa (RECs, UNECA, World Bank, etc.), from other regions, or from the web.

**Africa Infrastructure Country Diagnosis**

The Africa Infrastructure Country Diagnostic (AICD) is a project designed to expand the world's knowledge of physical infrastructure in Africa. AICD will provide a baseline against which future improvements in infrastructure services can be measured, making it possible to monitor the results achieved from donor support.

## Background papers

|   | Date of posting on AICD site |
|---|------------------------------|
| <i>General</i>  |                              |
| Fiscal costs of infrastructure                            |                              |
| Access, affordability and alternatives (household survey) | <b>February 2008</b>         |
| Unit costs of infrastructure                              |                              |
| <i>Investment Needs Studies</i>                           |                              |
| Transport   | March 2008                   |
| <i>State of the Sector Reviews</i>                        |                              |
| Airports  |                              |
| Ports   |                              |
| Roads   |                              |
| Urban transport   | <b>February 2008</b>         |
| Urban infrastructure                                      | Phase II                     |

## Working Papers

|   | Topic            | Authors                         | Date of posting on AICD site |
|---|------------------|---------------------------------|------------------------------|
| Infrastructure and Growth in Africa   | Macro/<br>Growth | Calderon                        | <b>February 2008</b>         |
| Making Sense of Sub-Saharan Africa's Infrastructure Endowment: A Benchmarking Approach              | Macro/ B'mkg     | Yepes/ Pierce/<br>Foster        | <b>February 2008</b>         |
| Building Sector Concerns into Macro-Economic Financial Programming: Lessons from Senegal and Uganda | Macro/ fiscal    | Estache/ Munoz                  | March 2008                   |
| Impact of Infrastructure Spending in Sub-Saharan Africa: A CGE Modelling Approach                   | Macro/ fiscal    | Perrault/Savard                 | March 2008                   |
| Fiscal Costs of Infrastructure Provision: A Practitioner's Guide                                    | Macro/<br>Fiscal | Briceno                         |                              |
| Impact of Infrastructure Constraints on Firm Productivity in Africa                                 | Micro/ PSD       | Escribano/ Guasch               | March 2008                   |
| Potential for Local Private Finance of Infrastructure in Africa                                     | Finance/PSD      | Manroth/<br>Irving/Carter       |                              |
| Lifecycle Costs of Roads Under Alternative Maintenance Scenarios                                    | Roads            | Desmarchelier/<br>Sethi/Nogales |                              |
| Understanding Africa's High Unit Cost of Road Freight Transportation                                | Roads            | Teravaninthorn/<br>Raballand    |                              |
| Crop Production and Road Connectivity in Sub-Saharan Africa: A Spatial Analysis                     | Roads/ PSD       | Dorosh                          |                              |
| A Tale of Three Cities: Understanding Differences in  | Urban            | Gulyani/Talukdar                |                              |

| Provision of Modern Services                                |       |                              |
|---|-------|------------------------------|
| Explaining Recent Cost Escalations in African Road Projects | Roads | Africon                      |
| <b>Web Tools</b>  |       |                              |
|   |       | Date of posting on AICD site |
| <i>On-line interactive databases</i>                        |       |                              |
| Fiscal costs of infrastructure                              |       |                              |
| Household survey data                                       |       |                              |
| Airports sector performance indicators                      |       |                              |
| Ports sector performance indicators                         |       |                              |
| Railways sector performance indicators                      |       |                              |
| Roads sector performance indicators                         |       |                              |
| Urban infrastructure sector performance indicators          |       | Phase II                     |
| <i>On-line interactive simulation models</i>                |       |                              |
| Investment needs for information and communication          |       |                              |
| Investment needs for transport                              |       |                              |
| <i>GIS Africa infrastructure atlas</i>                      |       |                              |

#### **Other documents relevant to the Transport Sector**

- 1 The Second United Nations Transport and Communications Decade in Africa 1991-2000, Volume I : programme ;
- 2 The Second United Nations Transport and Communication Decade in Africa 1991-2000, Volume II: Projects approved in 1991.
- 3 SSATP, LTDP2 Second phase Long Term Development Plan, Draft concept note, January 2007
- 4 Declarations and Resolutions adopted by African Union Ministerial Conferences (air, rail, maritime, road) ; (Various dates)
- 5 Action plans adopted by African Union Ministerial Conferences (air, rail, maritime, road); (Various dates)
- 6 Syrte Declaration (Lybia), 5 July 2005 ;
- 7 Review of the implementation status of the Trans African Highways and the missing links, ADB and UNECA, 2003
- 8 Study on the status of Transport development in Africa, UNECA, to be issued in 2008
- 9 Transport Consensual Master Plan in Central Africa , 2003
- 10 Study on the Railway Transportation Development Vision in Africa at the horizon 2025, UAR, 2008
- 11 United Nations Almaty Programme of Action, Almaty, Kazakhstan (August 2003)

### Indicative format for project record sheet

|    |  |
|----|--|
| 1  | Project number (according to NPMS referencing system as far as possible)             |
| 2  | Title  |
| 3  | Funding requirement - Pre-implementation (USD)                                       |
| 4  | Funding requirement - Implementation (USD)   |
| 5  | Sector (Transport, etc.)   |
| 6  | Nepad Priority   |
| 7  | Beneficiaries  |
| 8  | Implementation stage (last stage/milestone reached, date, and narrative description) |
| 9  | RECs involved (leader and other RECs/other regional organisations involved)          |
| 10 | Countries  |
| 11 | Next stages/milestones scheduled dates (incl. Start and end dates)                   |
| 12 | Background   |
| 13 | Expected Results (outputs, outcomes, impact)   |
| 14 | Regional significance  |
| 15 | Project assumptions and risks  |
| 16 | Role of key players  |
| 17 | PPP viability  |
| 18 | Private sector involvement   |
| 19 | Implementing agency  |
| 20 | Project type (eg physical project, capacity building, other soft intervention)       |
| 21 | Project manager (contact details)  |
| 22 | Site Manager (contact details)   |