

# Programme for Infrastructure Development in Africa

(PIDA)

Terms of Reference

Panel of Experts

Prepared by



**African Union**



**African Development Bank Group**



**NEPAD**

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## ACRONYMS

ADB	African Development Bank
AICD	African Infrastructure Country Diagnostic Study
AU	African Union
AUC	African Union Commission
CEN-SAD	Community of the Sahel-Saharan States
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
ECA	Economic Commission for Africa
ECCAS	Economic Community for Central African States
ECOWAS	Economic Community for West African States
ICT	Information and Communication Technologies
IGAD	Intergovernmental Authority for Development
MDGs	Millennium Development Goals
MLTSF	Medium to Long Term Strategic Framework
NEPAD	New Partnership for African Development
PIDA	Programme for Infrastructure Development in Africa
REC	Regional Economic Community
SADC	Southern African Development Community
SC	Steering Committee
STAP	Short Term Action Plan
TC	Technical Committee
TOR	Terms of Reference
UMA	Maghreb Arab Union

## PROGRAMME FOR INFRASTRUCTURE DEVELOPMENT IN AFRICA

### TERMS OF REFERENCE FOR THE PANEL OF EXPERTS

#### A. Context

1. The African Union Commission (AUC), NEPAD Secretariat, and African Development Bank (ADB) are jointly leading an initiative named the Programme for infrastructure development in Africa (PIDA), and are the “programme sponsors”. The overarching **objective of PIDA** is to facilitate increased regional integration in Africa through improved regional and continental infrastructure. More specifically PIDA will:

- (i) Establish a strategic framework for the development of regional and continental infrastructure in four sectors (Energy, Transport, Information and Communication Technologies (ICT), and Transboundary Water Resources), based on a development vision for Africa, strategic objectives and sector policies;
- (ii) Establish a prioritised infrastructure development programme over a time horizon up to 2030 using the strategic framework; and
- (iii) Prepare an implementation strategy and processes, including in particular a priority action plan.

2. **PIDA’s scope** is transport (air, sea, river and lake, lagoon, rail, and road), energy (electricity, gas, petroleum products and renewable energy), ICT, and transboundary water resources (primarily irrigation, hydropower, and lake and rivers transport), and deals with the regional and continental aspects of these sectors only. All national aspects (including physical infrastructure, national policies, institutional and regulatory frameworks, technical standards and benchmarks) will only be considered if they have an impact on, or could be affected by, the regional and continental aspects. The timeframe is up to 2030, phased as follows: 2010-2015 for the short-term and priority action plan, 2016-2020 for the medium-term, and 2021-2030 for the long-term.

3. The **key stakeholders** in PIDA, and their main expectations from PIDA, are:

- **African Heads of State:** who want to have a strategic vision of regional integration in Africa, and how regional and continental infrastructure can contribute to the implementation of this vision to boost economic and social development.
- **Programme sponsors** (i.e. AUC, NEPAD and ADB): who want a strategic framework that will provide a solid base for prioritising, harmonising and implementing effective regional and continental infrastructure projects and programmes.
- **RECs:** who want to have implementable regional projects and programmes that will secure buy-in from their member states, and will contribute to the economic and social development of their region with support from development partners and the private sector.
- **AU specialized institutions and other sector organizations:** which were formed to give advice on issues such as policy formulation, strategy and programming.
- **Development partners:** who want soundly prepared and articulated projects and programmes, that have been prioritised on rational criteria, and have the necessary political support for speedy implementation.

4. PIDA is structured in a way that enables the maximum participation and consultation of the different centres of decision making. PIDA will be implemented by the RECs, working closely with their member states and AU specialized institutions and sector organisations. RECs are therefore the lynchpins in implementation, being responsible for both overall implementation, and securing the cooperation of member states.

5. PIDA is based on a two-pronged approach:
  - (i) **Studies and Analyses** to be conducted by a consortium of consultancy firms (the “Consultant”).
  - (ii) **Ownership Process** which will include: a consultative process during the main analytical work of the Consultant; followed by a series of high level meetings involving the AUC, NEPAD Secretariat and ADB, aiming to secure ownership of the findings and recommendations of the studies by key regional bodies that will be involved in implementing PIDA (especially the RECs).
6. The work of the Consultant will be conducted in four stages:
  - (i) **Inception phase:** during which the Consultant will make contact with stakeholders to identify the nature and scope of existing information sources, so that gaps that need to be filled to fully articulate how the vision of infrastructure policy, strategy and investment needed to achieve regional integration in Africa can be more precisely identified. After 6 weeks the Consultant will produce an Inception Report refining their initial proposals for undertaking the assignment. This Report will be discussed at a kick-off workshop to be held a week after the Inception Report is produced. The Panel of Experts will participate in this kick-off workshop (see below).
  - (ii) **Phase I:** diagnosis and analysis, which will include both a review of the current situation and projections of the outlook for the future consistent with the collectively agreed vision. Around 12 weeks into the study, there will be a workshop to discuss and validate the Consultant’s parameters and assumptions for their projections, at which the Panel of Experts will again participate.
  - (iii) **Phase II:** the development of a draft strategic framework/sector policies, infrastructure development programme, and implementation strategy and processes, which will be undertaken in a participatory manner including a series of workshops with key stakeholders. The Panel of Experts will participate in at least some of these workshops.
  - (iv) **Phase III:** a series of high level meetings to secure ownership of the study’s findings and conclusions, followed by the finalization of the Consultant’s reports.
7. Further information on both PIDA and the scope of work of the Consultant can be found in the Consultant’s TOR that are attached.

## **B. The Client and Scope of work of the Panel of Experts**

**8.1** The ADB is the Client and the Executing Agency and is the institution responsible for the contractual, financial and administrative management of PIDA. It is responsible in particular, for procurement procedures, in conformity with its existing regulations, budget management and disbursements.

**8.2** The Bank, represented by the NEPAD Division Manager is the single representative of the Programme sponsors, and shall be in charge of relationships with the Consultant for the Sector Studies and Panel of Experts on all matters involving study content.

**8.3** The Panel of Experts is a Technical Advisory Panel. The role of the Panel of Experts is not to duplicate the governance functions of the Steering and Technical Committees, but rather to:

- i) Act as an independent ‘peer reviewer’ to undertake quality control functions of the various outputs that will be generated as part of the PIDA Sector Studies;
- ii) Meet as a panel to discuss in general the quality of components of output completed at each stage; and to look ahead at quality issues to be addressed in the next stage of the consultant’s work programme

- iii) Provide advisory input according to their particular areas of expertise as appropriate and relevant in guiding and shaping PIDA vision and highlevel strategic framework/sector policies, infrastructure development programme and implementation strategy and process;
- iv) Provide on an ad hoc basis guidance and advisory input where needed in areas related to their speciality to the PIDA management team as may be asked by the Programme sponsors. This input is expected to be limited to occasional telephone calls or electronic mails with the PIDA Study team.

### **Vision and high level strategic framework**

9. The experts will provide advisory inputs in defining the vision and high level strategic framework to establish the context for the Consultant's more detailed work. The services of the Panel of Experts will bring independent perspectives external to programme management and its control organs. These inputs will be provided in the form of notes for discussion at two workshops – the kick-off workshop at the end of the Inception phase, and the Validation workshop in Phase I.

10. The notes will cover and shed light on the following issues among others deemed necessary for strategic direction and guidance of the study.

- A vision for regional integration in Africa, together with the contribution of each infrastructure sector to this regional integration over a time horizon up to 2030.
- The key issues for each of the four sectors in relation to the development of regional and continental infrastructure development in Africa.
- The constraints that need to be anticipated in infrastructure development in its integrative role and any lesson that can be learned from experience in other countries
- The major factors that are likely to determine Africa's potential needs for regional and continental infrastructure up to 2030, e.g. growth paths, demographics, technological trends, emergence of development poles in Africa and the world, changes in international transport routes, economic trends, impact of climate change.
- The major infrastructure development challenges (regional and continental) in terms of land-locked countries, economic integration, growth, and poverty reduction.
- The challenges that regional and continental African stakeholders must overcome in order to implement a bold regional and continental infrastructure development policy, e.g. enabling environment; financing; budgets and trade-offs between national, regional and continental projects; the role of supranational bodies and sector governance.

11. The notes will be developed in two stages. First, initial views will be provided on: a vision for regional integration in Africa together with a macro framework for the Consultant's projections of the outlook for the future; and identification of the key issues in each sector in relation to the sector's contribution to regional integration. These notes will be prepared in time for discussion at the kick-off workshop. The Consultant will then use the outcome of these discussions as input in the preparation of parameters and assumptions for their projections, and in their diagnosis and analysis of each sector. The outcome of the kick-off discussions will either emerge in the form of a consensus between the Panel of Experts views, the Consultant, and ADB, or, in the event that no consensus emerges, the final decisions will be made by ADB in its capacity as the Client.

12. Following the kick-off workshop, the Panel of Experts will liaise with the Consultant and ADB to identify those areas and issues where further advice and assistance is required from the Panel. Final notes on the vision and high level strategic framework will be presented for discussion at the Validation workshop in Phase I. The Panel will then amend these notes as necessary in the light of comments and decisions made at the Validation workshop.

## Peer review

13. The Panel will also provide high level peer review of the Consultant's outputs at key points in the Consultant's study. These peer reviews will focus on issues of substance and methodology, and the key issues treated in the documents. They will seek to enrich the Consultant's work through additional relevant information, and draw attention to points needing closer consideration or further reflection.

14. The documents<sup>1</sup> that will be submitted for peer review will include:

- Methodological brief on the establishment of the outlook for the future;
- Phase I report;
- Briefs for the preparation of sector workshops;
- Phase II report.

15. The expert's comments will be submitted seven (7) calendar days following the receipt of the peer review documents.

16. The Panel will participate in at least some of the Phase II sector workshops that will specify the outlines of infrastructure sector policies and development programmes. Again the purpose is to enrich the discussions. The individual experts may also be asked to help moderate some of the workshop sessions.

## C. Expertise required

17. The Panel is expected to comprise seven renowned experts. More specifically, the Panel is expected to cover the following areas of expertise:

- A **development economist**, who will be an expert in regional integration, the issues that relate to the development of a strategic vision for successful regional integration, and more specifically how infrastructure can contribute to this vision. African experience is desirable.
- **Four sector experts**, who will all be renowned experts in each of the four sectors included in PIDA. They should have in-depth experience of Africa and of the key issues in their sector of specialism, especially at a regional and continental level.
- A **Public Private Partnership Expert**, who will look at the future of public private partnerships and private infrastructure and how this is effectively mainstreamed in the design of the programme across the four sectors
- **An Institutional Experts**, who will look at the institutional architecture for delivery of regional and continental infrastructure programmes and other strategic cross cutting issues

## D. Service Provision Modalities

18. Each expert will be engaged separately, but the Panel will be expected to work as a team. For the purposes of coordinating the work of the Panel, a team leader will be appointed. The development economist is expected to be the team leader since he/she will have a cross-sectoral role. He/she will be responsible for coordination of the Panel of Experts, collating papers and ensuring cross sectoral issues are adequately addressed. Ideally the work will form a coherent view, but where there is any divergence this should be highlighted.

19. The ADB has been appointed by the programme sponsors as the Executing Agency for PIDA. In this role the ADB will convene formal meetings of the Panel of Experts to be chaired by AfDB's Chief Economist. The Panel of Expert's independent work will be submitted by the Team Leader directly to the Chair with copy to the Project management team at least five working days

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<sup>1</sup> See the list of deliverables in Section 5 of the Terms of Reference for the Consultant.

before the meeting. Formal Expert Panel meetings may take place virtually or face to face. In this forum the work of the Panel of Experts will be discussed, including key areas of agreement, divergence of views etc between the individual Panel members and ADB's Chief Economist. In the event of divergence, the final decision on strategic issues will be taken by the Bank's Chief Economist. Minutes of the meetings will be produced and issued to the PIDA Programme Management Team, Technical Committee and Steering Committee along with the Panel of Expert's original work in time to ensure they feed into milestone points in the PIDA process. The Team Leader will be responsible for producing the minutes of the meeting and agreeing these with and cleared by ADB's Chief Economist before issuing the notes.

20 The PIDA programme management team, led by the ADB NEPAD Division Manager shall coordinate all the activities of PIDA Programme; shall supervise and manage the work of the PIDA Sectors Consultancy studies and will liaise/coordinate with the Panel of Experts. The PIDA programme management team will distribute the minutes and reports of the Panel of Experts to the PIDA sectors' studies consultants in order to inform their work. Further information on the governance arrangements for PIDA is included in Section 3 of the Consultant's General ToR.

21. The services of the Panel are estimated to require around a total of 350 person-days. Distribution of inputs may not be uniform across the Panel – for example, the development economist/team leader may require more days as he/she will take a coordinating role. Similarly some sectoral experts may require more inputs given complexity/priority of the issues – e.g. transport, energy etc. Each expert is likely to be required to make three to four visits for the workshops (Kick off, Validation, & Sector) referred to above in section six, in addition to possible virtual or face to face meetings of the Panel of Experts, Technical and Steering Committees. They may also participate at the Regional Workshops at the request of the PIDA Programme owners.