Nordic Support to SATCC-TU

Southern Africa Transport and Communications Commission, Technical Unit

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The views and interpretations expressed in this report are the authors and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

Table of Contents

Appendix:

1.   Terms of Reference for the Evaluation

2.   SADCC Declaration, MoU and SATCC Convention

3.   Participant in workshop December 1998

4.   Organigram of SATCC, ex ante and ex post

5.   Desk Study of SATCC

6.   List of officials interviewed

7.   Reference list

Executive Summary

The development agencies of Sweden, Denmark, Norway and Finland have supported the activities of the Southern Africa Transport and Communications Commission, SATCC, since before its formal establishment in July 1981. While it has not been possible to establish a consolidated picture of that support, it can be estimated to have been not less than SEK 150 million to the Secretariat functions of SATCC and more than SEK 1 billion to the projects sponsored by SATCC. The support was phased out from 1994 through June 1998. This evaluation looks at the impact of that support over the period 1980 -1998. It has been commissioned by Sida on behalf of the participating Nordic donor agencies: Danida, Norad and Sida. Finnida decided not to contribute to the co-operation after 1993. The study was undertaken by ÅF-Swedish Management Group under the Team Leadership of Björn Tore Carlsson. Due to communications difficulties with and within Maputo, as well as the difficulties in finding relevant documentation in Sida archives in Stockholm and Maputo, certain qualifications have to be entered regarding some of the findings on the performance and capacities of the SATCC Secretariat.

Programme Context

The support for SATCC and its activities must be seen in the context of the Nordic countries' declared support for the UN sanctions and the so-called Frontline States' struggle against the racist minority regime of South Africa. The Southern Africa Development Co-ordination Conference, SADCC, mechanism was established in 1980 for the purpose of breaking the dependence and economic stranglehold that held the Frontline States hostage to economic countermeasures by the South African regime.

This dependence was particularly strong in the transport and communications area, where the colonial development pattern had created railway, road, ports, airways and telecommunications networks centred on the economically dominant South Africa and its institutions. Practically all technical and managerial expertise was to be found only in South Africa. The newly independent states of Southern Africa therefore found themselves wholly dependent on transport and communications decisions made by the minority regime in South Africa.

SADCC was formed as a loose organisation based on a Declaration and Memorandum of Understanding signed by the Heads of State/Government of Angola, Botswana, Lesotho, Malawi, Mozambique, Swaziland, Tanzania, Zambia and Zimbabwe. SATCC was established by a Convention in July 1981as a sector commission under SADCC. Its primary purpose was to reduce the economic dependence on South Africa and to forge links to create genuine and equitable regional integration. It was to do this by mobilising resources and international co-operation to promote rational and integrated utilisation of the various systems in the region.

By 1989, in the light of global and regional events and developments, especially the economic and political collapse of the state-driven development model in the Soviet Union and the prospects of change to majority rule in South Africa, it became increasingly clear that SADCC needed to change. The new SADC, which came into being in August 1992, established an economic community based on the prospect of the economic and political strength of a majority ruled South Africa coming inside the organisation.

The implications of this change in orientation meant that SATCC no longer would have as its primary purpose to work for reduced dependence on South Africa and primary task to identify and prepare programmes and projects for donor agency funding. Instead, its prime task now became to

promote "efficient, cost-effective and fully integrated infrastructure and operations, which best meet the needs of customers and promote economic and social development while being environmentally and economically sustainable."

Nordic support to SATCC reflected the changes in the mission of the organisation. From 1980 to 1990 it provided non-regional technical expertise to both staff and manage the secretariat (Technical Unit, TU) and its operations in Maputo. Its primary purpose was to prepare programmes and projects to rehabilitate and reconstruct transport systems that would provide SADCC countries with an alternative conduit, should there be a disruption of transport and communications through South Africa.

From 1990 onwards, however, the focus of Nordic assistance was on regionalisation of the secretariat by gradually replacing expatriate staff with staff from member states and by gradually increasing member states' share of the funding of the TU budget. The main part of the support, however, aimed to provide funding for the use of regional and Nordic expertise in the work of SATCC-TU.

The Evaluation

The evaluation was undertaken with the purpose in mind that it should provide findings, conclusions and lessons that could be useful to both donor agencies and to SATCC itself. As such, the evaluation approach has been one of seeking assessments of and commitments to past and future SATCC performance from the concerned departments and agencies in a selection of member states and various donor agencies.

The evaluation has been undertaken in two stages: a desk study undertaken by local consultants in Maputo, and a set of interviews with officials in Maputo, Gaborone, Pretoria, Harare and Windhoek. A workshop will be held in Maputo to discuss the draft report.

The evaluation has been divided into two parts, the first focusing on the Conference period 1980– 1990, when the primary purpose of SATCC was to reduce the transport and communications dependence on South Africa. A 1991 SATCC study, sponsored by CIDA has provided much of the basis for the assessment of that period.

The second part focuses on the recent period, 1994-1998, when the new SADC Treaty went into effect and the SATCC mission became significantly changed. The period in between, 1991-1993, was a transitional one characterised by the uncertainties about the future development in South Africa and SADC.

The Findings

The study finds that the approach taken by the Nordic agencies of focusing on the task at hand – preparation of projects and resource mobilisation – by staffing the secretariat with outside expertise through sub-contract with a consulting firm instead of an institution building approach, was appropriate. It contributed to the comparatively rapid build up of a portfolio of projects, which could be presented to the donor community already in 1980.

Equally, the approach chosen of packaging and presenting packages of projects under "port transport systems (corridors)" was highly successful for resource mobilisation. By the end of 1995 SATCC had been instrumental in raising commitments of concessional funding of almost USD 3.5 billion for 175 projects.

In terms of infrastructure there was in place by 1990 enough capacity of ports, railways, roads and airports that a disruption of the traditional channels through South Africa could have been countered by the SADCC countries through diversion of goods through these new corridors. However, because of a lack of attention to the less glamorous managerial and operational aspects, operations were conducted at a loss and at inefficient and less reliable levels. The returns on the assets invested were negative and totally insufficient to maintain and replace plant and equipment.

The summary conclusion regarding the support to SATCC during the Conference period would be that it was successful in meeting the political objective of making the member states less dependent on the South African transport and communications network. However, it failed to increase trade between the SADCC countries themselves or to change the trade patterns away from using the South African network.

During the Community period, 1994 – 1998, the main support to SATCC shifted to USAID, the World Bank and the European Development Fund, with residual and phasing out support from the Nordic agencies. With the new orientation of SATCC towards policy and operational co-ordination it has, with outside support, been highly successful in a broad-based approach to draft, process, get signed and ratified the new SADC Protocol on Transport, Communications and Meteorology. The entire process has taken only from September 1995 to September 1998, when more than two thirds of SADC member states had ratified the instruments. It has become an 85-page international Treaty, with hundreds of pages of annexed model legislation, guidelines and procedures. It commits the member states to far reaching policy reform in the direction of reducing state intervention in the operations of transport and communications services, nationally and regionally. Obviously, the timing was right and the broad-based process effective in creating involvement, ownership and commitment.

The series of interviews undertaken have revealed a high degree of commitment on the part of officials in the concerned sectors to both the policies and the SATCC machinery for implementing these policies. In many cases has the implementation of the provisions of the Protocol already started with legislation enacted and new agencies formed.

The Nordic support, in the form of the Nordic Trust Fund, with its flexible procedures, is seen as having been instrumental to engage regional experts for the workshops and studies undertaken. However, the utilisation of the Trust Fund has been very slow with remaining balances likely to lapse.

The EDF funded southern Africa Transport Integration Study has provided consolidated information and proposals, but is criticised for its costs, delays and its failure to look at transport and communications within the member states. It will, however, provide a platform for elaborating future support to SATCC in the co-ordination and monitoring of the implementation of the provisions of the Protocol.

The capacities of SATCC-TU, while improved, remain weak and will continue to require outside support. Member States are now funding the SATCC-TU budget, but are unlikely to be prepared to raise that budget sufficiently to include necessary legal policy expertise and IT specialists required to build SATCC into a knowledge centre for member states, associations and research and training institutions.

Lessons Learned

A key lesson from the support during the Conference period is that success does not necessarily require the build up of sustainable institutions. The support to SADCC was essentially politically motivated and commanded a strong support from the international community. The primary task – that of reducing physical dependence on South Africa – was essentially achieved. However, the second priority – of stimulating regional economic growth and integration – can only be achieved in close collaboration with the private sector. Trade is a matter mainly between commercial entities, not between states. From a macroeconomic viewpoint it is an *ex post* summation, not an *ex ante* parameter.

A second key lesson derived from the work on the Protocol is the importance of closest attention to timing, process and to keeping the momentum. The great policy change in public management towards separation of policy and regulatory functions on the one hand, and the provision and operation of public services on the other, was already underway in the OECD countries with developing countries likely to follow suit. The inclusion of South Africa with its capacities and expertise provided a great impetus and support for change, while the external support from the World Bank, USAID and EDF brought in access to international expertise and experience.

The choice of an international treaty to create co-ordinated and harmonised policies and legislation, and as a vehicle for change has also been very effective. By now the member states are committed at the highest level. To withdraw from the Protocol would require a major action.

1.   Introduction

The current evaluation is a post evaluation of the impact of a series of interventions undertaken jointly by Sweden, Norway, Denmark and Finland (to 1994) during the period 1981 – 1998. The purpose of these interventions has been to support the establishment and general operations of the secretariat – the Technical Unit (TU) – of the Transport and Communications Commission, SATCC, of the Southern African Development Community, SADC, formerly the South African Co-ordination Conference, SADCC.

The evaluation has been commissioned by Sida as implementing agency for the Nordic support and undertaken by ÅF Swedish Management Group during the period August – October 1998 as a desk study and a field review in Mozambique, Botswana, South Africa, Namibia and Zimbabwe. Terms of reference are attached in Appendix 1.

While the Management of SATCC-TU has in general been very cooperative, difficulties in communications between Sweden and Maputo has made it difficult to obtain detailed information regarding many of the activities supported by the Secretariat. Similarly, it has been very difficult for the local consultants engaged for the desk study to gain access to the project database and other relevant management information regarding the Secretariat.

Similarly, the length of the time spanned, 1980 to 1998, together with many reorganisations within Sida during that time, has made it sometimes very difficult to find relevant documentation. This applies in particular to the later half of the 1980s and the early part of the 1990s. Qualifications must therefore be entered regarding the findings regarding the appropriateness of the character, composition and volume during those periods. Similarly, the information made available regarding the management capacities of SATCC-TU, would not allow any confident conclusions regarding the efficiency or effectiveness in the utilisation of the Nordic Trust Fund, especially during the first years of the Fund. Neither has it been possible, without a more clear mission statement for the Commission itself, to assess the size, composition and qualifications of the staff of the Secretariat.

The strength of the evaluation, lies in the clear endorsement of the work undertaken on the Protocol and its adoption by the member states. Strategy and tactics have combined in a very successful process. Whether it will suffice to maintain momentum for further integration in the face of much larger political challenges facing SADC, remains to be seen.

2.   Programme Context

The Creation of SADCC

Developments in the Southern Africa region in the late 1970s were dominated by the achievement of independence of the former Portuguese colonies of Angola and Mozambique in 1976, the agreement towards majority rule in former Southern Rhodesia in 1981 and – above all – the UN sanctions and struggles against the racist minority regime in South Africa.

In May 1979 the Foreign Ministers of the Frontline States (Angola, Botswana, Lesotho, Malawi, Mozambique, Swaziland, Tanzania, Zambia and Zimbabwe) met in Gaborone to discuss economic co-operation to reduce their dependence on South Africa. They agreed to convene an international

Conference in Arusha, Tanzania in July 1979 (Southern Africa Development Co-ordination Conference, SADCC) with donor governments and international development institutions to seek support for their efforts.

At the following Lusaka Summit in April 1980 the governments of the independent states of Southern Africa adopted a *Declaration*[1] "Africa: Toward Economic Liberation" outlining their commitment to pursue common policies aimed at the economic liberation and integrated development of their national economies. This declaration sets out the objectives, strategies, priorities and directions of the new Southern African Development Co-ordination Conference, SADCC. It identifies regional co-operation in transport and communications as crucial to economic liberation of the region. Transport and communications were singled out as an area where reduced dependence on South African institutions was critical, particularly for the frontline states' access to international markets. It was also an area where SADCC member states could derive concrete benefits in a relatively short period of time.

A *Memorandum of Understanding*[2], signed in Harare 20th of July 1980 created SADCC as a de facto international organisation. It was to be governed by a Summit, made up of the Heads of State or Government of the member states (Art. II), and by a Council of Ministers (Art. III). Sectoral commissions (Art. IV) were to be established by the Summit, through the adoption of Conventions, to deal with co-ordination of programmes in functional areas.

The Southern Africa Transport and Communications Commission, SATCC, was established through the adoption by the SADCC Summit of a *Convention*[3] on 1 July 1981. Its key objectives were[4]:

· To provide co-ordination in overcoming transport and communications problems in the region;

· To provide economic and efficient means of transport and communications in the region;

· To achieve self sufficiency in the maintenance of equipment and plant;

· To achieve self sufficiency in technical manpower, training and development;

· To encourage the efficient utilisation of available resources for the betterment of transport and communications within the region.

From SADCC to SADC

In 1989, a meeting of SADCC Heads of State or Government in Harare decided that the organisation needed to change, given the major changes taking place in and outside the region:

· The end of the East-West confrontation and the reduced strategic importance of many of the countries in the Southern African region;

· The impending end run of the minority rule and apartheid in South Africa;

· The urgent need to move towards deepened regional integration and reduction in dependence on aid funding of development projects; and

· Changing donor agency policies and priorities.

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[1] See Appendix 2
[2] Ibid
[3] Ibid.
[4] CONVENTION ON THE ESTABLISHMENT OF THE SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION, Article II

The old Conference mechanism, SADCC, based on a Memorandum of Understanding therefore needed to be transformed and to be formalised and legally constituted. After four years of consultations a new organisation, the Southern African Development Community, SADC, came into being for the purpose of co-ordinating, harmonising and rationalising the policies and strategies for sustainable development of the member states. The 1992 Treaty recognises the fundamental principles of the Organisation as

· Sovereign equality of member states

· Solidarity, peace and security

· Human rights, democracy and rule of law

· Equity, balance and mutual benefit

Its main objectives, as outlined in the Treaty, are to

· Achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the peoples of Southern Africa and support the socially disadvantaged, through regional integration;

· Evolve common political values, systems and institutions;

· Promote and defend peace and security;

· Promote self-sustained development on the basis of collective self-reliance and the interdependence of member states;

· Achieve complementarity between national and regional strategies and programmes;

· Promote and maximise productive employment and the utilisation of natural resources and effective protection of the environment; and

· Strengthen and consolidate the long-standing historical, social and cultural affinities and links among the peoples of the region.

The new organisation, although still based on consensus decision-making, was expected to arrive at agreements that will be binding on the (currently 14[5]) member states, after ratification by each member. Such agreements were to be in the form of a series of protocols that would set out the principles and procedures under which the member states will conduct their co-operation.

> *A fundamental change in the character of the organisation occurred with the prospects of a changeover to majority rule in South Africa and its admission as a member of SADC in 1994. From being an organisation with its primary aim to reduce member states' dependence on a minority-ruled South Africa, the new SADC emerged as an institution where the vast capacities of South Africa could be drawn upon to further the economic and social development in the region. This is, however, a very sensitive issue reflected in the rhetorical question: Did South Africa join SADC, or did SADC join South Africa.*

The change in the mission of the Organisation was accompanied by an equally radical change in the approach towards the achievement of integration. The Windhoek Declaration and Treaty marked a turning point in the approach to regional co-operation in Southern Africa, complementing and replacing other co-operation instruments, e.g. SPA and COMESA. With the approval of a

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[5] Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, Tanzania, Zambia and Zimbabwe. South Africa joined in 1993, followed by Mauritius in 1995, Democratic Republic of Congo and the Seychelles in 1997.

new Framework and Strategy for Building the Community[6] the Organisation embarked upon a new, broad-based, participatory approach to integration. Its purpose was to ensure the full participation of the peoples and civil society institutions of the region in order to develop the consensus necessary for the Protocols that were to be the vehicles for and codify the new frameworks of harmonisation and integration.

The new SADC also reflects a more pragmatic approach to the task of integration. It is based on national sovereignty without the supranational institutions, which characterised the European Community and the European Union. Its approach is one of harmonisation of national legislation and procedures and building of stakeholder networks rather than by the creation of independent regional institutions. This is reflected in the distribution of the responsibility for sectoral co-ordination to individual member states and by the extensive use of working groups and meetings and by the very limited size of its secretariat. The central secretariat of SADC in Gaborone comprises of less than twenty professional posts, including posts financed directly by donor agencies. Similarly, the largest of the sector commission secretariats, SATCC Technical Unit in Maputo, contains only sixteen budgeted professional posts, augmented by project personnel for specific tasks.

The task of doing the preparatory policy work is therefore largely left to working groups of officials and stakeholders, supported by non-regional and regional expertise financed by international donor agencies.

SATCC

With the conversion of the Conference into a Community in 1992 SATCC became a Sector Commission under Article 12 of the Treaty. However, its new functions and institutions were legally constituted only with the entering into effect of the SADC Protocol on Transport, Communications and Meteorology in September 1998. The new functions of SATCC, include[7]

· Overall assessment of the adequacy of the transport, communications and meteorology networks to support economic growth and development in the region;

· Adopting a regional transport, communications and meteorology sector policy agenda and development strategies;

· Considering and approving amendments to the agenda and strategies affecting matters of principle;

· Providing policy guidance in response to matters referred to it by the Committee of Senior Officials;

· Considering and approving the annual budget recommended by the Committee of Senior Officials for submission to the Council in the manner contemplated in Article 12 of the Treaty;

· Approving implementation strategies co-ordinated and developed by the Committee of Senior Officials and sub-sectoral committees;

· Considering and approving of the sectoral Annual Report for submission to the Council;

· Submitting proposals to the Council for the amendment of the provision of this Protocol; and

· Approving new or amending existing annexes to the Protocol.

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[6] SADC Council of Ministers, Harare, January 1993
[7] SADC Protocol on Transport, Communications and Meteorology, Art. 13.4

The functions of SATCC-TU are provided in Articles 13.9-18 of the Protocol. The main function of TU is

> *"… providing technical, implementation and monitoring support to all the implementation agencies with the implementation of the provisions of this Protocol, monitoring compliance by Member States with their obligations in terms of this Protocol and providing secretarial and administrative support to the SATCC and to this end, may receive requests for assistance from all components the SATCC."*

The Technical Unit forms part of the SADC secretariat (Art. 13.16). It follows SADC Financial Regulations, Standing Orders and Rules, and SADC Terms and Conditions of Service (Art. 13.15).

The previous Working Groups under SATCC have now been replaced by eight regional Sub-sectoral Committees (Art. 13.6), SCOMs. These form the key working bodies of SATCC and are intended to include non-voting consultative members from other regional bodies.

The following Chart illustrates the new SADC and SATCC organisation at the regional and natio-nal levels:
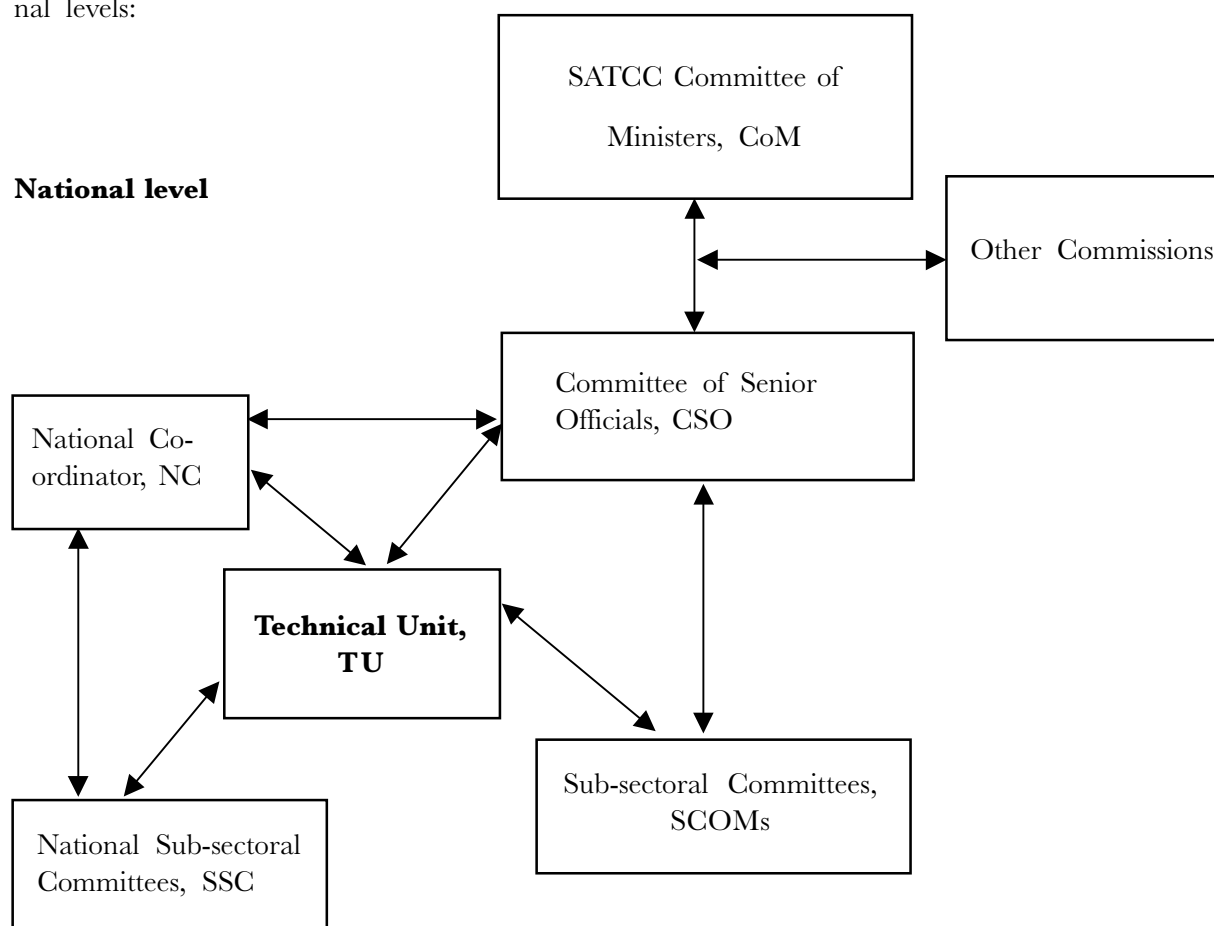
National level

The organisation at the national level is intended to be based on broad participation in consulta-tions by stakeholders, such as service providers, users/customers, labour organisations and other government regulators.

Nordic Support to SATCC

In September-October 1980 SIDA financed and organised the preparation of a SATCC report containing proposals for 97 projects in the transport and telecommunications sector. These were presented to the Second SADCC held in Maputo in November. One of the project proposals included the establishment and staffing of "Technical Units" within the Secretariat of SATCC. The justification for manning the Secretariat and the technical units with expatriate personnel was the acute shortage of such expertise in the SADCC area outside South Africa.

The purposes[8] of these technical units were to:

· "Identify the actual patterns of traffic between the countries in the region;
· Identify the potential suppliers of transport and communication equipment within and outside the region; and
· Prepare and present to the Co-ordinating Committee recommendations on policy and program-mes relating to transport and communications and report on the activities of the Technical Units."

At a meeting in Copenhagen on 17 December 1980[9] representatives of the donor agencies of Den-mark, Sweden, Norway and Finland (the Nordics), agreed to organise a joint working group to deal with all aspects of Nordic assistance to SATCC. It agreed to finance interim assistance to establish the Secretariat of SATCC and to prepare for a Nordic support project through 1983, totalling SEK 14 million. SIDA was designated as administering agency on behalf of the other Nordic agencies.

The Swedish contribution was financed from the budget allocation for regional development co-operation within the bilateral programme (litt. III C 2).

A Danish consulting firm, Hoff & Overgaard, was selected for the interim project and, later, a Swedish consulting firm, SWECO, for the main project. The project was subsequently extended in periods throughout the 1980s.

Nordic support under the SADC Treaty
The justification for donor agency support therefore changed from one of provision of technical expertise to reduce the dependence on South African institutions, to one of institution building for the economic integration and development of the Southern Africa region. Consequently, the early 1990s saw a change in the Nordic approach to the support for SATCC and its secretariat, whereby the staffing of the secretariat would be gradually regionalised and its budget funding taken over by the member states. The functions of the Commission were equally shifted from the preparation of investment projects to be presented for donor funding to one of regional co-ordination and harmo-nisation in the transport and communications sector.

It has not been possible to establish a comprehensive picture of the Nordic support to SATCC TU and to projects during the 1980 to 1989 period. However, Nordic support during 1990–1994 amounting to SEK 46 million, had as its primary purpose to phase out the expatriate assistance to the Secretariat and replace it with staff recruited from the region. This objective was essentially reached by the end of 1993[10]. However, a further need for transitional assistance was identified and a further support of SEK 27 million for the period 1994 -1998 was agreed[11], covering the following items:

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[8] Sida document dated 80-09-03
[9] Udenrigsministeriet, Referat 6 January 1981
[10] *Fortsatt stöd till SATCC Technical Unit I Maputo,* SIDA, Infrastrukturbyrån, Sven-Åke Svensson, Föredragningspromemoria December 22, 1993
[11] Excluding FINNIDA which, due to budgetary constraints, declined to participate

Table 1: Nordic support to SATCC 1994-1998 (SEK '000)

Item	Budget	Actual 30/9-96
1. Support to operational costs	4,100	2,563
2. Support to Replacement and Maintenance Fund	328	301
3. Staff Houses	4,100	4,100
4. Nordic Trust Fund	14,760	2,506
5. Contingencies, etc.	2,412	12
6. Evaluation, etc.	1,300	41
Total	27,000	9,523

The Nordic Trust Fund, established in 1994, was intended to be used for the support to the sub-sectoral working groups, consolidating previous support given individually by the Nordic countries. Funds were to be committed by the end of fiscal 1997 and spent before the end of the agreement period, emphasising the firm intention to terminate Nordic assistance by that date. The following table shows the use by sector and projected status of NTF as at the end of the programme period, 30 June 1998.

Table 2: Use of Nordic Trust Fund as at 30 June 1998

Sector, use	USD '000
A. Macro Planning and Co-ordination	234
B. Information Centre	45
C. Roads and Road Transport	368
E. Ports and Shipping	51
F. Telecommunications	16
G. Civil Aviation	226
H. Meteorology	162
I. Postal Services	136
J. Human Resources	84
Total	1321

Source: Documentation for Final Meeting on the Nordic Support to SATCC-TU, 2 June 1998

The unutilised balance of NTF would therefore amount to approximately USD 524,000.

3.   Evaluation Method

The primary purpose of the Study has been to find lessons that can benefit both donors and SATCC in designing support for future activities. The focus of the Study has therefore been on the development impact of the Nordic support to SATCC and its secretariat as an institution and towards its mission. Indirectly, it has focused on the impact on the missions of SADCC and its successor SADC. Of particular interest is the effect of the dramatic change of mission that occurred during the changeover and its impact on the results of the Nordic support. While the primary mission of SATCC during the Conference period was to reduce the dependence of the Frontline States on the infrastructure of a minority-ruled, racist South Africa under UN sanctions, the primary mission of the Community is the growth and development of the region with a majority-ruled South Africa as a vital and driving member of the Community. The strategic implications of this change were discussed in a memorandum commissioned by Sida in 1991[12].

This has compelled the evaluation discussion to be divided into two parts, one covering the support during the Conference period and the other on the support to a SATCC from 1991 building the Community.

The evaluation method has been based on two approaches. The first one has been a desk review and analysis of existing documentation (evaluations, studies and reports) undertaken by local consultants familiar with SADC and SATCC operations, in order to identify the logical structure, principles and design of the support. The research questions have essentially been around

· Why was Nordic support provided to SATCC;
· How was it designed;
· What was the outcome; and
· What lessons can be learned from these interventions.

The second approach has been a series of structured but open interviews with senior staff of the secretariat, project staff and with the National Co-ordinators and other representatives of a selection of member states (beneficiaries): Mozambique, Botswana, South Africa, Zimbabwe and Namibia. A list of officials interviewed is attached in Appendix 2. The issues explored centred around:

· The process of the preparation and ratification of the Protocol
· The implementation of the Protocol
· The EDF sponsored Southern Africa Integration Study

The evaluation main findings and lessons learned were presented and discussed at a workshop with the senior management of SATCC-TU in Maputo on 2 October, 1998. A further workshop to discuss the draft report was held in Maputo on 3 December 1998 with participation by SATCC and SATCC-TU, Sida, DANIDA, USAID and the European Delegation.

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[12] AFI, "The role of SATCC and its Technical Unit in a post apartheid perspective", H. Abrahamsson 28.7.1991

4.   The Evaluation

Supporting Reduced Dependence on South Africa: 1979 – 1990

In the 1970s the Nordic governments strongly endorsed the various UN and UN Conference resolutions calling for the independence of colonial states and territories and for an end to the majority rule in South Africa and to the apartheid policies of its minority based regime[13]. Therefore, when, at the second SADCC, a request was put forward for assistance to reduce the dependence of the independent Southern African states on South Africa, the Nordic governments responded[14] by offering to support the establishment of a transport commission in Maputo. Its task was to be co-ordination of the regional projects.

Southern Africa: Towards Economic Liberation

A key problem of the newly formed SATCC was the shortage of expertise within SADCC in both economic and technical areas. The former British colonies in particular had had their economic structures focused on and integrated with the South African economy, leaving the newly independent states largely dependent on South African institutions for their management and financing. With South Africa excluded and the target of sanctions there was an acute shortage of management capacity and financial resources for both national and regional efforts to develop the infrastructure and economies of SADCC member states. The rapid build up of a technical capacity, primarily geared to the preparation of plans and projects for rehabilitation and re-orientation of the transport and communications system for donor financing, became a top priority for the newly formed commission.

SATCC during the Conference period – the 1991 Review

A CIDA sponsored comprehensive SATCC review[15] of the experiences and future prospects for SATCC during the 1980s highlights the negative impact of the disruption to regional transport and communications services caused by internal conflict in the two key coastal states of Angola and Mozambique which persisted throughout the 1980s. Given the location of SATCC in Maputo, this had a major influence on the approach taken by the regional institutions and the relative priorities of the projects, which they developed. The Paper also underscores that SATCC, by its mandate, was above all a co-ordinating body with no executive powers. Its way of operating therefore had to be in a complementary fashion, relying on the active participation of national institutions. As such, it could not be involved in or influence national policies or procedures. Instead, it had to focus on mobilisation of resources and encouraging operational co-ordination of nationally controlled projects.

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[13] i.a. GA resolution 3411 C (XXX) of 28 November, 1975; Security Council resolution 418 (1977) of 4 November, 1977; the Paris Declaration on Sanctions against South Africa of 27 May, 1981

[14] see letter to the Government of Sweden from SIDA, dated 1981-07-10 on Nordic support to the Transport Commission for Southern Africa

[15] SATCC, Development and Integration of Transport and Communications in Southern Africa: Past Experience and Future Prospects for the SATCC, SATCC Issue Paper No. 1, Maputo, November 1991

Resource Mobilisation

In terms of mobilisation of resources, the results over the ten-year period did far exceed the original expectations. While the 1980 Declaration estimated that over USD 1.5 billion would be needed to finance urgent regional transport and communications projects over the decade, at the end of 1991 the total SATCC Programme stood at more than USD 6.5 billion, of which USD 2.8 billion had already been secured from international and bilateral development agencies with a further USD 0.5 billion under negotiation. The most important contributions came initially from the Nordic agencies (Denmark, Finland, Norway and Sweden) together with Canadian and Italian agencies, while, after 1986, USA, UK, Germany and the World Bank began to participate to a more significant degree.

The review also quotes an Economist Intelligence Unit report[16] which highlighted the political aspects of SADCC – including two proclaimed Marxist states – and SATCC and that it was likely that US and UK economists quite simply did not believe that the SADCC states could provide an effective alternative to the transport services available through South Africa. The report, however, also pointed out that neither did the East Bloc countries to any significant degree support SADCC, due to suspicions regarding the policies of other SADCC members.

With increasing popular and political support for sanctions against the apartheid regime in South Africa, however, the US and UK governments came under increasing pressure to re-examine their attitudes towards SADCC, with support for SATCC seen as a more constructive approach. During 1986-88 the USA, UK, West Germany and the World Bank became major contributors to SADCC programmes, particularly in the transport sector.

Credit for the success of the ability of SATCC to attract financial support was also given to the new formula of packaging and selling infrastructure projects, introduced in 1984 by the Technical Unit. SATCC began to group projects around the idea of "port transport systems" which allowed projects to be consolidated under a common objective and therefore more comprehensible to funding agencies. These transport systems were:

·   Dar Es Salaam

·   Nacala

·   Beira

·   Maputo

·   Lobito

·   Namibe (1990)

During 1986-1991 SATCC had prepared seven comprehensive development plans[17] with a total foreign exchange component close to USD 3 billion.

The Issue Paper rates SATCC as having been able to mobilise relatively large amounts of financial support and also as "…extremely successful in tapping a broad spectrum within the international funding community. At the beginning of 1991 the SATCC had obtained financial support, or was in the process of final negotiation for such support, from 10 multilateral and 23 bilateral sources.

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[16] SADCC in the 1990s: Development on the Front Line, EIU Special Report 1158, September 1989
[17] Beira Port Transport System, Telecommunications 10 year Development Plan, Lobito Port Transport System, Limpopo Rail Line and CFM(S), TAZARA Revised 10 year Development Plan, Zambia Railways 10 year Development Plan and Civil Aviation Safety Action Plan

Although there are many contributors, the USA, UK, Canada, the Nordic Countries, Italy, France, the EEC and the World Bank are the largest by a considerable margin."

Infrastructure Development
While SATCC does not involve itself directly with the actual implementation of the projects, it nevertheless monitors the progress and reports in a consolidated way to the funding agencies at the time of the annual SADCC Consultative Conference. It is therefore not fair to assess SATCC for shortcomings in the implementation of these projects. However, the Paper highlights some major contributions to transport facility infrastructure developments:

· Major improvements to the four eastern port transport systems;

· Significant advances in civil aviation (all member states have at least one international airport) and in telecommunications (all SADCC states have one earth station);

· Port staff training facilities have been established in Dar es Salaam and Maputo and training programmes in the postal sector have been initiated; and

· The capacities of key transport facilities have been augmented.

As a concluding remark the review notes that the overall capability of the SADCC transport systems appear to be more than adequate for projected demand.

Operational Co-ordination
With the completion of the design of major investment plans, SATCC began in the late 1980s to shift its attention towards toward improvements in operational co-ordination. In 1989 SATCC commissioned a region-wide study[18] of operational problems, which yielded nearly 100 specific recommendations. It listed a number of reasons for the limited success:

(a) The emphasis on investments at the expense of the less glamorous operational issues;

(b) The lack of capable staff;

(c) The lack of commercial orientation among decision makers;

(d) The low priority given by some ministries to their representation at working group meetings;

(e) The lack of input from other related government agencies; and

(f) The lack of a mechanism to effect binding commitments to timely implementation of agreements reached

The review notes that, while there have been some notable successes, e.g. in the areas of civil aviation and airline co-operation, the operational issues will be the major area of attention for the SATCC agenda of the 1990s.

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[18] "Preparation of a Regional Transport Operations Plan", SLI Consultants, April 1980

Summary Conclusion on SATCC Activities

The Issue Paper concludes its review of the main areas of activity of SATCC, that

> *"SATCC has achieved remarkable success in marshalling financial support for its programmes. Through its sponsorship it has enabled the rehabilitation, construction and procurement of major infrastructure components in order to increase the capacity of its transport and communications facilities. The Commission has also had some success in improving operational co-ordination between its members and in prescribing workable operational improvements for specific segments of the transport system. It realises that more effort is required in the future and has already tailored its activities to some extent to ensure that further progress is made."*

Fulfilment of Objectives

However, success for SATCC must be measured by its impact against the overall objectives of the Commission and its parent organisation, especially those of reducing the dependence on the transport and communications services of South Africa and on the improvements in the creation of more efficient services in the region in these sectors.

It is argued in the Issue Paper that SATCC has been successful in rehabilitating and constructing the capacity to make the region less dependent on the South Africa transport system and able to divert its trade, should there be a disruption in the use of the South African routes. In this respect, SATCC has had a considerable degree of success. Equally, some of the landlocked SADCC members – Malawi and Zambia – were in 1991 making more use of SADCC ports than they were in the mid 1980s.

"On the down side, however, there was little alteration in the overall pattern of port usage for Zimbabwe traffic between the mid 1980s and 1989, although this might now be changing. Also Swazi overseas traffic through Maputo is presently about one-half the volume it was in 1981/82 and has shown a consistent downward trend. Overall, more than 2.5 mn tonnes of cargo from Malawi, Swaziland, Zambia and Zimbabwe transited South African ports in 1989.

Numerous reasons combine to explain this, but the most important is that the security conditions in Mozambique have clearly militated against the use of that country's transport services. This is particularly true in the case of Malawi and Swaziland which, despite theoretical cost advantages in utilising Mozambican ports, continue to ship to the south. Apart from the security difficulties it also appears that the southern routes in some case still provide cost advantages and, perhaps more important, a reliability that has yet to be established within the SADCC systems. Even when the security constraints in Mozambique are eliminated it is not automatic that SADCC systems will significantly increase their traffic share.

In aviation the situation is somewhat more optimistic. The advances made in flight scheduling by regional carriers have been notable. The effect has been to greatly reduce the necessity of transiting through South Africa while enroute between most SADCC capitals."

"Reduction of dependence within the telecommunications sector has also been demonstrated. The routing of telecommunications traffic has been so altered as to significantly reduce the utilisation of the South African system. For example, at the beginning of the 1980s more than 12 percent of SADCC telecommunications traffic transited through South Africa. By 1988/89 this had been reduced to less than 4 percent. Further, in 1980/81 only 11 percent of total SADCC traffic was between the SADCC states."

Increased Transport Efficiency

The Issues Paper acknowledges that regional transport operators still have a considerable way to go to improve cost efficiency, although data available are insufficient to allow comparisons. A study by the World Bank[19], however, indicates that, at least for the regional railways, major problems remain, e.g.

· Partial or total closure of some rail lines for security reasons;

· Low productivity of rolling stock and labour;

· Lower level of services to shippers, resulting in a shift of freight from rail to road;

· Low to negative return on assets.

The World Bank study estimates that the SADCC railways as a group in 1988/89 lost USD 265 million. A key reason for these losses was a lack of commercial orientation and operational difficulties on the part of the individual railways.

SATCC and Regional Integration

"Despite stated commitments to increasing intra-SADCC trade, and low, though consistent, overall trade growth through the middle to late 1980s, the SADCC states have had little success in increasing trade among themselves. Intra-SADCC trade has in fact remained at less than 5 percent[20] of total SADCC trade with virtually no change at all between 1982 and the later 1980s." The main reasons given for this are:

· A continuation of trading patterns from colonial times which perpetuate links between regional consumers and, particularly, European suppliers;

· A general belief, sometimes justified, that the quality of SADCC produced goods is inferior;

· Constraints on producers of exportable items in obtaining, or retaining, after sale, foreign exchange to purchase materials and equipment;

· Lack of ability in the marketing and pricing of export items;

· Limited complementarity in exportable products between the SADCC states.

Summary Conclusion of the Issue Paper on the 1980s

"Looking back, it is apparent that the pursuit of improvements in financial performance of the services provided, at least in the transport sector, was not a high priority for SATCC during much of its first decade. The overriding concern was to reintroduce services at sufficient levels so as to guarantee the movement of essential goods. This more often than not required the reconstruction of major infrastructure elements and the provision of large inputs of equipment and technical assistance. Success in such endeavours can now largely be claimed. However, partly as a result of the enormous investment which has occurred, often in an attempt to install surplus capacity for reasons of insurance, the majority of service operators, particularly SADCC railways, now face a difficult task of operating on a financially sound basis. At present this is perhaps the greatest challenge facing the Commission and the transport services which fall under it.

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[19] "SADCC Transport Corridors: Study of Financial Strategy", Draft Final Report, World Bank, November 1990.
[20] Today, after inclusion of South Africa, it stands at 19 per cent

One of the most significant changes faced by the Commission at the present time is the transfer of operating, funding and staffing responsibilities of the Technical Unit from the Nordic countries to the SADCC states. During the initial ten years, the Technical Unit developed into an efficient organisation with a reasonable degree of professional capability and sufficient resources to enable it to carry out its responsibilities satisfactorily. The effectiveness of the Unit has in no small way contributed to the Commission's overall success, particularly in the mobilisation of investment resources. It is, therefore, essential that the Unit be allowed to continue to function as a truly regional body, unimpeded by national self-interest. It might also be argued that the specific skills required within the Technical Unit need some realignment in light of a shift in emphasis from the development and marketing of investment projects to that of operations."

5. SATCC in the 1990s: The Southern African Development Community

Both the global development situation and that of Southern Africa in the middle and late1990s is dramatically different from that of the 1980s. Globally, the strategic and ideological conflict between East and West is no longer and the economic development paradigm has changed away from state control and interventionism toward market-oriented, private sector driven growth and development. Foreign or domestic direct investments, privately funded, are taking the place of grant- or concessionally funded development assistance. In very broad terms, the new role of the state has become to provide the enabling and/or protective regulatory framework and to safeguard fundamental human and democratic rights.

In Southern Africa, the change toward majority rule in South Africa has fundamentally altered the security and development situation in the region. Instead of being the threat and target, South Africa has become the major driving force for development and peace in the region. With the Government of South Africa pursuing a policy of free trade and market-oriented policies for economic growth it has rapidly become the main market for the exports of the surrounding countries and the main source of consumer goods. Its banks and companies have also become the major investors in the surrounding countries. The Southern Africa Customs Union, SACU[21], originally formed in 1969, is virtually a free trade area with a common external tariff.

As indicated earlier, the 1980s SADCC was in 1992 converted into a new Treaty-based organisation, SADC with the main purpose to co-ordinate, harmonise and rationalise member states' policies and strategies for sustainable development. Its main instrument is the elaboration and ratification of issue and sector Protocols, which will establish legally binding commitments on the part of member states. The new organisation, however, retained most of the institutional set-up of the old SADCC: Annual Summit of Heads of State, Annual Council of Ministers, Sectoral Commissions, Standing Committee of Officials, Secretariat.

The impact on SATCC of the change is first and foremost the shift in emphasis from preparation of programmes and projects for donor funding to

(a) achieve increased and effective operational co-ordination;

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[21] Botswana, Lesotho, Namibia, South Africa and Swaziland

(b) achieve efficiency, cost effectiveness and competitiveness of the transport and communications systems in order to ensure sustainability if the systems and maximise their contribution to social and economic development of the region;

(c) achieve compatible technical systems within the region;

(d) achieve efficient and harmonised rules and regulations related to intra regional traffic and trade; and

(e) assist the member states in promoting research and production of equipment for the transport and communications sectors.

The changeover of SATCC and TU during the early years of the 1990s has not been without problems. The unclear legal position of SATCC during the transition to the new Community together with the regionalisation of the staffing of TU had a negative effect on its activities [22]. Similarly, it is not clear that Sida had a focussed capacity building strategy for the regionalisation of TU. It seems to have been mainly a matter of finding suitable regional candidates for the posts to be filled. However, by the end of 1993 the change was essentially accomplished.

The two main events during the period have been the work on the Sector Protocol and the EC sponsored Transport and Communications Integration Study for Southern Africa. While much of the interviews with national officials of the member states have focused on assessing the extent to which the Protocol with its far-reaching policy changes has been accepted by these member states, it has become clear that it represents a remarkable achievement, accomplished in a spectacularly short period of time. This will be further elaborated below. The Nordic Trust Fund, with its flexible mode of operation, has been a useful funding tool in the work on the Protocol.

Developing the Sector Protocol

A key instrument for the harmonisation of the legislation and procedures of the member states is the preparation of sector and issue protocols. These protocols have treaty status and have to be ratified by the individual member states and enter into effect only upon ratification by two thirds of the member states. The most successful of these preparations to date, is the preparation and ratification of the SADC Protocol on Transport, Communications and Meteorology. The following section provides a description of the process of preparation of this Protocol.

The SADC Protocol on Transport, Communications and Meteorology -The Protocol- started to be developed in September 1995. The development of The Protocol was a fundamental part of the SADC Transport Efficiency Project (STEP) implemented by the Southern Africa Transport and Communications Commission (SATCC) and the four-year Policy Analysis Assistance to SATCC (PAAS) project sponsored by the United States Agency for International Development (USAID). Consultancies were also funded from the Nordic Trust Fund.

The idea behind the development of a Sector Protocol is to harmonise policies and procedures to create the basis for developing integrated transport in the Region. Its strategic goals related to integrating regional transport are:

· Integrating transport networks by implementing compatible policies, legislation, regulations, standards and procedures;

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[22] See Sida Föredragningspromemoria Fortsatt stöd till SATCC Technical Unit i Maputo of December 22, 1993

- Securing sufficient domestic funds for the maintenance of infrastructure and services, and eventually, financing their provision;

- Eliminating bottlenecks and difficulties to the "free" movement of persons, goods and services;

- Building strategic partnerships between governments and the private sector, and restructuring commercially viable state entities and utilities.

These goals are supported by specific aims for each of the transport modes and for institutional strengthening. The Protocol thus sets out a total approach for facilitating trade and contributing to economic growth, within harmonised and integrated transport networks. A key element of the new Protocol is the need for basic policy reforms[23]

- Ensuring that maintenance of public infrastructure is adequately funded and that maintenance is carried out timorously and cost-effectively;

- Relinquishing any public sector role in the operation of public facilities and services in favour of relying entirely on the private sector to operate facilities and services;

- Inducing private sector investment in public infrastructure and equipment and reducing the public sector role in infrastructure provision;

- Avoiding market distortions, which can result from such government interventions as subsidisation of infrastructure provision and/or of public services;

- Minimising economic regulation of public services in favour of extensive and effective monitoring of services, with public sector interventions only when there is evidence of market failure; and

- Strengthening the public sector role to safeguard public safety and to protect the environment.

From its inception, until the present dated the following were the major milestones in its development

- During January-July 1995, SATCC-TU organised three regional workshops and 11 national workshops for the purpose of a discussion of what needed to be included in the Protocol, in terms of regional objectives, policies, strategies for attaining those objectives, and institutional reform. All of these workshops included a wide range of stakeholders from both the public and the private sectors.

- During September 1995-January 1996, SATCC-TU, assisted by PAAS, prepared a First Draft Protocol, based on the conclusions of the workshops. The draft contained notes on matters upon which there did not yet appear to be full agreement. Mauritius was brought into the Protocol development process in November 1995.

- During February-June 1996, the First Draft Protocol and, subsequently, a Second Draft Protocol, were widely distributed for comment. Comments responded to both the draft text and the notes. These comments permitted the SATCC-TU to finalise the Protocol, which was approved by the SADC Summit in August 1996 in Maseru. By September 1998 the Protocol had been ratified by the legislative authorities of two thirds of the member states and thus entered into effect.

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[23] As outlined in PAAS, Achieving Surface Transport Efficiency in the Southern African Development Community (SADC), (A Status Report at the End of the Third Year), First Draft 29 September, 1998, Maputo, Mozambique

· The implementation of the Protocol began before it was ratified with a major workshop for that purpose in January 1997. A Protocol Implementation Action Plan (PIAP) for the region was widely distributed to both public and private sector stakeholders and discussed at the workshop. It was subsequently revised on the basis of conclusions reached at the workshop. The revised PIAP is now known as the Macro Action Plan (MAP) for Protocol implementation in the region. Delegates at the workshop included also representatives of the private sector (about 25%). Thus, the MAP is a product, like the Protocol itself, of the consultative process, and represents the consolidated views of the region's public and private sectors.

The January 1997 workshop gave high priority to the necessity of forming national co-ordination teams for Protocol implementation. In February 1997, the SATCC-TU sent out a request to all members of the Committee of Senior Officials to send notification of the appointment of National Co-ordinators, Subsectoral Co-ordinators, and Alternate (or Deputy) Subsectoral Co-ordinators.

As at present all Member States have completed making these appointments. The standard size of a National Protocol Implementation Co-ordination Team (N-PICT) is 18 persons.

Together, the N-PICTs from the twelve SADC Member countries (The Seychelles and the Democratic Republic of Congo are still in the process of appointing their co-ordinators) and the SATCC-TU constitute the Regional Protocol Implementation Co-ordination Team (R-PICT). This team of over 100 individuals has the major task to monitor and review from time to time what has been made or what has been accomplished as far as The Protocol.

Micro Action Plans (MICAPs)

As a start to the implementation of the Protocol, SATCC-TU in April and June 1997invited members of the road subsector co-ordination teams to attend SATCC Workshops to discuss the role of a Subsectoral Co-ordinator, and the elaboration of the regional MAP into Micro Action Plans (MICAPs) at the national sub-sectoral level.

Following regional Co-ordination Workshops (RCW) held in August 1997 it was decided that the next step in the Protocol implementation process was to be in the twelve Member States, through National Protocol Implementation Workshops (NPIW). The purposes of these workshops would be to

· Ensure continued broad support from the private sector for implementation of the Protocol, and to involve the private sector in monitoring the implementation.

· Establish working relationships between each Subsectoral Co-ordinator and his or her "core group" of public and private sector stakeholders.

· Establish an effective national protocol implementation co-ordination mechanism.

· Develop a "team spirit" in the N-PICTs.

· Develop working relationships between each of the N-PICTs and the SATCC-TU, as the SACC-TU will provide a National Workshop Facilitation Team (NWFT) to assist with the preparation for, and the conduct of, each NPIW.

· Reach agreement on national representation on each of the SATCC Subsectoral committees (SCOMs), with the understanding that public and private sector groups will be represented on the SCOMs through the consultative membership of their respective national bodies.

The South African Transport and Communications Integration Study

The EDF funded Transport and Communications Integration Study, on the other hand, has, apart from the dubious distinction of, at a total cost of 6.8 million ECU, being the most expensive EDF study ever, been marred by a lack of a clear objective, by delays and by the de facto cancellation of its second, follow-up phase. The responsibility for its failure should, however, not primarily be laid at SATCC.

Nevertheless, the final report of the Study has become significant to SATCC as it places SATCC TU as the central organisation for co-ordinating the package of projects identified under the Study. It also proposes a significant 5-year support project of USD 12.5 million to strengthen the capacity of SATCC TU to take a co-ordinating role in the implementation of the Protocol.

6.   Findings

Nordic Support to SATCC during the Conference Period

Focus on the Task

The Nordic support to SATCC was primarily a response to the political and security situation of the Frontline States in Southern Africa. It was fully in line with the Nordic countries and the international community's support[24] for the struggle against the minority regime in South Africa. The task at hand was to break or reduce the dependence of the Frontline states on a transport and communications system geared primarily to the needs of and controlled by South Africa, where the region's technical and managerial resources were located.

A further consideration must have been that SADCC – and SATCC – as a comparatively loose and weak organisation among states was perceived as essentially a temporary organisation held together primarily by its common interest of breaking the infrastructure bonds with South Africa, rather than by any wish to form an economic and political community or union. With the hard fought for independence very fresh in the minds of the national political leaders, it was nation-building that was foremost on their minds, not devolution of sovereignty to regional institutions.

The primary focus for the support was therefore on rapid rehabilitation of transport and communications corridors other than through South Africa and a re-orientation of trade routes. With the acute shortage of technical expertise in the region outside South Africa, it became a prime task to bring in expertise from outside the region to establish and staff the secretariat as well as designing and implementing projects. Longer term institution-building aspects were of less importance during this initial phase. After all, SADCC was intended as a temporary institution to accomplish a certain task.

The strategic choice of sub-contracting the secretariat function to a consulting firm must therefore be seen as a rational one, putting priority on rapid start-up and task performance over the slower capacity building approach. This has, as demonstrated by the 1991 study, been borne out by the comparative success in resource mobilisation and infrastructure development.

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[24] UNGA resolution 3411 C (XXX) 28 November 1975; UN Security Council resolution 418 (1977); the Paris Declaration on Sanctions against South Africa, 27 May 1981; UNGA resolution 36/172, 17 December 1981

Resource Mobilisation

The approach chosen by SATCC-TU to package and present whole "port transport systems" for donor agency funding proved to be highly successful. Again, as demonstrated in the 1991 review, initial funding requirements were more than met and total resources secured during the 1980s totalled close to USD 3 billion with a further 0.5 billion under negotiation.

While the SADCC annual consultative conferences have been criticised for being too late in providing donor agencies with necessary background information[25], the level of funding secured has been very high, 55 percent. The following table shows the number of projects, their costs and funding secured or under negotiation as at September 1995.

Table 3: Projects and funding as at end September 1995
(USD million)

Purpose	No	Total cost	Secured	Under negotiation	% secured/ neg
Operational Co-ordination	26	146.2	65.8	30.5	66%
Training	8	132.2	33.7	17.5	39%
Maputo Port Transport System	14	956.0	377.4	56.2	45%
Beira Port Transport System	6	268.3	222.6	14.6	88%
Nacala Port Transport System	5	314.1	176.7	73.7	80%
Dar es Salaam Port Transport System	7	935.2	516.8	67.7	63%
Lobito Port Transport System	5	594.7	81.1	44.3	21%
Intra-regional Surface Transport	35	1601.5	777.5	89.2	54%
Civil Aviation Projects	29	214.1	108.2	15.3	58%
Telecommunications	27	1282.4	630.3	141.9	60%
Meteorology	9	19.0	1.6	0.0	8%
Postal Services	4	10.7	0	0	
TOTAL	175	6474.4	2991.7	550.9	55%

Source: SATCC Project Database

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[25] See comments in Danida, Det Sydlige Afrika, Strategi for dansk regional bistand, Köbenhavn 1997

Infrastructure Development

The 1991 SATCC review describes a situation of considerable achievement by member states in actually implementing the projects prepared by SATCC. By the end of 1992 it was estimated that the capacity, under normal conditions, of SADCC ports and rail corridors would exceeded the existing demand. Furthermore, it was estimated that it would by then have sufficient capacity to handle a possible disruption of services through South Africa. 128 investment projects with a total investment of close to USD 4.7 billion had been initiated for the corridors.

Operational Co-ordination

The area where SATCC was least successful was in operational co-ordination and management. Only 34 projects with a total budget of less than USD 300 million had been proposed for donor funding in the areas of operational co-ordination and training. More visible investment projects were clearly given priority over less glamorous operational issues. All railways operated at a significant loss, limited attention was given to maintenance and replacement of equipment. This can to a large extent be explained by the policies pursued by individual member states for state-run and state-owned operations of transport and communications systems, with little attention to productivity and efficiency.

Sustainability

It needs to be acknowledged that the projects prepared by SATCC were implemented under very difficult conditions. Implementation relied on the individual member states and their institutions. A state of overall and internal conflict with violent disruptions persisted in Mozambique and Angola during the period and the other member states were struggling with an often-difficult nation-building process following their independence. Nevertheless, it would, with the benefit of hindsight, seem that inadequate attention was paid to the institutional and policy framework within which the projects were implemented. The lack of management skills and commercial orientation on the part of implementing agencies has led to a situation where the investments failed to yield an adequate return on the assets to permit maintenance and replacement the physical investments and equipment.

Overall Assessment

A summary conclusion would be that the support to SATCC and TU was successful in meeting the political objective of creating the capacity within SADCC to avoid being held hostage to disruptions of the trade routes and telecommunications through South Africa. Nevertheless it failed to make the new and improved regional infrastructure into a strong force for regional integration of trade within the SADCC area. As pointed out in the 1991 Issues Paper, trade largely continued to rely on the traditional transport systems through South Africa, rather than to make use of the new rehabilitated corridors. The reasons for the lack of change are complex, but prominently among them figure factors such as

· the traditional ties – from the colonial times – between the commercial entities within SADCC and in South Africa;

· the degree of commercial sophistication in the operations of the transport systems, airports and ports of South Africa;

· the higher degree of reliability in South African systems; and

· cost advantages.

The general conclusion is therefore that improvements in physical infrastructure in itself is insufficient to change trade patterns and generate new economic growth, unless it is combined with other changes in the policy and institutional frameworks. This is also a general conclusion – the importance of the policy framework - which has been highlighted in the IMF/World Bank study by Burnside and Dollar, 1996.

Support during the SADC Period

During the first years of the 1990s SADCC went through a transition period conditioned by the events taking place both in the region and globally. The expectations of an imminent change towards majority rule in South Africa raised fundamental questions regarding the future mission of SADCC. In the case of SATCC this uncertainty was compounded by the changeover toward regionalisation of the staffing of the Technical Unit and the issues relating to the position of Director of the TU.

Already the agreement between SATCC and the Nordic agencies for 1990-94, however, anticipated a fundamental change in the functions of SATCC from resource mobilisation and infrastructure development towards policy co-ordination and technical support in the transport and communications areas. This new role was confirmed with the adoption of the creation of the new SADC in 1992 and its emphasis on the preparation and adoption of sector protocols as the main tools for regional economic co-operation and integration and less emphasis on investment projects.

The Protocol: from Concept to Treaty

The accession of South Africa with its institutional capacities to the Community in 1994, even with its own internal problems to overcome, had a major impact on the workings of SATCC. Of great importance has been the work on the SADC Protocol on Transport, Communications and Meteorology, which began in September 1995 and came into effect, ratified by more than two thirds of the member states by September 1998. It must be counted as one of SATCC's greatest achievements with potentially far-reaching consequences for economic integration and trade within the region.

The qualities of the Transport and Communications protocol and its implementation machinery stand out in stark contrast to the very general provisions of the 1995 SADC Protocol on Shared Watercourse Systems. The latter consists of a four-page document, which leaves the difficult issues to the "appropriate institutions necessary for the effective implementation of the provisions of this protocol". The former is a 14-chapter, 85-page legal Treaty text with annexed models for national legislation in seven of the eight sub-sectors and a clearly outlined machinery and plans for its implementation.

While much of the credit for the preparation of the first draft of the protocol and for driving the process must go to the expatriate advisors and regional (South African) consultants provided under the PAAS project, the interviews with national and sub-sector co-ordinators clearly indicate that the member states' agencies have embraced and claim ownership of the reform policies their governments have committed themselves to in the Protocol. While some members, and some sector agencies, seem to be somewhat slower in the implementation of the new legislation, there seem to be little opposition to the general policies of the Protocol. The interviews made it clear that the broad-based consultations and open workshops, supported by process-oriented consultants were crucial to the success and results-orientation of this process, compared with the earlier SATCC working groups, which relied on more traditional official participation from member states agencies.

The Protocol: Implementation

The early work on implementation of the provisions of the Protocol – even before full ratification – ensured that the momentum generated by the early workshops was maintained and has very likely been a factor in the very rapid ratification process. Similarly, the broad-based approach to the consultative process, not only brought in more realism into the proposals and text, it also created new constituencies for change by providing the private sector and NGOs with platforms to influence design and implementation. The design of the new organisation for implementation, with national implementation committees, also provides opportunity for civil society organisations – including private sector operators and service providers – to exercise an influence on the reform process from legislation to actual implementation. As such they are expected to put pressure on governments and officials to perform. Non-performance will be reported on annually through the SATCC/SADC machinery, publicised and exposed to both peer reviews and the public. Presumably, regional and foreign investors and international development agencies will follow keenly the performance of governments in adopting and implementing these new policies.

So far, however, and although the workshops were attended also by service providers and users, the creation of national co-ordination mechanisms such as Corridor Programme Committees and Road Management Groups have not progressed very far.

Road Transport and Traffic

Certain tangible results have already been achieved, though. Ten SADC states have made policy decisions in favour of creating independent road funds and boards in accordance with the Road Management Initiative, RMI, recommendations and the model legislation under preparation by SATCC. Five have enacted the necessary legislation (Lesotho, Malawi, Mauritius, South Africa and Zambia) and draft legislation is before the national legislature in Namibia and Tanzania.

Eight states have approved the creation of national roads agencies. Six have proceeded with legislative reform and two, Angola and South Africa, have established roads agencies in accordance with the new laws.

Measures to control the major problem of axle overload have been taken. In Zimbabwe the incidence have been reduced from 35-42 percent in 1993 to only 3.5 percent in 1997 through a combination of overtime payment to weighbridge staff and stiff penalties and off-loading requirements for excess loads. Malawi has adopted a new "Road Traffic Act" with provision for privatisation of weighbridge operations and stiffer penalties.

One-stop border crossings have been implemented between South Africa and Mozambique and preparatory design work has been done on the conversion of the crossings at Chirundu (Zimbabwe and Zambia) and Beit Bridge (Zimbabwe and South Africa). However, little has been done to "regionalise" Customs.

Model agreements for road cross-border movements of freight and passengers have been prepared for annexing to the Protocol and are in fact already being used by several member states. South Africa has established a Cross-border Road Transport Agency to assist in negotiating and re-negotiating cross-border agreements.

In the area of road safety, Botswana, Malawi, Mauritius, Namibia, Swaziland, Tanzania and Zambia have established National Road Safety Councils under the Regional Road Traffic Safety Initiative. Efforts are also under way to standardise traffic rules, signs, road markings, driver training and licenses with a new Manual having been approved by SATCC.

Among road traffic operators, national and provincial associations have been formed to articulate self-regulation. National associations have joined to form the Federation of Regional Road Freight Associations (FRRFA).

A general conclusion[26], however, is that, at the end of September 1998, the impact of reforms in the road transport and traffic sub-sector is fairly limited and that the reporting systems are inadequate for firm conclusions. Nevertheless, "there are some early signs that reforms are beginning to produce benefits in the sub-sector." The leadership from SATCC is seen as critical for maintaining momentum in the reform process of the sub-sector.

Railways
SATCC has drafted model legislation for railway restructuring, inclusive of concessioning options. This has been discussed at a workshop in April 1998. An initiative has been taken for the creation of a SADC Railways Restructuring Programme, SARREP, including the preparation of information and guidelines for restructuring. A Rolling Stock Information System, RSIS, is being implemented during 1998-99 and a Southern African Railways Association, SARA, is in the process of being formed. So far, only Malawi Railways and some of Mozambique's CFM have been subject to preparations for being concessionalised.

However, a key policy decision has been adopted by all Member States governments with parastatal railways, that there shall be no further subsidisation of railway development and operations, unless the subsidisation is for a specific social service. Discussions have also been held for the creation of fully autonomous railways management.

Ports and Shipping
The major concern regarding ports is for efficiency improvements. So far there is good progress for restructuring with Angola, Mauritius and Namibia having passed new legislation for autonomous ports operations. South Africa and Tanzania have already autonomous agencies running their ports, while Mozambique is in the process of making concession arrangements with private terminal operators.

The second priority area is in maritime safety, with a need for ratification of the international maritime conventions. All SADC coastal states have confirmed their intentions to ratify and implement the maritime conventions that they have signed. Mozambique and South Africa have created the necessary institutional frameworks.

Telecommunications
The developments in the telecommunications sector have been very rapid during the 1990's. During the first phase of SADCC the emphasis was mainly on infrastructure build up concentrating on providing links directly from the countries out to the world rather than through South Africa. Today most of the SADC countries are able to make their international communications directly.

By the end of the 1980's it was clear that the sector needed to go through a major restructuring. The activities shifted from infrastructure build up towards promoting the use of installed capacities, i.e. improvement in efficiency, human resource development, operational co-ordination and finally institutional restructuring. The technological advancements were so fast that the traditional monopolistic government structures did not work well. The system was slow to respond to technological

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[26] See the PAAS draft status report of 29 September 1998, prepared as input to the EU-sponsored SADC Transport Conference 15-16 October 1998. Most of the above assessments and achievements are based on the comments of that report.

innovation and to provide the services needed both domestically and internationally. Service was unsatisfactory and financial performance poor. The telecommunication departments were not able to expand the networks as needed despite the financial cushion of monopoly and high charges. As the rest of the world raced to restructure the telecom operators it became evident that if the SADC region was to develop they had to do the same.

The activities of SATCC became more and more focused on telecommunication policy, regulation and institutional restructuring, mostly because that was the process that was taking place in most of the member countries. Today the role of the SATCC is more of a facilitator to support the restructuring of the telecommunication sector through the Regional Telecommunication Restructuring Program (RTRP) in Gaborone supported by USAID. The protocol very clearly spells out the direction of development for the sector by realising the importance of the communications development for the region. It highlights the need for a harmonised regional policy, regulatory frameworks and regulatory bodies free from governmental interference, and the development of a liberalised market in which the private sector will be the driving force.

To further strengthen the process two important documents have been developed through the co-ordination by the SATCC, a model telecommunication policy and a model legislation. Most member states have commercialised their PTO's, developed national policies and created regulatory authorities. Though most regulatory authorities are given a fair degree of autonomy, they are not totally separated from the control of the government as the same ministry controls both the operator and the regulator. Most member states are also struggling with breaking up the monopoly provided for the incumbent and allowing for a free and competitive market. Some of the major challenges for the future is how the private sector can be enticed to come in and help to extend the network to meet the social obligations as well as dealing with the onslaught of satellite services in the communication sector. SATCC will be an important forum to discuss the issues on a regional level. However, in order to be an effective facilitator in this rapidly developing sector, it needs to become far more pro-active than it has been in the past. One should also take note of the development of regional bodies outside of SATCC such as TRASA (Telecommunication Regulatory Association of Southern Africa) which may become a duplication of the efforts within the commission. These regional bodies are likely to become important stakeholders in the further process of implementing the provisions of the Protocol.

The SATCC Transport and Communications Integration Study

The second most important SATCC event during the current period is the Transport and Communications Integration Study, sponsored by the European Development Fund and undertaken by the Southern Africa Consulting Group under SATCC. Through its timing it has come to coincide with the preparations for the Protocol and can be seen as providing complementary information and analysis.

The Integration Study traces its origin back to the broader Southern Africa integration study undertaken by the African Development Bank in the late 1980s, with the initial terms of reference drawn up in the early 1990s. Final ToR was only approved in December 1994 with the objective of developing strategies to promote the integration of transport and communications systems in order to improve the competitiveness of regional and international trade and commerce.

While the study makes a thorough review of the status of the various subsectors and the need for policy reform (in line with the provisions of the Protocol) it pays little attention to the economic, commercial and environmental aspects of the sector development. It concludes with a consolidation of joint regional and national projects which are put forward for funding (by donor agencies) and calls for a stronger element of supranational powers for SATCC and support for its institutional strengthening.

The Integration study contrasts starkly with the South African Spatial Development Initiatives, SDI[27], which are Government-backed, large-scale development programmes in partnership with the private sector, where the Government retains an interest of not more than 10 percent. The most spectacular SDI so far is the development of the Maputo Corridor, which moves on a firm commercial basis with a large number of private construction, operator and investment firms involved. It has moved at a record speed from its idea conception in 1996 to date. Similar initiatives are the Lubombo Initiative, involving Mozambique, Swaziland and South Africa, and the West Coast Initiative.

Of special interest, however, is the linkage to the Protocol concept of Development Corridors in the whole SADC area, building on the infrastructure investments of the 1980s along the same model private-public partnership concept. From the East to the West Coast:

· the Tazara Development Corridor

· Nacala

· Beira

· Maputo

· Lubombo

· The Indian Ocean to the Atlantic Corridor

· Namibe

· Lobito

· Malanje

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[27] For an overall presentation see Corridors of Commerce, Supplement to the South African Finance Week, 23 September 1998.

Figure 1: Possible Development Corridors & SDIs in the SADC region
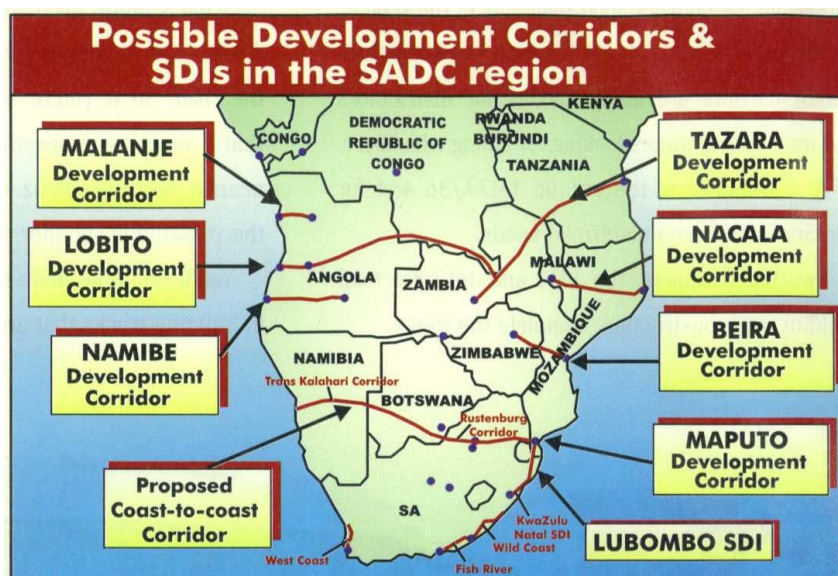
(Source: Finance Week, September 1998)

Obviously, these corridors will only be developed at the same pace that private investors are prepared to participate and risk their money. This in turn will depend on the stability and reliability of the political and economic policy framework in the countries involved. The sooner the model legislation provided by the Protocol is put in place and practised, the sooner the corridors might approach reality. The consultative machinery proposed by the Protocol and the Integration Study, with the active involvement of a more commercially oriented SATCC, could be a useful platform for accelerating this process. However, the initiative is likely to come from private investors.

The SATCC Technical Unit

SATCC TU is still a long way from being a competent and driving resource centre for integration in the transport and communications sector. It still relies too heavily on non-regional expertise, funded by donor agencies. Equally, its political machinery – the Committee of Senior Officials and the Committee of Ministers – is weak and meets only once a year, mostly to consider the SATCC budget. The Protocol and the EC Integration Study, however, foresee a much stronger role for SATCC, especially the CSO, which could be an important forum for peer review of a country" progress towards implementation of the common policies. The annual status report could be complemented by country reviews, undertaken by officials from the fellow member states, along the lines of OECD country reviews of member states' policies.

However, the SATCC secretariat clearly needs strengthening and become attractive as career stepping stones for ambitious and outstanding officials from member states. This would require a break with current practices, whereby fixed-term appointments are routinely extended, and the introduction of a more frequent rotation of appointments. Thus SATCC could become an important career experience with exposure to policy issues at the regional level and the build up of a collegial network of officials in the transport and communications sector.

SATCC has commissioned an Organisation and Staffing study. The result of this study will be an input to the Job Evaluation study of all SADC institutions. The report from this study was not available at the time of the preparation of this report. However, it seems clear that organisational and managerial changes are needed if SATCC is going to be able to fulfil its role as the custodians and managers of the Protocol in the future.

It has also become evident from the interviews that member states, although they have increased their share of the funding of the SATCC activities, are unlikely to be willing to shoulder larger contributions (based on equal shares) to the SATCC budget. Donor funding for experts, workshops and studies may therefore be needed even in the future, if other funding for SATCC services cannot be found.

The location of SATCC in Maputo is a political given in the structure of SADC. However, there should be recognition that special efforts may be needed to overcome the communications problems that follow the location.

7. Future Donor Policies

It is apparent that many past donors are intent on phasing out their support to SATCC. The Nordic countries have finished their support to SATCC as of 31 March 1998, when the Nordic Trust Fund was closed and have made explicit statements that no more support to TU will be considered. USAID is discontinuing the RTRP by the end of June 1999 and the PAAS programme by September 1999, although short term support will still be provided. The European Community support, however, is likely to continue to increase. Following the outcome of the Transport Conference in Maputo 15-17 October 1998 it has been decided to convene a donor conference sometime in September of 1999 to consider funding of the investment programmes identified by the Integration Study. The World Bank does not normally support regional projects as it needs a clearly identifiable recipient (state). Thus it may become difficult to find funding in the future for regional infrastructure projects. Thus SATCC and SADC may have to realign itself towards a new mission of becoming facilitators and "concessioning of skills".

8. The Future of SATCC and TU

The SADC Region and the Mission of SATCC

The old SADCC was a comparatively loose international organisation, held together mostly by the member states' common opposition to the minority regime in South Africa and personal contacts among the leadership of these newly independent states. While the landlocked countries had a strong interest in seeking alternative trade routes to the traditional ones through South Africa, the amount of intra-regional trade among the SADCC members was very limited. The new, expanded SADC with a majority ruled and economically dominant South Africa does not have the same commonality of purpose, nor does it necessarily constitute an economic area that would benefit much from increased intraregional trade. Instead, most of its economies are based on primary commodities that seek their markets in other parts of the world. This problem equally applies to COMESA, where the political base is even weaker and where South Africa has preferred to stay outside and other SADC members are contemplating their withdrawal.

Instead, it would seem that what binds the states together is the sense of common political experiences, with most of the countries at the same level of nation and institution building. Pooling of expertise and resources therefore makes sense, but could also tread on national sensitivities. There would also seem to be divergent approaches to peace and security building in the region, lately triggered by the civil strife in the Great Lakes region.

The base for common action is therefore weak and many countries may prefer to follow the path of bilateral co-operation, taken issue by issue as they present themselves. However, the transport and communications area is often more technical and commercial in nature, making agreements easier to reach, especially where benefits to all parties are obvious. Consequently, SATCC would seem to have been spectacularly more successful than other sector commissions of SADC.

The main driving force in the region is South Africa with its large and diversified economy and political, academic and economic institutions. To the extent SADC institutions are of value to the South African ones, it is likely to succeed. However, the bilateral route may seem a much easier one, when the *liberum veto* of the consensus based SADC institutions can make agreements difficult to reach.

SATCC as a political institution has been comparatively weak, with its agenda dominated by technical issues put forward by the Secretariat. The Secretariat has a crucial role to play. If it is going to play its watch-dog role in the implementation of the Protocol, it will have to develop its mode of working to deal also with more sensitive issues. This can be done by introducing standing committees directly under the Commission or, preferably within the Committee of Senior Officials. Within these committees (sub-committees) could evolve an informal way of more effectively reach agreements on measures to assist member states in overcoming obstacles in the implementation. The Secretariat will have to carry a heavy responsibility for the preparatory work needed for such groups to become effective. A proactive and competent Secretariat with a strong research programme and network of government, academic and private institutions could play an important role in ensuring that the Protocol becomes reality in most member states.

At issue is also to what extent the Commission will have the powers to deal with such issues on its own or to what extent they will have to be brought to the SADC Council and Summit. At that level they are likely to become more politicised and, possibly, more difficult to resolve. The Tribunal envisaged in the SADC Treaty, if it becomes reality, would possibly provide an independent body before which issues regarding member states fulfilment of treaty obligations could be brought. For the foreseeable future, however, the Commission is likely to be the most appropriate institution to deal with upcoming Protocol issues.

The role of SATCC-TU
The role of the Secretariat is likely to be crucial. It will have to be an outward-looking driving agent for the implementation of the Protocol and for taking the initiative for changes, amendments and amplifications of the Protocol and its provisions. To do so it will need both legal and sector expertise to coordinate and coach the network of bodies and officials working on the issues. The increasing tendency of integrating the various secretariats within SADC under a more common system and budget, may put new constraints on the freedom and resources for action of the Secretariat. More urgently, however, is the issue of restructuring and enhancing the capacities of the existing Secretariat (TU) to take over the role of expertise currently provided by donor agencies within the Secretariat.

The capacity of SATCC-TU
The current TU Organisation and Staffing study does not seem to adequately take into account the issues of SATCC's future role and functions. The idea of the SATCC Secretariat becoming an information centre for sector economic and legal information, does not seem to provide for the more pro-active approach that may be needed in the future to maintain and upgrade the Protocol system and to take an active part in the building of capacity in the member states. A more forward-looking study of the future role of SATCC and its secretariat may be needed to start the capacity building programmes that seem to be called for.

9. Conclusions and lessons

SATCC has under the Conference period, been a remarkably successful institution, especially in mobilising resources for infrastructure projects in the transport system corridors. It has, however, been a highly donor-driven institution, catering to donor interests and a donor agenda, albeit one that has coincided with the one of the SADCC countries themselves.

During the SADC period, SATCC has also been highly successful in its work on the SADC Transport and Communications Protocol. However, it has drawn heavily on expertise supplied by outside donors and by bringing in expertise from South Africa. Taken together it has been a successful combination and should be continued although with an increasing participation of regional expertise and in closer co-operation with civil society organisations, including the private sector. The European Development Fund, which sponsored the South African Integration Study, could make a major contribution by funding continued work along the current plans for Protocol implementation. It would, however, have to find a much more flexible and timorous way of providing its assistance, along the lines of the Nordic Trust Fund. It may therefore be appropriate to look into the possibility of a replenishable trust fund arrangement with an advisory major donor group to secure a dialogue forum for the operational activities of SATCC.

Similarly, the SATCC secretariat would seem to need closer co-operation with sector institutions in and outside the region and build up its access to research, information and training in the area of its expertise, especially legal, managerial and policy analysis.

LESSON 1: All support must not be sustainable

The Nordic support to SATCC during the Conference period was comparatively very successful. The strategy chosen by the Nordic donor agencies – bringing in outside expertise to staff the secretariat – was an appropriate one given the circumstances, in spite of its lack of capacity building. SADCC was a weak and temporary organisation and the region suffered from an acute shortage of expertise in the area.

LESSON 2: The importance of process, timing and momentum

The policy provisions of the Protocol would have been unthinkable during the 1980s when the ideological East-West conflict still dominated and SADCC generally preferred a state-driven approach to economic and social development. In the 1990s, under the pressures of inefficient economies and lack of material support for state-driven development, the Protocol emphasis on a civil society driven approach became the preferred option. The strong sense of ownership expressed by member states is an endorsement of both the approach chosen and the timing of the intervention. The increase in member states' funding of the SATCC budget and the enhanced collection of contributions are also signs of support and ownership.

Similarly, with the monopoly on power concentrated to the state in the 1980s, a broad-based, participatory approach to the preparation of policy options would have been unacceptable. In the 1990s it became the preferred model for ensuring that stakeholders were involved before the presentation of a policy. Using a regional organisation as the vehicle for such common policy development made it more difficult for a singular member to veto the process.

The Protocol was prepared, processed and ratified in record time. By keeping the pace of workshops and seminars high, it became more difficult for a singular government or officialdom to block the progress. Besides, the positive momentum gained by securing the approval of important decision makers, e.g. ministers and Heads of Government, it became more difficult for officials at lower levels to raise objections.

There are certainly many potentially controversial political issues involved in the areas of transport and communications (whose standards shall prevail, whose industries will benefit etc.). However, by treating the issues primarily as technical ones and within a circle of technicians with similar outlooks, values and backgrounds, it was easier to achieve a consensus. Once the technical people had agreed, it was more difficult for the political level to object.

LESSON 3: The power of international treaties

Once an international treaty is signed it is very difficult to change or abrogate it without causing a major problem. The choice of making the Protocol into an international Treaty – ratified by the legislature and deposited with the United Nations – makes it difficult and potentially could cause a lot of embarrassment to a government who does not follow it. It is therefore often a very powerful instrument for common action.

LESSON 4: The importance of a broad-based, participatory approach

The success of the Protocol process is partly attributable to its timing: the reforms and changes were already under way in several countries. More important, however, seems to have been the choice of a very broad-based, inclusive approach to the elaboration of the policies and the texts required. External consultants were used to facilitate and further the process, but the substantive content was left to be elaborated by the officials and other stakeholders that were invited in for the workshops and seminars. This contributed to a strong sense of commitment and ownership, which contrasts starkly with the log-jam encountered by several other sector protocol processes.

Summary Conclusion on the Nordic Support

The Nordic support to SATCC-TU was essential for enabling SADCC to reduce its members' dependence on South Africa. It is likely that, without the Nordic support, the starting up of SATCC would have taken considerably longer time and been less successful in mobilising the resources needed to restructure and re-orient the existing transport and communications system. It has come at a heavy price tag, however. Over USD 3 billion of concessionary funds were devoted to this purpose during the 1980s with comparatively little to show for it today. It must be kept in mind though that the primary purpose was political, not developmental and donor agencies and their governments were prepared to pay this price.

With the advent of SADC, however, the organisation has moved into a development phase, where the strategy has moved away from the reliance on concessionary funded, large-scale infrastructure investment projects and instead focused on the reform of the policy framework – a set of common policies, codified in an international treaty. Here the costs to the donor agencies can be counted in millions rather than billions, while the impact is likely to be vast and lasting.

The Nordic support during this period has been phasing out, but been essential to enable the Secretariat and its advisers in organising and funding the necessary arrangements for the broad-based process. What seems to have been lacking has been a clear focus on capacity building for the Secretariat and therefore the money could have been more effectively applied. The Nordic Trust

Fund arrangement, however, has provided a flexible tool for the Secretariat and may point towards a future mechanism to ensure the necessary funding for the next, implementation, phase of the Protocol. It is in that context somewhat surprising that the Nordic donor agencies seem to be pulling out, right at the moment when the preconditions for a more genuine development cooperation partnership would seem to be at hand. The Nordic countries with their strong expertise in the transport and communication sector would seem to be well poised to participate in the public-private partnerships that are now becoming so successful in the Spatial Development Initiative areas. The concept of development corridors in the region was, after all, initially identified during the early Nordic support period and financed by Nordic ODA.

Appendix 1

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INEC-1995-0585

TERMS OF REFERENCE FOR THE EVALUATION OF THE NORDIC SUPPORT TO SATCC-TU

1 BACKGROUND

The Nordic countries (Denmark, Finland, Norway and Sweden) have provided support to the Southern Africa Transport and Communications Commission Technical Unit (SATCC-TU) since its establishment in 1981. During most of the 1980ies the Nordic support involved help with management of the Technical Unit (TU), including provision of most professional staff and general office operations.

In 1994 Denmark, Norway and Sweden indicated readiness to consider a phasing out support to SATCC-TU. This has been formalised in a Specific Agreement between the governments of Denmark, Norway and Sweden, the Government of Mozambique, and the Southern Africa Transport and communications Commission on support to SATCC-TU during the period 1 July, 1994 - 31 March, 1998. The date of the Agreement is 5 September, 1994.

The main objective of the Nordic support is to contribute to the achievement of the goals of SATCC. The specific activities are outlined in a Project Document, dated 20 June, 1994, which is annexed to the Specific Agreement.

A Mid Term Review was made in the fall of 1995. A further Review was made in 1996 in order to provide a platform for the 1996 Annual Consultations.

2 PURPOSE AND SCOPE OF THE EVALUATION

The Nordic support is now, after 16 years, nearing its conclusion, and it is therefore appropriate to make an evaluation of the impact this support has made over the years.

The findings will be useful to Donors and SATCC alike during project preparations and appraisals of transport and communications projects to be considered under the regional umbrella of SATCC.

The following aspects shall be included but do not constitute the limits of the evaluation:

— mission of SATCC and the TU over the years up to 1997

— mission of SATCC and the TU with reference to the Sector Protocol adopted by the Member States in 1997

— the appropriateness of the character, composition and volume of the Nordic assistance against this background.

— SATCC-TU's role in relation to other organisations in the region.

— SATCC-TU's role as an agent in identification and preparation of projects proposed for donor funding under the SADCC/SADC heading

— SATCC-TU's capability to use Nordic Funds as planned for consultancy services, mainly to be procured in the Region or in the Nordic countries.

— SATCC-TU's management capacity

— Composition of the TU staff with regard to Planning Officers, Experts, Administrators and Support Staff.

— Owner States' sense of ownership of SATCC and its implications for long term sustainability

— Owner States' contributions and Host Country capability to shoulder financial and other commitments

3   THE ASSIGNMENT (ISSUES TO BE COVERED IN THE EVALUATION)

— Is the concept of SATCC-TU as an initiator, coordinator, clearinghouse and disseminator of transport and communication research and studies and for harmonisation of regulation and legislation in the SADC region relevant?

In this context assess the role of TU, its overlap and complementarity to other organisations at national, regional and international levels, in particular how the need for SATCC-TU at the different levels has evolved over time.

Special attention should be paid to coordination with initiatives like SSATP and its sub-programmes RMI and RTTP.

- Was SATCC-TU effective in its previously dominating role in identification and preparation of SADCC transport and communications projects to be presented for donor funding.

- Is SATCC-TU effective in the achievement of its objectives as specified in the Protocol? In this context assess the beneficiaries and the benefits of TU operation.

- Has the Nordic assistance through the Consultancy Trust Fund (to be utilised for procurement in the Nordic countries or in the Region) been essential and efficient for SATCC-TU in fulfilling its role? Assess this type of assistance and the sustainability of the same.

- Is SATCC-TU sustainable in its present form and mode of operations?

- Are Member States willing to adopt and implement proposals for harmonisation resulting from the Activities of TU

- Could the same or better results be achieved in a more cost-effective way through alternative procedures, such as contracting out specific tasks to various research institutions and other professional organisations in the region.

4　METHODOLOGY, EVALUATION TEAM AND TIME SCHEDULE

A Consultancy firm will be hired to do the evaluation, which will be carried out in two phases.

The first phase of the evaluation will be a desk study, based on available documentation and other material at the TU in Maputo.

The second phase will include an analysis of the desk study, interviews with staff att the TU in Maputo and at SADC HQ in Gaborone, as well as Government officials and representatives of important national and international trade associations in the region. The Consultant team or part thereof as the case may be will be expected to visit Moçambique, Botswana and three more countries, presumably South Africa, Zimbabwe and Zambia.

The team should comprise expertise in the fields of Transport Economy, International Transport Legislation, Road and Air Transport Legislation, Telecommunications regulation, etc.

All team members must be fully fluent in English, corresponding to a minimum level 4 in the Nordic Standard Language test. Some knowledge of Portuguese would be an asset.

The team can comprise two to three full members, and may affiliate special expertise as need be. Tentatively ten person weeks will be required for the main evaluation.

The desk study in Maputo should be sub-contracted to a local or regional consultant and budgeted as a separate item. Assuming this consultant will assist the main team while in Maputo, four person weeks may be required.

5 REPORTING

The evaluation report shall be written in English and should not exceed 60 pages, excluding annexes. Format and outline of the report shall follow the guidelines in **Sida Evaluation Report - a Standardized Format** (see Annex 1). 15 copies of the draft report shall be submitted to Sida no later than (year, month, date) . Within 5 weeks after receiving Sida's comments on the draft report, a final version in 30 copies and on diskette shall be submitted to Sida. Subject to decision by Sida, the report will be published and distributed as a publication within the Sida Evaluations series. The evaluation report shall be written in Word 6.0 for Windows (or in a compatible format) and should be presented in a way that enables publication without further editing.

The evaluation assignment includes the production of a Newsletter summary following the guidelines in **Sida Evaluations Newsletter – Guidelines for Evaluation Managers and Consultants** (Annex 2) and also the completion of an 'Evaluation Abstract' to be attached to the **Sida Evaluations Data Work Sheet** (Annex 3). The abstract shall be submitted to Sida along with the (final) draft report. Sida will complete the Worksheet.

Appendix 2

Southern Africa
Toward Economic Liberation

A declaration by The Governments
of Independent States of Southern
Africa made at Lusaka on the
1st april 1980

Memorandum of understanding on
The Institutions of The Southern
African Development
Co-ordination Conference

Convention on the establishment
of The Southern Africa Transport
and Communications Commission

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Our urgent task now is to include economic liberation in our programmes and priorities.

In the interest of the people of our countries, it is necessary to liberate our economies from their dependence on the Republic of South Africa to over-come the imposed economic fragmentation and to coordinate our efforts toward regional and national economic development. This will be as great for Namibia as it is for all the independent States of the region.

    Southern Africa is a focal point of conflict. How can it be otherwise when a racist regime holds Namibia under military occupation, grossly exploits the people and the economies of the independent states and is a major barrier to our national development? It is not the quest for liberation, but the en-trenched racism, exploitation and oppression which is the cause of conflict in Southern Africa. The power behind this is in large measure economic. Econ-omic liberation is, therefore, as vital as political freedom.

    We, the majority-ruled States of Southern Africa, do not envisage the regional economic coordination as exclusive. The initiative toward economic liberation has flowed from our experience of joint action for political liber-ation. We envisage regional coordination as open to all genuinely independent Southern African States.

In this spirit we call on Governments, international institutions and volun-tary agencies to give priority to increasing financial resources to support Southern African efforts toward economic liberation and independent economic development.

This we believe is the route to genuine interdependence and represents the best hope for a just and cooperative future for the region as a whole.

Development Objectives

The development objectives which we will pursue through coordinated action are:

1.   the reduction of economic dependence, particularly, but not only, on the Republic of South Africa;

2.   the forging of links to create a genuine and equitable regional inte-gration;

3.   the mobilisation of resources to promote the implementation of national, interstate and regional policies;

4.   concerted action to secure international cooperation within the frame-work of our strategy for economic liberation.

Strategies and Priorities.

We will identify areas in which, working in harmony, we can gear national development to provide goods and services presently coming from the Republic of South Africa and weave a fabric of regional cooperation and development.

Key to this strategy is transport and communications.

The dominance of the Republic of South Africa has been reinforced and strengthened by its transport system. Without the establishment of an adequate regional transport and communications system, other areas of cooperation become impratical. The economic liberation of Namibia, following its attainment of genuine political independence, will require the creation and operation of adequate transport and communication links with its natural partners to replace the artificial ones which currently bind it to the Republic of South Africa.

We will therefore create a Southern African Transport and Communications Commission to coordinate the use of existing systems and the planning and financing of additional regional facilities.

The ports of Mozambique serve four States in the region and with the genuine independence of Zimbabwe can be developed to serve two more. Zambia uses transport facilities in five regional States. The development of Mozambican, Tanzanian and Angolan ports and the coordination of facilities more effectively to meet requirements of the land-locked States are necessarily of regional concern. Transport and Communications will be a major focus of regional action. The coordination of transport facilities to meet the needs of the land-locked States is crucial. With the attainment of genuine independence in Zimbabwe it is urgent to restore transport routes linking it to the Indian Ocean through Mozambique. Additional areas in which coordinated action will be needed include major new projects such as a possible railway from Botswana through Namibia to the Atlantic Ocean, thereby creating an alternative route to the sea for Botswana, Zambia and Zimbabwe: the coordination of airline schedules so that movement within the region is practicable; the study of existing and proposed micro-wave and ground satellite facilities to identify how they can be interlinked, possibly through the Rift Valley Station. The Commission will be located in Maputo and serviced by a small technical unit. It will coordinate transport and communication links among participating States. The Commission will seek participations of all genuinely independent States in the Southern African region. In addition, in many fields notably in transport, observer status will be open to Liberation Movements wishing to participate in anticipation of genuine independence. Similarly, in manpower development and research, the involvement of Liberation Movements is essential to amass the knowledge and train the personnel necessary once political liberation is achieved.

Regional coordination must be operational -- it must result in concrete programmes and projects. This will require both domestic and external finance. Present estimates, for example, show that in excess of US $1.5 billion will be needed to finance urgent transport and communications projects over the next decade.

We emphasize the importance of additional resources being made available to assist efforts to coordinate regional economic development projects. In the first instance, we intend to use the Regional Transport & Communications Commission to mobilise finance for urgent projects in priority sectors by holding ad hoc pledging sessions with existing bilateral and multilateral funding agencies. As economic cooperation develops, a Southern African Development Fund will be created and research to this end is being initiated.

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Its scope would be subsequently broadened and it might prove desirable to create a separate regional development bank. We therefore urge the friends of Southern Africa to pledge financial support to this Fund.

Concerted Actions

Regional cooperation in the field of transport and communications is seen as crucial to economic liberation and has therefore been given the greatest attention. In other sectors, similar programmes of concerted action are envisaged.

For trade and development we recognise that many of us have existing bilateral and multilateral trade and customs arrangements. But even within these constraints we believe that there is room for substantial increases in trade among ourselves. To this end existing payment systems and customs instruments will be studied in order to build up a regional trade system based on bilaterally negotiated annual trade targets and product lists.

A majority of the people of Southern Africa are dependent on farming and animal husbandry. Their future livelihood is threatened by environmental degradation and in particular by desert encroachment as well as recurrent drought cycles. Even today few of the States of the region are self-sufficient in staple foods. Both environmental protection and food security are major challenges both nationally and regionally. We, therefore, urge that the International Centre for Research on Agriculture in the Semi-Arid Tropics (ICRASAT) set up a Southern African Regional Centre in Botswana.

We further urge the development of the existing facilities in Botswana for production of food and mouth disease vaccine to provide for the needs of all of the majority-ruled countries in Southern Africa. The spread of this disease currently threatens Angola, Botswana, Namibia, Zimbabwe, Swaziland and Mozambique. A coordinated approach to its control and elimination is urgently needed.

Likewise, we will undertake concerted projects in order to exploit natural resources, in particular those of common hydrological basins.

It is a matter of urgency to identify ways in which the coordination of research and training as well as the exchange of information can strengthen programmes to protect our environment and increase food production. In the field of food security the possibility of coordination of national reserve policies and the facilitation of interstate exchanges will receive priority attention.

We have decided to give special attention to the sharing of training and research facilities.

We have further decided to stimulate the exchange of information aimed at achieving a concerted policy in the fields of mining, industry, energy and agriculture. In particular, consultations among those States requiring petroleum products and electricity on the one hand and those with petroleum refining capacity and electricity surpluses on the other must be undertaken to achieve regional solutions.

4

The effort for economic development is an essential condition to free the Southern African States from the exploitative migrant labour system.

External Cooperation
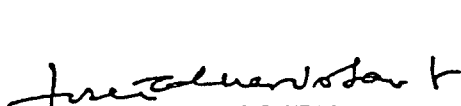
We are committed to a strategy of economic liberation. It is a strategy which we believe both needs and deserves international support. Southern African regional development must be designed and implemented by Southern Africans. It will, however, be achieved more rapidly and will be more effective if development takes place within the context of global cooperation.

International bodies and States outside Southern Africa are therefore invited to cooperate in implementing programmes towards economic liberation and development in the region.

This preliminary identification of aims, strategies and sectors illustrates both the magnitude of the task facing us and some of the broad areas within which outside assistance will be welcomed.

It is envisaged that Southern African Development Coordination meetings of member Southern African States and other invited participants should be held annually. This will provide a mechanism for surveying results, evaluating performance, identifying strengths and weaknesses and agreeing on future plans. Economic liberation and development in Southern Africa cannot be attained either easily or speedily. What is therefore needed is sustained cooperation.
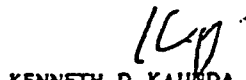
We view this declaration as a statement of commitment and strategy. Under-development, exploitation, crisis and conflict in Southern Africa will be overcome through economic liberation. The welfare of the peoples of Southern Africa and the development of its economies requires coordinated regional action. It is our belief that in the interest of popular welfare, justice and peace, we in Southern Africa have the right to ask and to receive practical international cooperation in our struggle for reconstruction, development and genuine interdependence. However, as with the struggle for political liberation, the fight for economic liberation is neither a mere slogan to prompt external assistance nor a course of action from which we can be deflected by external indifference. The dignity and welfare of the peoples of Southern African demand economic liberation and we will struggle toward that goal.

5

JOSE EDUARDO DOS SANTOS
PRESIDENT OF THE PEOPLE'S
REPUBLIC OF ANGOLA

SERETSE KHAMA
PRESIDENT OF THE
REPUBLIC OF BOTSWANA
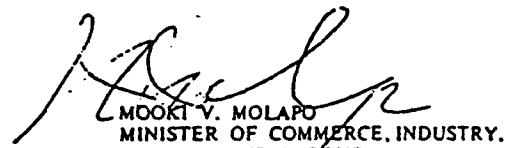
SAMORA MOISES MACHEL
PRESIDENT OF THE PEOPLE'S
REPUBLIC OF MOZAMBIQUE

JULIUS K. NYERERE
PRESIDENT OF THE UNITED
REPUBLIC OF TANZANIA

KENNETH D. KAUNDA
PRESIDENT OF THE
REPUBLIC OF ZAMBIA

MABANDLA F. N. DLAMINI
PRIME MINISTER OF THE
KINGDOM OF SWAZILAND

ROBERT GABRIEL MUGABE
PRIME MINISTER
ZIMBABWE

MOOKI V. MOLAPO
MINISTER OF COMMERCE, INDUSTRY,
TOURISM AND LABOUR,
THE KINGDOM OF LESOTHO

DICK TENNYSON MATENJE
MINISTER OF EDUCATION
REPUBLIC OF MALAWI

This Declaration is produced in ten original copies, eight in the English language and two in the Portuguese language. All are equally valid.

6

<u>MEMORANDUM OF UNDERSTANDING ON THE INSTITUTIONS</u>
<u>OF THE SOUTHERN AFRICAN DEVELOPMENT COORDINATION CONFERENCE</u>

[Memorandum signed in Harare on the 20th July, 1981
as amended (in Article III, para. 2) in Gaborone on the 22nd July, 1982]

The Heads of State or Government of the member States of the Southern African Development Coordination Conference (hereinafter called SADCC), namely,

> The People's Republic of Angola;
>
> The Republic of Botswana;
>
> The Kingdom of Lesotho;
>
> The Republic of Malawi;
>
> The People's Republic of Mozambique;
>
> The Kingdom of Swaziland;
>
> The United Republic of Tanzania;
>
> The Republic of Zambia; and
>
> The Republic of Zimbabwe:

In pursuance of their Declaration -- SOUTHERN AFRICA: TOWARD ECONOMIC LIBERATION -- signed in Lusaka on 1st April 1980 and, in particular, the following development objectives enunciated in the said Declaration:

a) Reduction of economic dependence, particularly, but not only, on the Republic of South Africa;

b) The forging of links to create a genuine and equitable regional integration;

c) The mobilisation of resources to promote the implementation of national, interstate and regional policies;

d) Concerted action to secure international co-operation within the framework of a strategy for economic liberation:

HAVE AGREED AS FOLLOWS

7

ARTICLE I

INSTITUTIONS

The Institutions of SADCC shall be:

a) The Summit of Heads of State or Government (hereinafter called "the Summit")

b) The Council of Ministers (hereinafter called "the Council")

c) Sectoral Commissions

d) The Standing Committee of Officials (hereinafter called "the Standing Committee")

e) The Secretariat.

ARTICLE II

THE SUMMIT

1. The Summit shall consist of the Heads of State or Government of all member States, and shall be of the supreme institution of SADCC and be responsible for the general direction and control of the functions of SADCC and the achievement of its objectives.

2. The Summit shall meet at least once a year.

3. The Summit shall decide upon a Chairman, from among its members for an agreed period.

4. The decisions of the Summit shall be taken by consensus.

ARTICLE III

THE COUNCIL

1. Each member State shall appoint one of its Ministers to the Council which shall be responsible for the overall policy of SADCC, its general coordination, the supervision of its institutions and the supervision of the execution of its programmes.

2. The Chairman of the Council of Ministers shall be appointed by the member State holding the Chairmanship of the Summit. The Vice-Chairman shall be elected from among members of the Council and his term of office shall be two years.

3. The Council shall meet at least once a year.

8

4. The Council shall adopt a work programme for SADCC and designate a member State to coordinate activities in specified areas.

5. The Council shall convene annually consultative meetings with co-operating Governments and Agencies.

6. The Council shall report and be responsible to the Summit.

7. The Council may, at its discretion, appoint Ministerial Committees for programmes in functional areas. The Ministerial Committees shall report to the Council.

8. The decisions of the Council shall be taken by consensus.

ARTICLE IV

SECTORAL COMMISSIONS

1. In addition to the Southern Africa Transport and Communications Commission (SATCC) the Summit may establish other Commissions for programmes in functional areas.

2. Each such Commission shall be governed by a Convention to be adopted by the Council and ratified or acceded to by SADCC member States.

3. Commissions shall report to the Council.

ARTICLE V

STANDING COMMITTEE OF OFFICIALS

1. There shall be a Standing Committee of officials which shall be responsible to the Council.

2. The Chairman and Vice-Chairman of the Standing Committee shall be appointed by the member State holding the Chairmanship and the Vice-Chairmanship respectively, of the Council.

3. The Standing Committee shall meet at least once a year.

4. The Standing Committee shall report to the Council.

5. The Council may appoint sub-Committees of officials for programmes in functional areas and may designate SADCC Member Governments to convene meetings and coordinate the work of such sub-Committees. Every such sub-committee shall report to the Standing Committee.

6. The decisions of the Standing Committee shall be by consensus.

ARTICLE VI

THE SECRETARIAT

1. There shall be established a Secretariat.

2. The administrative head of the Secretariat shall be the Executive Secretary.

3. The Executive Secretary and his Deputy shall be appointed by the Summit on the recommendation of the Council.

4. The Executive Secretary shall be responsible to the Council for the following functions:

    a) General servicing of and liaison with SADCC institutions.

    b) Coordination of the execution of the tasks of SADCC.

    c) Custodianship of SADCC property.

    d) Such other functions as may from time to time be approved by the Council.

5. The Executive Secretary shall be responsible to, and report to, the Council and shall provide to the Council an Annual Report on the activities of SADCC.

6. The Secretariat shall have such other staff as may from time to time be appointed by the Council. The Council may authorise the Executive Secretary to appoint staff to specific posts.

7. Staff regulations shall be approved by the Council.

ARTICLE VII

THE BUDGET

1. The operational costs of the Secretariat shall be borne by member States in proportions to be agreed upon by the Council.

2. The Executive Secretary shall prepare and submit a budget to the Council not less than three months before the beginning of the financial year. The Council shall consider and approve estimates of revenue and expenditure before the beginning of the financial year.

3. Financial regulations shall be approved by the Council.

4. The financial year of the Secretariat shall be from July 1 to June 30.

10

ARTICLE VIII

EXTERNAL AUDIT

The Council shall appoint external auditors and shall fix their fees and remuneration at the beginning of each financial year.

ARTICLE IX

LEGAL CAPACITY

SADCC shall have in the territory of each member State, to the extent consistent with its laws, such legal capacity as may be necessary for the exercise of its functions under this Memorandum of Understanding.

ARTICLE X

IMMUNITIES AND PRIVILEGES

The Executive Secretary and his Deputy, and such other staff of the Secretariat as may be determined by the Council, shall enjoy in the territories of member States, such privileges and immunities as are necessary for the fulfilment of their functions.

ARTICLE XI

INTERNATIONAL CHARACTER OF THE SECRETARIAT

1. In the performance of their duties, the Executive Secretary and staff shall not seek or receive instructions from any member State or from any authority external to SADCC. They shall refrain from any action incompatible with their position as international officals responsible only to SADCC.

2. Each member State shall respect the exclusively international character of the responsibilities of the Executive Secretary and staff and shall not seek to influence them in the discharge of their functions.

11

ARTICLE XII

QUORUM

The quorum for all meetings of SADCC Institutions, other than the Secretariat, shall be two-thirds of the member States.

ARTICLE XIII

SIGNATURE AND ENTRY INTO FORCE

1. This Memorandum shall enter into force upon signature by all Heads of State or Government.

2. States not listed in the Preamble to this Memorandum may become members of SADCC by acceding to this Memorandum. Instruments of accession shall, subject to paragraph 4 of this Article, be deposited with the Secretariat.

3. Membership of SADCC shall not be subject to any reservations.

4. Any State intending to become a member of SADCC but not listed in the Preamble to this Memorandum may, at any time after entry into force of this Memorandum, notify the Chairman of the Summit of its desire to become a member. Admission of a new state to SADCC shall be by consensus of the member States and the accession of the new member shall take effect from the date on which its instrument of accession is received by the Secretariat.

ARTICLE XIV

AMENDMENTS

1. The Summit may amend this Memorandum by consensus.

2. Proposals for the amendment of this Memorandum may be made by any member State to the Executive Secretary for preliminary consideration by the Council. Provided, however, that the proposed amendment shall not be submitted to the Council for preliminary consideration until all member States have been duly notified of it and a period of three months has elapsed.

ARTICLE XV

SETTLEMENT OF DISPUTES

Any dispute arising from the interpretation or application of this Memorandum which cannot be settled by negotiation, conciliation or other means, may be referred to the Summit by any party to the dispute for decision. The decision of the Summit shall be final and binding.

ARTICLE XVI

OBLIGATIONS
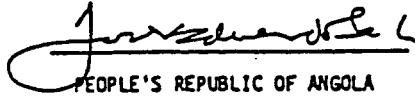
The obligations assumed by member States under this Memorandum shall, to the extent necessary to fulfil such obligations, survive the termination of membership by any state.
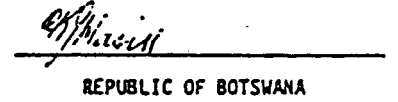
ARTICLE XVII

PROCEDURE
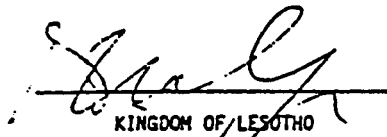
The Institutions of SADCC shall determine their respective rules of procedure.
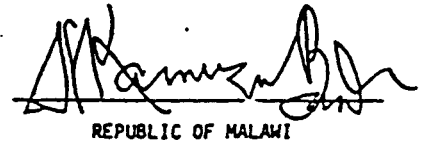
IN WITNESS whereof the Heads of State or Government aforementioned have duly executed these presents on this 20th day of July, One Thousand Nine Hundred and Eighty One.
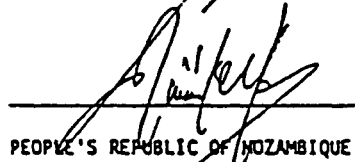
DONE AT SALISBURY, REPUBLIC OF ZIMBABWE, in eight original copies in the English language and in three original copies in the Portuguese language, all of which are equally authentic.
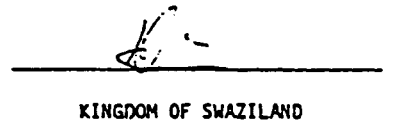
PEOPLE'S REPUBLIC OF ANGOLA
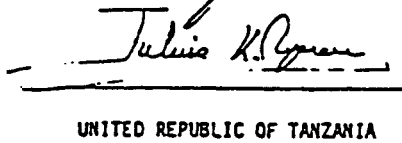
REPUBLIC OF BOTSWANA
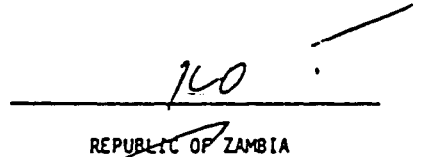
KINGDOM OF LESOTHO
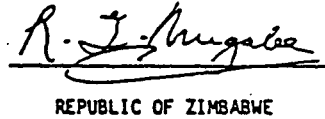
REPUBLIC OF MALAWI

PEOPLE'S REPUBLIC OF MOZAMBIQUE

KINGDOM OF SWAZILAND

UNITED REPUBLIC OF TANZANIA

REPUBLIC OF ZAMBIA

REPUBLIC OF ZIMBABWE

14

CONVENTION ON THE ESTABLISHMENT OF THE SOUTHERN AFRICA
TRANSPORT AND COMMUNICATIONS COMMISSION
[Approved by the SADCC Summit in Harare in July, 1981]

PREAMBLE

The Governments of Angola, Botswana, Lesotho, Malawi, Mozambique, Swaziland, Tanzania, Zambia and Zimbabwe -- hereinafter referred to as "member States":

BEARING in mind the aims and spirit of their Declaration -- SOUTHERN AFRICA: TOWARD ECONOMIC LIBERATION -- signed in Lusaka on the 1st of April 1980;

RECOGNISING the need to:

> a) reduce economic dependence, particularly, but not only, on the Republic of South Africa;
>
> b) forge links to create genuine and equitable regional integration;
>
> c) mobilise resources to promote the implementation of national, inter-state and regional policies;
>
> d) take concerted actions to secure international cooperation within the framework of member States' strategy for economic liberation;
>
> e) promote rational and integrated utilisation of the various systems existing in the region;
>
> f) promote new concrete development programmes and projects and the modernisation of existing systems;
>
> g) seek participation of the independent states in the region:

DESIROUS of fostering and cultivating cooperation in the field of transport and communications based on absolute equality, respect for individual sovereignty and mutual benefit with the aim of raising the living standards of their people as rapidly as possible; and

DESIROUS of reducing the state of economic dependence in which they have found themselves:

HEREBY agree as follows:

15

ARTICLE I

THE COMMISSION

1. There is hereby established a Southern Africa Transport and Communications Commission (hereinafter referred to as "the Commission").

2. The Commission shall consist of three organs, namely:

   a) a Committee of Ministers;

   b) a Coordinating Committee;

   c) a Technical Unit.

ARTICLE II

OBJECTIVES OF THE COMMISSION

1. The objectives of the Commission are:

   a) to provide coordination in overcoming transport and communications problems in the region;

   b) to provide economic and efficient means of transport and communications in the region;

   c) to achieve self sufficiency in the maintenance of equipment and plant;

   d) to achieve self sufficiency in technical manpower, training and development;

   e) to encourage the efficient utilisation of available resources for the betterment of transport and communications within the region.

ARTICLE III

ORGANISATIONAL STRUCTURE

1. Committee of Ministers

   (1) The Committee of Ministers shall be the supreme body of the Commission.

   (2) The Committee of Ministers shall consist of one Minister from each member State, being a Minister responsible for Transport and/or Communications.

16

(3)   The Committee of Ministers shall meet at least once a year.

(4)   One representative from each of the Liberation Movements of Southern Africa recognised by the OAU shall be accorded observer status at such meetings.

(5)   The quorum shall be two-thirds of the member States.

(6)   The venue of the Committee of Ministers shall rotate annually among member States.

(7)   At every meeting of the Committee of Ministers each member State shall have one vote.

(8)   The Chairman of the Committee of Ministers shall be a Minister of Mozambique, responsible for Transport and/or Communications.

2.   Coordinating Committee

(1)   The Coordinating Committee shall consist of one representative from each member State and shall meet at least twice a year.

(2)   One representative from each of the Liberation Movements of Southern Africa recognised by the OAU, shall be accorded observer status at such meetings.

(3)   The quorum shall be two thirds of the member States.

(4)   The Chairman of the Coordinating Committee shall be the representative of Mozambique.

3.   Technical Unit

The Technical Unit shall consist of technical experts recruited from any source. This Unit, which shall be located in Maputo, will operate on a permanent basis and be responsible to the Chairman of the Coordinating Committee.

4.   Procedure

The organs of the Commission shall determine their own rules of procedure.

17

1. **Committee of Ministers**

    The Committee of Ministers shall be responsible for:

    a) overall formulation of the policies of the Commission;

    b) review and approval of the work of the Coordinating Committee;

    c) approval of the budget and the annual accounts;

    d) undertaking any other function assigned to it by member States.

2. **Coordinating Committee**

    The Coordinating Committee shall:

    a) determine priorities and coordinate the work of the Technica Unit;

    b) disseminate information to member States;

    c) be responsible for the recruitment of the technical experts;

    d) monitor the progress of the work of the Technical Unit;

    e) prepare and publicise regional development plans and projects 1 order to obtain technical and financial assistance for thei implementation;

    f) deal with such other transport and communications matters in th region as may be necessary.

3. **Technical Unit**

    3.1 General Functions

    The Technical Unit shall:

    a) identify the actual patterns of traffic between countries in th region;

    b) identify the potential suppliers of transport and communications equipment within and outside the region;

    c) prepare and present to the Coordinating Committee recommendations on policy and programmes relating to transport and communications and report on its activities.

18

3.2 Specific Functions

For each mode of transport and communications the Technical Unit shall:

a) gather information on the actual transport and communications systems, including bilateral and transit traffic and compile and evaluate such information;

b) identify national development projects having a regional impact and coordinate such projects;

c) recommend measures to optimise the utilisation of the existing facilities;

d) recommend immediate, medium and long term measures necessary to meet traffic demands;

e) when necessary assist member States with the preparation of documentation in connection with development;

f) assist working groups formed by member States on a bilateral or multilateral basis.

3.3 Performance of Functions

(1) In performing its functions the Technical Unit shall liaise, as necessary, with the governmental institutions of each member State.

(2) The Governments of member States may call the Technical Unit to assist in the appraisal of the work undertaken by consultants and contractors.

ARTICLE V

BUDGET AND ANNUAL ACCOUNTS

1. The Commission shall have an annual budget.

2. The Coordinating Committee shall prepare an annual budget and submit it to the Committee of Ministers for approval.

3. member States shall contribute to the annual budget on an equal basis.

4. The Commission may raise from any other source such funds as may be required for its day to day operations.

5. The Coordinating Committee shall at the end of each financial year prepare the annual accounts of the Commission and submit them to the Committee of Ministers for consideration and approval.

19

ARTICLE VI

LOCATION

The Headquarters of the Commission shall be in Maputo in the People's Republic of Mozambique.

ARTICLE VII

ENTRY INTO FORCE

1. This Convention shall be deemed to have come into force on such date as the previous Convention (now superseded) came into force and ratifications thereof by member States shall be deemed to be ratifications of this Convention.

2. States not listed in the Preamble to this Convention which become members of SADCC may acceed to this Convention. Instruments of accession shall be deposited with the Secretariat of SADCC.

3. No reservations shall be made to this Convention.

ARTICLE VIII

AMENDMENTS

1. The Committee of Ministers may amend this Convention by consensus.

2. Proposals for the amendment of this Convention may be made by any member State to the Chairman of the Committee of Ministers for preliminary consideration by the Committee of Ministers. Provided however, that the proposed amendment shall not be submitted to the Committee of Ministers for preliminary consideration until all member States have been duly notified of it and a period of three months has elapsed.

ARTICLE IX

SETTLEMENT OF DISPUTES

Any dispute between member States arising from the interpretation or application of this Convention which cannot be settled by negotiation, conciliation or other means, may be referred to the Council of Ministers by any party to the dispute for decision. The decision of the Council of Ministers shall be final and binding, unless varied by the Summit.

ARTICLE X

OBLIGATIONS

The obligations assumed by member States under this Convention shall, to the extent necessary to fulfil such obligations, survive the termination of membership by any State.

ARTICLE XI

ANCILLARY

1. This convention supersedes any Convention or other arrangement previously entered into among the member States in regard to the objects of the Commission.

2. member States shall continue to be bound by the obligations assumed under the superseded Convention or under other arrangements previously entered into among themselves.

Appendix 3

Participants in the Draft Report Workshop in Maputo, December 3, 1999

Name	Organization	Position
E. Lönstrup	Danish Embassy	Economic Counsellor
J.R. Tomé	EC	
J.D. Mabonbo	SATCC-TU	Roads Specialist
B::S: Mhango	SATCC-TU	Planning Officer
A. Nemakonde	SATCC-TU	Statistician
J.O.Mkinga	SATCC-TU	Ports & Shipping
O.R. Nundu	SATCC-TU	Civil Aviation
A:F:S: Namintete	SATCC-TU	Chairman
E:H: Msolomba	SATCC-TU	Director
S. Kaombwe	SATCC-TU	Planning Co-ordinator
A. Kulemeka	SATCC-TU	Documentalist
Anders Kreitz	Sida	Programme Officer
G. Werner	Sida	Programme Officer
T. Born	USAID	Infrastructure
B.T Carlsson	ÅF Swedish Management Group	Team Leader
Leif Danielsson	ÅF-Swedish Management Group	Evaluation Team, Director

Appendix 4

DRAFT

SATCC -TU ORGANISATIONAL STRUCTURE

```
                              DIRECTOR
                                 |
   +-----------------+-----------+-----------+-----------------+
   |                 |                       |                 |
ADMINISTRATION    FINANCE              TRANSPORT  *      COMMUNICATIONS *      TECHNICAL
                                                          AND METEOROLOGY     SUPPORT  **
                                                                              SERVICES
   |                                   |                    |                    |
   |                                   |                    |              +-----+------- PLANNING
SECRETARIAL                        LAND TRANSPORT      TELECOMMUNICATIONS  |
SERVICES                                                                   +------- HRD
                                                                           |
                                                                           +------- INFORMATION &
TU INTERNAL                        CIVIL AVIATION       POSTAL SERVICES    |         DATABASE
ADMINISTRATION                                                             |         MANAGEMENT
                                                                           |
                                   MARITIME & INLAND    METEOROLOGY        +------- LIBRARY &
                                   WATERWAY                                |         DOCUMENTATION
                                   TRANSPORT                               |
                                                                           +------- LEGAL & REGULATION
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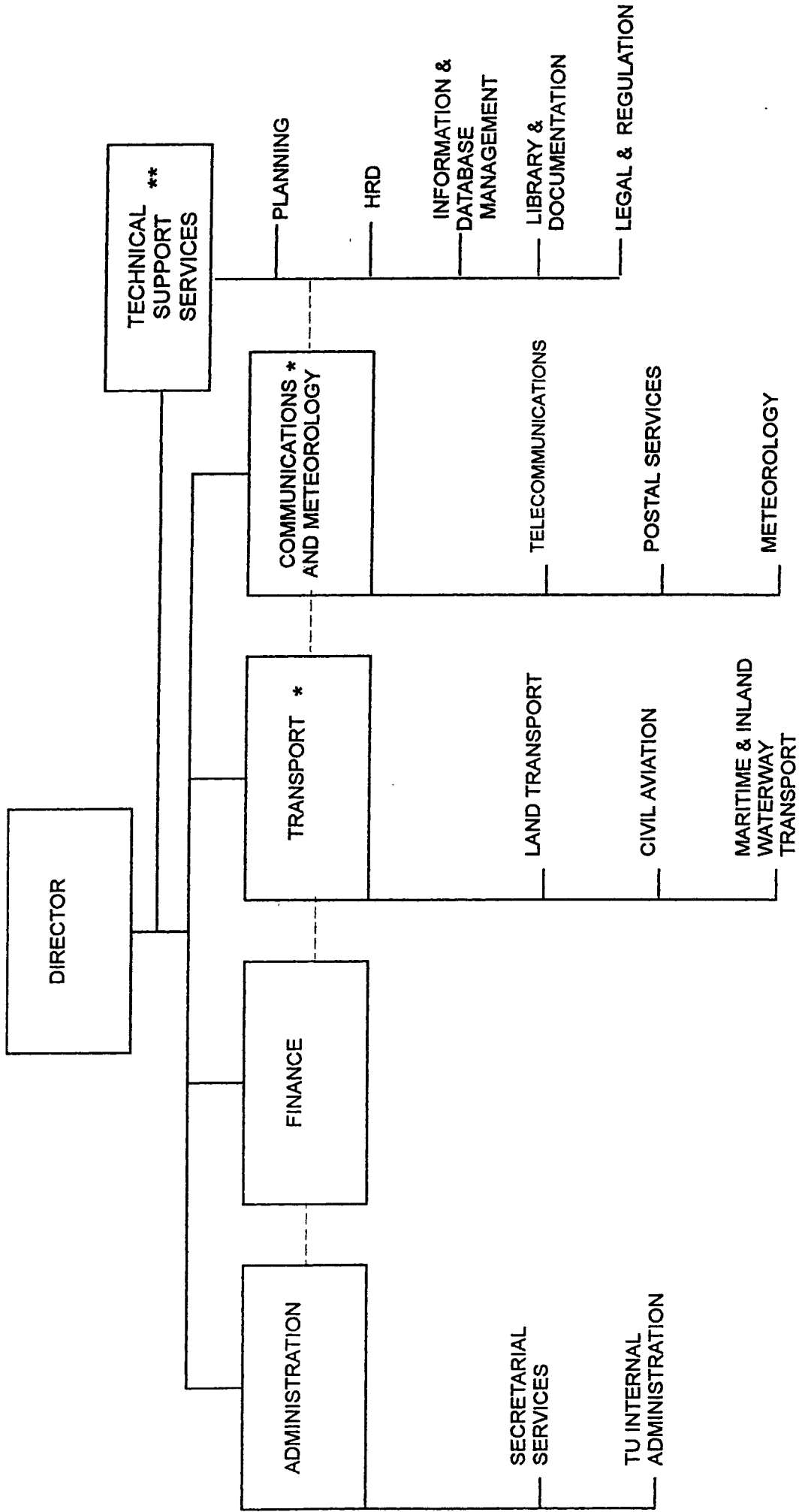
N.B. * Functions will focus on Policy Formulation and Protocol Coordination and Implementation.

      ** Functions cross-cut all subsectors

Chart 2: (a) SATCC-TU ORGANIGRAM (with staffing levels)

(as Defined in Mulaisho/Anderson Report Annex 1)

```
                              DIRECTOR
                                 |
                         Personal Secretary
                                 |
        +------------------------+------------------------+
        |                        |                        |
ADMINISTRATION            INFORMATION              MACRO-PLANNING
    UNIT                     CENTRE                 COORDINATOR
```

ADMINISTRATION UNIT

1 Admini & Finance Officer
2 Admin. Assits.
4 Secretaries
1 Accounts Clerk
1 Telex/Fax/Telephone / Registry clerk
- Driver
- Messengers

INFORMATION CENTRE

1 Computer Manager
1 Econ/Statistician
1 Documentalist
1 Asst. Documentalist

MACRO-PLANNING COORDINATOR

1 Planning Coordinator
2 Planning Officer
1 Training Officer

Short Term Consultants available to all sections

Technical Units

```
        +---------------------+---------------------+
        |                     |                     |
   SURFACE              CIVIL                   TELCOM
  TRANSPORT            AVIATION
```

SURFACE TRANSPORT

1 Section Leader (Railway Expert)
1 Port Specialist
2 Engineers
1 Engineering Consultant

CIVIL AVIATION

1 Section Leader

TELCOM

1 Section Leader
1 Engineer
1 Engineering Consultant

Appendix 5

EVALUATION OF THE NORDIC SUPPORT TO SATCC-TU
– Desk Study

November 1998

The Task

This desk study is the first part of an evaluation of the impact of the Nordic Support to the Southern Africa Transport and Communications Commission – Technical Unit (SATC-TU) commissioned by Swedish International Development Authority (SIDA) to AF – Swedish Management Group.

The main purpose of this study is:

(a) to collect facts, data and other relevant information regarding the community, the Commission, the Technical Unit and the donor support (especially the Nordic Support);

(b) To compile this information into a structured report describing the evolution and changes of the Commission its secretariat and its operations; and

(c) To tentatively identify, strengths and weaknesses of the various form of donor support – especially the Nordic- to the Commission and its operations.

Before presenting the results of this work, the consultant wishes to express his gratitude to institutions and individuals that contributed for the success of this mission.

1.   SADC and SATCC: Background and Relationships

SADCC (Southern African Development Coordination Conference) was established on the 1rst April 1980 through the Lusaka Declaration entitled "Southern Africa-Towards Economic Liberation". The development objectives of SADCC were:

· the reduction of economic dependence, particularly, but not only, on the Republic of South Africa;

· the forging of links to create a genuine and equitable regional integration;

· the mobilization of resources to promote the implementation of national, interstate and regional policies;

· concerted action to secure international cooperation within the framework of our strategy for economic liberation.

The Lusaka declaration identified transport and communications as the priority area for cooperation because it was in this sector that dependence on South Africa was critical, particularly in what concerns overseas imports and exports. Secondly, it was the only sector where member states could derive concrete benefits in a short period of time, what was considered very important to keep all members interested in SADCC.

It was also in this context that the Lusaka Declaration called for the establishment of the Southern African Transport and Communications Commission (SATCC), "to coordinate the use of existing system and the planning and financing of additional regional facilities". SATCC was formally established on the 1st July 1981, in Harare through a Convention.

1.1.   From SADCC to SADC

In the beginning of the 1990s, regional and international trends changed dramatically both politically and economically, what obliged SADCC to rethink its strategy to cope with the new situation. The following factors were of critical importance in the process of change from the Coordination Conference to Development Community:

· the end of apartheid in South Africa which was the major source of conflict and destabilization in the region;

· the end of the cold war which reduced tensions and opened the way for market economies in the region;

· the need to deepen regional cooperation by taking concrete steps towards regional integration;

· the need to reduce dependence of the SADCC Program of Action on donor funding; and,

· to provide SADCC with a legal status.

The 1992 Theme Document, "SADCC-Towards Economic Integration", provided the framework and strategy for moving towards a more integrated region. The strategy adopted is the Development Integration.

1.2.   Development Integration Approach

Most recently a development integration approach has been developed, based on the fact that in 'third world' regions, underdeveloped production structures and infra-structural deficiencies constitute major impediments to regional trade[1]. It proposes that trade integration should be complemented by; (i) efforts to promote co-ordinated regional industrial development (ii) the establishment of regional funds or banks giving special priority to the least developed members; (iii) measures to give less developed members greater preference in access to regional markets and facilities and a longer period to reduce tariffs; and (iv) some co-ordination of macro policies at a relatively early stage, particularly in relation to fiscal incentives for investments[2].

It recognizes the importance of balanced and equitable benefits of integration and that the trade liberalization measures should be complemented by appropriate measures aimed at assisting the least developed members. Development integration also argues that there is a need for a close political co-operation in the early stage of the process of integration

SADC is still predominantly in the co-ordination stage of integration, although signs of market and development integration can traced.

1.3.   The SADC approach to integration

Taking into account the prevailing economic circumstances in the SADC region, which are not yet favorable to the trade integration approach, the lessons learned from the failure of market integration approaches in other regions of the African continent as well as the need to continue with the process of co-operation initiated under SADC, determined the decision of SADC to adopt a *Development Integration Approach*[3].

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[1] See Rob Davis, p 118
[2] bid
[3] The decision by SADC to adopt developmental integration approach was taken in January 1992

It is the belief of SADC that the development approach will provide for investment, production and market integration. This strategy will help to address: (i) the various bureaucratic, regulatory and administrative non-tariff barriers to the movements of goods, services and people in the region, (ii) the non convertibility of currencies and other payment related problems, (iii) the inadequate physical and economic infrastructures in a number of areas, and (iv) the low effective demand arising from the underdevelopment nature and lack of competition of the economies of the countries in the region[4].

While recognizing that the strategy is the most appropriate for SADC at this stage it is important to note that it will only have the support of individual members states if it can provide for a balanced, equitable and mutually beneficial co-operation, or in other words, if it can meet their expectations and aspirations. This will remain the basic challenge throughout the process of economic co-operation.

1.4.   The Southern African Development Community (SADC)

On the 17th August 1992, in Windhoek a new Declaration, SADC-Towards a Common Future and the Treaty, establishing the Southern African Development Community were signed by ten member states, namely Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, Tanzania, Zambia and Zimbabwe. South Africa joined the organization in August 1993 and was followed by Mauritius in 1995. Democratic Republic of Congo and Seychelles were admitted in 1997.

The SADC Treaty provided the framework for deepening the process of regional co-operation in the Southern African Region (SAR) and gave a legal status to the organization. It should be recalled that SADC operated on the basis of the Memorandum of Understanding. Articles 4, 5 and 6 contained in chapter two of the treaty define the principles and objectives of co-operation.

In their co-operation, member states are to be guided by the principles of sovereign equality; solidarity, peace and security; the observance of human rights, democracy and the rule of the law and they should settle their disputes in a peaceful manner.

The objectives of the organization are to (i) achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the peoples of Southern Africa and support to the socially disadvantaged through regional integration; (ii) evolve common political values, systems and institutions; (iii) promote and defend peace and security; (iv) promote self-sustained development on the basis of collective self-reliance, and the interdependence of Member States; (v) achieve complementarily between national and regional strategies and programs; (vi) promote and maximize productive employment and the utilization of resources of the region; (vii) achieve sustainable utilization of natural resources and effective protection of the environment; and (viii) strengthen and consolidate the long standing historical, social and cultural affinities and links among the peoples of the Region.

To attain these objectives Member States have agreed to harmonize their political and socio-economic policies and plans, create appropriate institutions and mechanisms for the mobilization of requisite resources for the implementation of programs and operations of SADC and its institutions, develop policies aimed at the progressive elimination of obstacles to the free movement of capital and labor, goods and services, and of the peoples of the region generally, among member states, promote the development of human resources and transfer and mastery of technology,

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[4] SADC: Towards Economic Integration,1992, pp28-29

promote the co-ordination and harmonization of the international relations of member states, secure international understanding, co-operation and support, and mobilize the inflow of public and private resources into the region.

The Treaty is not a very detailed instrument, unlike those we find in other organizations. This was done deliberately because member states decided that there was a need for the involvement of civil society and major stakeholders[5] in the process of consultation and definition of the new policies towards regional integration[6].

1.5.   Framework and Strategy for Building the Community

The declaration of intent is not, by itself, enough for the process of integration to take place. This should be continuously accompanied by practical measures at national and regional level, if regionalisation is to take place at all. Bearing that in mind, the first stage consisted in the conception and approval of the Framework and Strategy for Building the Community[7]. The issues included the need to ensure the full participation of peoples of the region and their institutions in determining the content, form and direction of the integration process. It was in this context that a series of community workshops involving civic leaders, a cross-section of representatives of the people, Non Governmental Organizations (NGOs), parliamentarians, trade unions, training institutions and the private sector, are continuously undertaken at national and regional levels.

To address the issue of integration, SADC has embarked on a two-pronged process involving the mobilization of a popular constituency through national seminars; and the convening of specific sectoral workshops leading to the development of protocols. Since 1993, workshops have been held in the areas of free movement of persons; industry and trade; human resources developments; tourism, energy, transport and communications; democracy, peace and security; human rights with the NGO community. The recommendations of these workshops are then submitted to SADC Council of Ministers for approval, and once that is granted, they become the basis for the elaboration of the protocols. So far, the protocols of energy, trade, transports and communications and meteorology, water, combat to illicit drug trafficking, mining, education and training and tourism have been completed and signed. Their content will be highlighted in the next point.

The Windhoek Declaration and Treaty both signed on the 17th August 1992, marked the turning point in trends of co-operation in the SAR. On the one hand, the region is taking steps to ensure deepening economic and political relations. With this aim, a framework and strategy for building the Community was approved in 1993 and has been the basic tool for laying down the foundations for integration of the region. This is being complemented by initiatives taken to review the former program of co-operation, the SPA, as well as the institutional framework, with the aim of adjusting it to the new realities. All these, is resulting in an emergence new policies, strategies and priorities around which the new community is going to evolve.

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[5] Major stake holders are public, private, Non Governmental Organisations entities.
[6] The population is indirectly represented through identifiable institutions like parliament, NGO's and civic associations.
[7] SADC Council of Ministers, Harare, January 1993

2.   The SATCC-TU

2.1.   The SATCC-TU Original Mission

SATCC was established to improve the existing transport system in the region for it to provide an efficient service that would ease the flow of goods and persons. It was also the responsibility of SATCC to create new links between members states not only to facilitate communications but also to correct distortions in the system inherited from the colonial era, particularly the strong dependence of the hinterland SADC countries on the South Africa transport and communications system.

The Convention signed in 1981 attributed the following responsibilities to SATCC.

Rehabilitate and upgrade the existing infrastructures, which would provide access to the sea and main regional transport and communications network by;

·   Establishment of appropriate telecommunications links;

·   Provide adequate civil aviation facilities; and

·   Identify additional infrastructure needs.

To ensure the achievement of these objectives SATCC had the following functions:

·   Design, coordination and implementation of regional transport and communications projects;

·   Mobilization of resources for the implementation of projects; and

·   Define Sector Policies, strategies and priorities.

To better pursue its program, the Commission established working groups on a sectoral or sub-sectoral basis, which have the responsibility consider technical and operational matters of regional importance. The working groups included the sectors of railways, ports, airlines and departments of civil aviation, departments charged with road infrastructure and road transport, telecommunications administrations, postal services and meteorology departments.

2.2.   The SATCC-TU New Mission

From 1992, with the signing of the Treaty establishing the Southern African Development Community, SATCC begun to undertake measures to change its role and functions in order to respond to the needs of regional integration. The SADC Declaration indicates that Member States should work out and adopt a framework of cooperation which provides for 'deeper economic cooperation and integration on the basis of balance, equity and mutual benefit, providing for cross-border investment and trade, and freer movement of factors of production, goods and services across national borders. Article 21 of the Treaty specifically identifies infrastructure and services as one of the key areas of cooperation.

In order to implement the provisions of the Treaty in the transport and communications sector, the Commission developed the Protocol of Transport Communications and Meteorology, which was signed in August 1996 and came into force in September 1998, after ratification by two thirds of the Member States. The protocol provides the legal framework and identifies the major objectives and the institutions for the integration of the transport and communications system in Southern Africa.

2.2.1. The Protocol

The Protocol of Transport, Communications and Meteorology, which is a result of extensive consultations between Member States and all major stakeholders in the region, defines the strategic goals of the Southern Africa Transport and Communications Commission. The most important are the following:

· the integration of regional transport, communications and meteorology networks through the implementation of compatible policies, legislation, rules, standards and procedures;

· elimination or reduction of hindrances and impediments to the movement of persons, goods, equipment and services;

· restructure state enterprises and public utilities which are financially independent and commercially viable;

2.2.2. Institutions and Monitoring

The primary responsibility to implement and monitor the provisions of the Protocol is attributed to Member States. The institutions defined by the protocol are:

(i) SATCC is comprised by the Committee of Ministers which shall be the supreme body of SATCC and provide overall guidance and general co-ordination for the preparation and the implementation of a regional policy agenda and development of strategies in the transport, communications and meteorology sectors;

(ii) The committee of officials, sub-sectoral committees, a technical unit, the SATCC-TU and such other committees or regional bodies as may from time to time be established.

The Protocol established eight sub-sectoral committees, namely:

(a) Integrated Transport Committee;

(b) Roads, Road Transports and Road Traffic Committee;

(c) Railways Committee;

(d) Civil Aviation Committee;

(e) Maritime and Inland Water Transport Committee;

(f) Telecommunications Committee;

(g) Postal Services Committee; and

(h) Meteorology Committee.

Each sub-sectoral committee shall implement the provisions of the protocol in the areas of responsibility by:

(a) undertaking comprehensive policy review to develop harmonized regional and national policies;

(b) aligning policies, legislation and procedures with international rules and practices;

(c) preparing broad based implementation strategies aimed at meeting developmental needs and promoting economic growth falling within the parameters of the approved regional development and policy agenda;

(d) considering the three-monthly progress reports regarding the implementation of this Protocol;

(e) Submit a recommendation to the Committee of Senior Officials to amend an existing annex or to include a new annex to this protocol; and

(f) Perform other functions as may be determined by the Committee of Senior Officials.

2.2.3. The New SATCC Role

The Protocol also identifies the SATCC-TU, in its article 13.9, as the body which should provide technical, implementation and monitoring support to all the implementation agencies with the implementation of the provisions of this protocol, monitoring compliance by Member States with their obligations in the terms of this protocol and providing secretarial and administrative support to the SATCC and to this end, may receive requests for assistance from all components of the SATCC.

3.   The Role and Functions of the TU 1981-1997

The functions performed by SATCC in the 1980ies, included infrastructure rehabilitation, upgrading or improvement, especially along the regional trade routs and corridors; operational coordination for efficient cross-border flow of traffic and services; institutional and organizational development; and harmonization and standardization of services, regulations, specifications and administrative procedures. To implement its program of action, SATCC was subdivided into the sub-sectors of civil aviation, meteorology, roads, telecommunications, railways, postal services, and ports and water transport.

In the context of the SADC Treaty of 1992, the responsibilities of the TU are focused on enhancing regional integration of the transport and communications systems. The Protocol on Transports, Communications and Meteorology, which came into force in September this year, provides the legal framework under which the co-operation should evolve.

More specifically SATCC-TU has the following main tasks:

(a) Evaluate the performance of the regional transport and communications systems and undertake analysis of issues having an impact on such performance

(b) Identify physical and non-physical impediments to the smooth flow of traffic and provide convincing and practical recommendations of their elimination

(c) Oversee and lead the coordination of the regional operations to establish functionally integrated transport and communications systems

(d) Promote implementation, in Member States, of measures for regional integration and efficiency improvement

(d) Guide and supervise short-term consultants engaged to analyze in detail identified specific issues;

(e) Until full-fledged associations are formed, provide secretariat services to the Working Groups by overseeing and leading in the production of documents, organizing the meetings and keeping records. The function will continue to be done in conjunction with institutions concerned or Member States especially in the organization of meetings and taking records.

(f) Strengthen and maintain an efficient information center comprising a library and comprehensive transport and communications data;

(g) Lead and coordinate human resources development efforts especially in the management, technical and other specialist cadres; and

(h) Coordinate, monitor and oversee implementation of regional transport and communications projects.

3.1. Relations between SATCC and other Regional Institutions

In looking at the new role of SATCC it is important to evaluate the relationship with other regional institutions which are involved in the promotion of regional integration, particularly the Southern African Customs Union (SACU) and the Common Market for East and Southern Africa (COME-SA), which may duplicate SATCC and cause conflicts. Four SADC countries are also members of SACU, and nine belong also to COMESA.

The issue of duplication does not arise in relation to SACU because it is seen as one of the building blocks of SADC. SACU is now in the process of being reviewed to see how best can complement SADC efforts.

Regarding COMESA the potential of duplication and conflict is more possible because the treaties of the two organizations spell the same objectives. In 1991, when SADC indicated that it was going to move towards regional integration, COMESA proposed a merger to avoid duplication. The issue was only resolved in 1995, when the two organizations agreed to exist as independent entities and instead of competing decided to cooperate.

4.   The Activities of SATCC-TU, 1981–1997

Activities realized by SATCC since its inception in 1981 can be divided into three different phases. The first one focused on the promotion and co-ordination investments in infrastructure. The second period, which covers the period from 1990 to 1996, was dedicated to promote efficiency of the transport and communications systems through regional-cooperation. The third phase, which is a result of the decision of SADC to move towards regional integration of the transport and communications sector.

4.1   First Phase

The bulk of activities during this period concentrated on the installation, improvement and the introduction of new equipment in the sector.

4.1.1. Civil Aviation
Activities in this sub-sector involved the:

·   construction and extension of airports of Dar Es Salaam, Lilongwe, Maseru and Manzini;

·   adjustment of rout networks to ensure better regional connections;

·   enhance coordination of airline schedules to shorten transit time;

·   improvement of ground navigation systems;

4.1.2. Ports and Railways.
SATCC introduced the concept of corridors to facilitate the implementation of its programs. For that, five corridors were identified, being Beira, Maputo and Nacala in Mozambique, Dar es Salaam in Tanzania and Lobito in Angola. In the Lobito corridor activities were never started due to the war situation that still prevails in Angola. Specific activities undertaken include:

·   rehabilitation and modernization of the railways lines that linked hinterland countries to the regional ports of Dar-Es-Alam, Nacala, Beira, and Maputo;

- rehabilitation and upgrading of port facilities;

- rehabilitation and upgrading of roads that run along the corridors;

- rehabilitation and/or construction of new infrastructures that were important for port and railways operations.

Thanks to the successful implementation of these projects, SADC corridors became more competitive. In 1980, when the program of cooperation begun, 80% of the external trade of the six SADC inland countries was handled by South Africa. By 1991, 60% of the cargo from and to inland countries was handled through SADC ports despite the war of destabilization launched by South Africa to counter the SADC strategy.

4.1.3. Telecommunications

In 1980, all SADCC countries were obliged, by political and economic reasons, to route their international communications trough the former colonial powers or South Africa. To avert this situation the sector undertook the following activities:

- Satellite earth stations for the countries who did not have;

- Micro-wave links within countries;

- Cross-border microwave links between countries.

As a result of these projects, today SADC countries are able to make more than 80% of their international communications directly.

4.1.4. Postal and Meteorological Services

In what regards meteorology, activities were centered on the improvement of data collection and drought monitoring systems. In postal services, express mail services throughout the region have been established. The introduction of new postal terminals is also on the pipeline

4.2.   Second Phase

As a result of considerable achievement in the installation of infrastructure, upgrading facilities and the introduction of new equipment, the Commissions activities shifted in emphasis towards promoting the efficient use of the installed capacities. Emphasis was put on operational co-ordination, promotion of institutional restructuring, improvement in efficiency, and human resources development. In this context the Working Groups developed the following activities:

4.2.1. Ports and Shipping:
- Formulation of a coordinated shipping policy;

- Establishment of a shipping information system and development of a statistical data base

- Assessment of transshipment possibilities for regional ports, establishment of coordinated shipping and development feeder services;

- Development of multi-modal transport operations to enhance transport chain efficiency;

- Determine feasibility of dry docking facilities and ship repair capacity development

- Harmonization of port regulations and legislation;

- Analysis of efficiency or performance of SADC ports; and

- Ports organizational and management improvement.

4.2.2. Railways
· Train operations improvement

· Development of traffic costing systems and capacity;

· Establishment of a Regional Rolling Stock Information System and improvement of railways statistics database

· Standardization of wagon specifications and numbering;

· Wagon interchange rules and procedures improvements;

· Joint coordination acquisition of spare parts; and

· Improvement of Accident investigations procedures.

4.2.3. Roads and Roads Transport
· Review of SADC roads design standards and specifications;

· Improvement of road management including organization, maintenance systems and funding;

· SADC rout numbering;

· Review of vehicle weights and dimensions limits;

· Control of overloading and roads safety improvement; and

· Harmonization of road traffic legislation and improvement of international road   transport facilitation.

4.2.4. Civil Aviation
· Review of airline regulations, policies and airline restructuring;

· Establishment of Regional Flight Safety Inspection Unit;

· Improvement in the management of airports including organization, maintenance systems and funding;

· Establishment of a Regional Airport Council;

· Implementation of an Air Navigation Plan for the African-Indian Ocean region; and,

· Implementation of a regional Civil Aviation Action Plan.

4.2.5. Telecommunications
· Improvement of network management systems including coordination, traffic planning and management of transmission and switching facilities;

· Development and implementation of a manufacturing strategy;

· Improvement of maritime communications;

· Telecommunications policy, regulation and institutional restructuring;

· Frequency management and monitoring system improvement;

· Regional synchronization planning;

· Development of a regional maintenance repair center; and

· Development of a database.

4.2.6. Postal Services:
· Improvement of quality of services and counter services;

· Improvement of marketing; and

· Improvement of management tools especially statistics.

4.2.7. Metrology Services:

· Establishment of a well maintained network of surface and upper air observations stations;
· Improvement of operational meteorological telecommunications facilities;
· Improvement of operational data processing facilities; and
· Establishment of Regional Drought Monitoring Center, Regional Telecommunications Hub in Lusaka and Regional Maintenance facility in Gaberone.

4.3. Third Phase – Towards Regional Integration

After the signing of the SADC Treaty in 1992 and the approval by the Council of Ministers of the Strategy and Framework for Building in 1993, SATCC-TU undertook the work of developing the Protocol of Transports, Communications and Meteorology, which was concluded and signed in August 1996. The Protocol has now entered into force, and provides the legal framework for the integration of the transport and communications in Southern Africa. In 1996, integration study for transports and communications and funded by the European Union, was launched, with the aim of providing the TU with the necessary tools to implement the Protocol. The study has now been completed and approved by the SADC Council of Ministers in September this year.

5.   SATCC Projects and Resources Mobilization

5.1. SATCC Projects

SATCC portfolio of projects include operational coordination, training, the Maputo, Beira, Nacala, Dar-Es-Alam and Lobito Port Transport Systems, intra-regional surface port-system projects, civil aviation, telecommunications, meteorology and postal services. The chart bellow illustrates percent distributions of funding for different projects. It is derived from tables 1,2 and 3, which are a summary of costs and funding of projects in 1992, 1995 and 1997. Table 4 provides a detailed version of that information.

Figure 2: Percent distributions of funding for different projects

Table 1: Summary of Costs and Funding of Projects, (*As Per 1992 SATCC Annual Report*)

SUMMARY OF COSTS AND FUNDING OF PROJECTS
(All amounts in USD Million)
As Per 1992 SATCC Annual Report

PROJECT TYPE	Number of Projects	Project Costs			Secured Funding		Funding Under Negotiation		Funding Gap	
		Total	Foreign	Local	Total	%	Total	%	Total	%
Regional Operational Coordination	32	96.7	95.8	0.9	48.5	50.2	9.4	9.7	38.8	40.1
Training Projects	18	100.0	93.0	7.0	43.3	43.3	17.5	17.5	39.2	39.2
Maputo Port Transport System Projects	23	963.8	849.7	114.1	344.1	35.7	83.9	8.7	535.8	55.6
Beira Port Transport System Projects	7	517.6	477.6	40.0	413.1	79.8	40.3	7.8	64.2	12.4
Nacala Port Transport System Projects	5	321.1	287.2	33.9	250.9	78.1	6.5	2.0	63.7	19.8
Dar es Salaam Port Transport System Projects	9	860.2	787.0	73.6	531.0	61.7	58.7	6.8	270.5	31.4
Lobito Port Transport System	4	583.3	583.3	0.0	83.9	14.4	36.0	6.2	463.4	79.4
Intra - Regional Surface Transport Projects	44	1516.6	1206.4	310.2	620.9	40.9	98.0	6.5	797.7	52.6
Civil Aviation Projects	31	421.8	353.9	67.9	116.4	27.6	32.3	7.7	273.1	64.7
Telecommunications Projects	44	1139.2	1030.9	108.3	398.6	35.0	124.1	10.9	616.5	54.1
Meteorology Projects	10	22.0	21.3	0.7	11.8	53.6	0.0	0.0	10.2	46.4
Postal Service Projects	4	30.4	18.6	11.8	12.6	41.4	1.0	3.3	16.8	55.3
TOTAL (Current Year)	231	6572.7	5804.7	768.4	2875.1	43.7	507.7	7.7	3189.9	48.5

Table 2: Summary of Costs and Funding of Projects *(as per 1995 SATCC Annual Report)*

SUMMARY OF COSTS AND FUNDING OF PROJECTS
(All amounts in USD Million)
As Per 1995 SATCC Annual Report

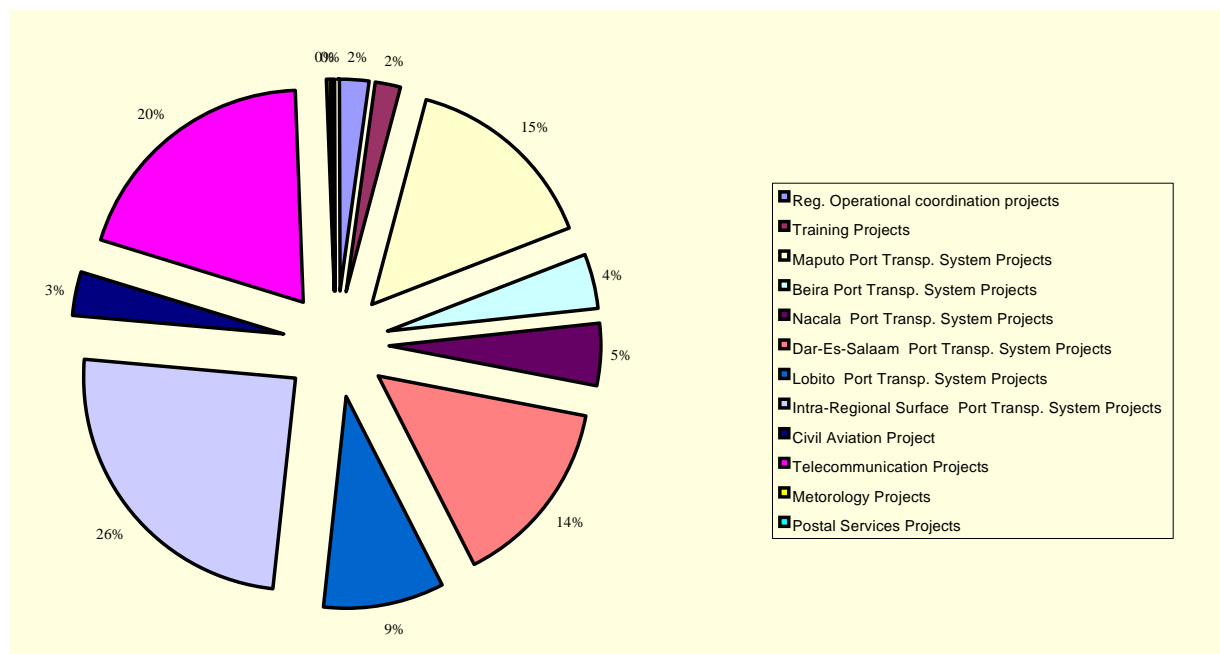| PROJECT TYPE	Number of Projects	Project Costs			Secured Funding		Funding Under Negotiation		Funding Gap	
		Total	Foreign	Local	Total	%	Total	%	Total	%
Regional Operational Coordination	36	145.3	141.9	3.4	81.6	56.2	13.0	8.9	50.7	34.9
Training Projects	9	136.8	129.7	7.2	37.7	27.6	17.2	12.6	81.9	59.9
Maputo Port Transport System Projects	8	1184.3	1030.9	153.4	455.4	38.5	78.0	6.6	650.9	55.0
Beira Port Transport System Projects	6	447.6	413.4	34.2	289.1	64.6	114.8	25.6	43.7	9.8
Nacala Port Transport System Projects	5	328.1	292.3	35.8	190.7	58.1	73.7	22.5	63.7	19.4
Dar es Salaam Port Transport System Projects	7	909.8	820.1	89.7	540.5	59.4	58.7	6.5	310.6	34.1
Lobito Port Transport System	4	594.7	594.7	0.0	81.1	13.6	44.3	7.4	469.3	78.9
Intra – Regional Surface Transport Projects	47	1748.9	1293.1	455.8	908.7	0.0	79.3	4.5	760.9	43.5
Civil Aviation Projects	31	211.6	132.0	79.6	108.1	51.1	0.0	0.0	103.5	48.9
Telecommunications Projects	40	1197.3	1072.2	125.1	544.3	45.5	66.0	5.5	587.0	49.0
Meteorology Projects	15	19.0	18.6	0.4	0.9	4.7	0.0	0.0	18.1	95.3
Postal Service Projects	4	10.7	10.7	0.0	0.0	0.0	0.0	0.0	10.7	100.0
TOTAL (Current Year)	212	6934.1	5949.6	984.6	3238.1	46.7	545.0	7.9	3151.0	45.4

Table 3: Summary of Costs and Funding of Projects *(As Per 1997 SATCC Annual Report)*

SUMMARY OF COSTS AND FUNDING OF PROJECTS
(All amounts in USD Million)
As Per 1997 SATCC Annual Report

PROJECT TYPE	Number of Projects	Project Costs			Secured Funding		Funding Under Negotiation		Funding Gap	
		Total	Foreign	Local	Total	%	Total	%	Total	%
Regional Operational Coordination	26	146.2	142.4	3.8	65.8	45.0	30.5	20.9	49.9	34.1
Training Projects	8	132.2	126.2	6.0	33.7	25.5	17.5	13.2	81.0	61.3
Maputo Port Transport System Projects	14	956.0	845.1	110.9	377.4	39.5	56.2	5.9	522.4	54.6
Beira Port Transport System Projects	6	268.3	245.5	22.8	222.6	83.0	14.6	5.4	31.1	11.6
Nacala Port Transport System Projects	5	314.1	284.7	29.4	176.7	56.3	73.7	23.5	63.7	20.3
Dar es Salaam Port Transport System Projects	7	935.2	842.9	92.3	516.8	55.3	67.7	7.2	350.7	37.5
Lobito Port Transport System	5	594.7	594.7	0.0	81.1	13.6	44.3	7.4	469.3	78.9
Intra - Regional Surface Transport Projects	35	1601.5	1120.5	481.0	777.5	48.5	89.2	5.6	734.8	45.9
Civil Aviation Projects	30	214.1	135.9	78.2	108.2	50.5	15.3	7.1	90.6	42.3
Telecommunications Projects	25	1282.4	1160.9	121.5	630.3	49.2	141.9	11.1	510.2	39.8
Meteorology Projects	9	19.0	18.6	0.4	1.6	8.4	0.0	0.0	17.4	91.6
Postal Service Projects	4	10.7	10.7	0.0	0.0	0.0	0.0	0.0	10.7	100.0
TOTAL (Current Year)	174	6474.4	5528.1	946.3	2991.7	46.2	550.9	8.5	2931.8	45.3

Table 4: Reg. Operational Coordination Projects

Project Title	Total US$ million	%
Reg. Operational coordination projects	146,20	2,26%
Training Projects	132,20	2,04%
Maputo Port Transport System Projects	956,00	14,77%
Beira Port Transport System Projects	268,30	4,14%
Nacala Port Transport System Projects	314,10	4,85%
Dar-Es-Salaam Port Transport System Projects	935,20	14,44%
Lobito Port Transport System Projects	594,70	9,19%
Intra-Regional Surface Port Transport System Projects	1601,50	24,74%
Civil Aviation Project	214,10	3,31%
Telecommunication Projects	1282,40	19,81%
Meteorology Projects	19,00	0,29%
Postal Services Projects	10,70	0,17%
Total	**6474,40**	**100,00%**

5.2 Resources Mobilization

The SADC Program of Action, which contains a list of projects and programs of the organization, were implemented through funds donated by the international community, commonly known as the cooperating partners. The region contributed with only 10% of the total funds required[8]. To mobilize resources for the implementation of projects, SADC hosted Annual Consultative Conferences in the region where the organization would present projects and programs that required funding and the cooperating partners would indicate what they would fund and indicate the amounts to be pledged.

The SATTC program (i.e. the total value of all projects identified for implementation through the Commission since its beginning) stood, during the first decade (1981-1992) at more than USD 6.5 billion, of which 5.8 billion was identified as the foreign exchange component. Out of the USD 6.5 billion, USD 2.8 billion had already been secured with a further USD 534 million under negotiation. The Commission has been able to attract foreign financial support throughout the past decade and further. The SATCC Issue Paper N.1, points out two factors for the success of the Commission in obtaining massive financial support and these are:

(a) the willingness of the cooperating partners (international funding agencies) to support regional sectoral investment programs, motivated in large part by their desire to mitigate the negative impact of apparent South African policies against the economies of the SADCC states; and

(b) the ability of the Commission to effectively develop and package its projects in such a way as to attract financial support from an extremely diverse group of contributors.

At the beginning of the second decade, particularly after the admission of South Africa into the organization, SADCC member states were concerned with the statements made by the cooperating partners that their support to the SADC Program of Action was going to decline. One strong reason for that perception was that apartheid had gone and consequently, the political motivation that

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[8] See Figure 1, pg. 5, in SATCC Issue Paper N.1, November 1991

geared their support to SADCC. On the other side, the EU and other cooperating partners were advocating that the support to the region should be channeled through South Africa, which was suppose to be the locomotive of SADC, due to its economic power. These fears were coupled with growing signals of "donor fatigue". It became very frequent to hear cooperating partners making appeals to the region to start mobilizing their own resources if they wanted a sustainable regional integration.

To respond to the new reality SADC and SATCC-TU begun to look into alternative forms of mobilizing resources for implementation regional projects and programs. In this regard, SATCC has adopted a more comprehensive policy of designing regional projects, contrary to the previous project to project approach practice. One example of this new trend is the Maputo Development Corridor. At the same time, the sector is adopting measures to create a conducive environment for private investments, including privatization and commercialization of State Owned transport and Communications enterprises.

SADC has been organizing special meetings and Conferences to mobilize resources for regional programs. This is the case of the Southern Africa Economic Summit, a meeting jointly organized by SADC and the World Economic Forum, which takes place once a year and the Southern Africa Trade and Investment Forum that also meets once a year. The adoption of sound economic policies aiming at improving the climate for investment combined with permanent dialogue between SADC governments and the private sector, has encouraged the cooperating partners to continue to provide support to SADC and the private sector invest in the region.

As a result of renewed interest in SADC, table 5 shows that the level of commitment of the cooperating partners to the SATC Program of Action has remained unchanged.

6.   Support to the SATCC-TU

6.1.   Support by Other Donors

6.1.1. Canada
Canada is providing support to SATCC-TU through the Technical Services Fund. The second phase of this project was completed in June 1992. The third phase started in the first half of 1994, and will focus areas related to human resources development, mainly in railways and, to a lesser extent, in road and civil aviation subsectors. Matters to be addressed include:

(a) development of HRD/Training programs and modules;

(b) training of personnel in selected institutions;

(c) strengthening of training institutions (technical assistance staff development, course design, and equipment);

(d) provision of resources for some analytical work especially related to human resources productivity improvement; and,

(e) development of SATCC-TU staff for improved productivity.

6.1.2. Australia
Through the Australia Consultative Fund, Australia has provided consultants to undertake analytical studies in telecommunications to address key issues of importance to the region. Australia support has also included funding of regional counterparts to assist consultants, provision of workshops to discuss study recommendations and provision of limited facilities to telecommunication administrations to enable them to implement some of the agreed findings. The latter support was limited to provision of computers and software for frequency management by all telecommunication administrations. Australia has indicated that very limited funds would be available in the future and, hence, proposals will essentially be limited to completion of ongoing issues and few new but related issues.

6.1.3. Germany (GTZ)
A program started in 1996, will continue, as its predecessor, to address human resources development in the railway subsector, specifically addressing the following areas:

(a) management development and training,

(b) specialist and professional training;

(c) technical training;

(d) development of monitoring and the evaluation systems for impact assessment of training initiatives; and

(e) support to the SATCC-TU to manage the program.

6.1.4. European Community
The EC has financed the study of SATCC, the Regional Transport and Communications Integration Study for Southern Africa (post apartheid). The study has now been concluded and endorsed by the SADC Council of Ministers in September. The EC is also involved in financing training activities.

6.1.5. Austria
Austria will provide support for an assessment of Railway Track Maintenance Requirement and Training throughout the SADC region.

6.1.6. Denmark and Norway
From July 1994, the bilateral assistance provided by DANIDA and NORAD to support the activities of the Working Groups of Roads Infrastructure, Ports Administrations and Road Traffic and Transport was combined with the Nordic assistance to avoid overlapping.

6.1.7. USA
The USAID project is composed of two components: provision of Policy Analysis Assistance to SATCC-TU, and development of a Regional Rolling Stock Information System (RSIS).

The project will finance five long term and short term policy analysts who will work within the SATCC-TU in Maputo to strengthen regional capacity to identify, analysis and prioritize measures to resolve transport policy and regulatory constraints.

This project will also provide the tools for SATCC to further the adoption and implementation of policy reforms through a Policy Development and Implementation Support Fund.

USAID has been also funding the " Surface Transport Efficiency Project (SETEP) to assist in formulating the regional policies in this area.

6.2   Nordic Funded Activities

6.2.1. Support to SATCC-TU

SATCC-TU has been enjoying Nordic Support since its inception in 1981. During the 1980ies, Nordic support was dedicated to assist in the management of the TU, provide professional staffing and funding of general office operations. In the 1990ies, support policy changed in order to ensure sustainability and ownership of the TU by member states.

In the 1990ies two agreements were signed between the Nordic countries and SADC to support SATCC-TU. The first covered the period 1 March 1990- 31 March 1994. During that period, a total of SEK 46 millions was granted for:

a) Provision, for selected periods, of long term expatriate (Nordic) experts, viz. a viz, 2 Planning Officers, Civil Aviation Expert and the continuation, for limited periods, of the expatriate Planning Coordinator and Statistician;

b) Provision of regional experts to fill permanent positions of Assistant Documentalist and, for limited interim periods, Planning Coordinator and Statistician;

c) Provision of part time regional and expatriate experts in road traffic and transport, meteorology and postal services;

d) Provision of short term consultancies;

e) Operational coasts including travel budget support and office operations consumables;

f) Office equipment, including computers, photocopiers and furniture;

g) Staff housing development and office extension;

h) Provision of a full time Nordic expert Planning Officer;

i) Provision of a full time Assistant Documentalist and Roads and Road Traffic and Transport expert;

j) Provision of part-time regional experts support for meteorology and postal services, as well as a part-time Nordic expert support, albeit for limited time, to assist and hand over to the regional postal expert;

k) Provision of various short term experts;

l) Procurement of computers and computer training; and

m) Language training.

Further support totaling SEK 37 million was made available to SATCC for the period 1 July 1994 to 31 March 1998, For the period 1 April 1994- 31 March 1998, with two main objectives. The first, was to consolidate the phasing out of the Nordic direct support to the TU and ensure smooth takeover by Member States or SATCC's own financing, of the staffing and running of the TU. The second objective was aimed at enabling the TU to effectively pursue its extended new role of promoting efficiency in the performance of the transport and communications sectors as well as operational coordination and regional integration as a result of the process of building the community. In order to achieve the goals above indicated a project was developed to specifically target the areas to be covered during this long-term assistance.

The main objectives of the Nordic Support for the period 1 July 1994 to 31 March 1998 were:

a) To consolidate the ongoing measures being taken to ensure a smooth take-over by Member States or SATCC's own financing of the staffing and running of the Technical Unit.

b) To enable the Technical Unit to effectively pursue its extended new role of promoting efficiency in the performance of the transport and communications sectors as well as operational coordination and regional integration within the context of building the Southern African Development Community as per the SADC treaty of August 1992.

c) It is expected that by the end of the agreement period SATCC shall,

   (i) be efficiently managed as a sustainable regional organization which implies,

- financial viability with regard to operational costs, replacement and maintenance equipment and buildings through contributions by member states and other regional incomes,

- being staffed with competent regional staff;

   (ii) be recognized as a focal point for collaboration between Member States in the transport and communications sectors;

   (iii) have achieved considerable and visible results in the fields given attention in the respective subsection; and

   (iv) have a well-established reserve of more experienced regional consultant experts.

6.2.2. Nordic Impute and expected Outputs for the period 1 July 1994 – 31 March 1998

6.2.2.1.Support to operations
Nordics contributed annually to the general operational budget in a phasing out manner. The project document forecasts that Member States' contribution will increase in pace with decrease of the Nordic contributions.

The expected output is that the technical Unit will operate in accordance with a balanced and that its operations are not hampered by cash flows limitations.

6.2.2.2. Support to Replacement and Maintenance Fund (RMF)
The TU established the RMF to guarantee the sustainability of investments in equipment, vehicles and buildings. The annual settlement of the RMF are to be obtained from annual depreciation of the capital assets recorded as depreciation costs in the budget.

The expected output is an ability to maintain the value and function of the capital assets of the TU.

6.2.2.3. Staff Housing
During the first previous project, the Nordic supported the construction of six staff houses. This was an additional support to construction of two more houses, and the furnishing of the previously built.

The expected result is that the TU will be provided with a total of eight furnished houses for regional staff, who is eligible to be provided with housing under the SADC Terms and Conditions of Service

6.2.2.4 The Nordic Trust Fund
The NT F was established to enable the TU to hire individual specialists and consulting firms to assist in the efforts to pursue its regional role. Individuals and firms from the Member States and the Nordic countries (including Finland) are eligible to be recruited or bid for the assignments.

The NTF is administered by the TU to ensure the necessary flexibility. Funds are drawn from for the following purpose:

(i)   Regional expertise on individual basis and from consulting firms;

(ii)   Nordic expertise;

(iii)   Seminars for dissemination of results and promoting implementation of recommendations by the working groups as for addressing specific issues in relation to regional cooperation within the transport and communications sectors;

(iv)   Travel costs and other per diems not exceeding UN terms, that are outside SATCC-TU's budget in relation to the activities in (iii) above;

(v)   Support the procurement and establishing of a reserve of Nordic consultants;

(vi)   Financial costs in relation to the use of Nordic Trust Fund;

It is expected that the TU will enhance its role and contribute to visible results from the regional co-operation in the transport and communications sectors, increase the utilization of regional resources and thereby increase their experience and capabilities. It is also expected that the TU will develop through the NTF a network of individuals experts and consulting firms in the region and in the Nordic countries, introduce and develop efficient routines for acquisition of resources based on competitive bidding or selection of individual experts based on the SADC regulations. Routines for planning, reporting and measuring of performance should be in place.

6.3.   Assessment of the Nordic Support

6.3.1. Support to operations

Support to operations of the TU between 1991 and 1997 totaled USD 2. 285. 683 million. From 1996, as a result of the Nordics decision to withdraw their assistance, grants dropped drastically, while contributions from member states have increased significantly as shown in table and graph below. Table 6 displays the distribution and utilization of financial resources in the field of operations.

Figure 2: Sources of Income

INCOME

Table 5: Source of Income

INCOME

	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997
Contributions	58554	25659		84690	76275	78165	117000	110070	337194		436752	348890	605160	888020	1000100	1314437	1371928
Grants					51588						76235	133340	295278	212297	281706	781956	504871
Sundry Income							11696		10906								

Table 6: Expenditure and distribution of resources.

Expenditure

	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997
Audit+consult fees	500	500		750	700	700	700	700	700		8925	8195	8500	27660	89692	70588	83675
Elec. & Water	306	149		157	305		3479	5005	8275								
General expenses	5173	799		1509	1358	3096	6132	2874	17487		37404	32031	201351	115901	108462	98879	142496
Hotel accommodation	10719	9060															
Motor vehicle expenses	2304	4274		15031	9247	16093	34723	37562	23184		14503	19333	32694	28902	14904	13100	15626
Insurance	166	4449		7919	6847												
Rent	4122	10650		15072	10905	11383	12305	1640	1996		1110	1010	33400	65164	17365	34054	33444
Repairs and maintenance	216			5086	2046		234	11070	2680								
Salaries and staff Costs	7984	11171		10818	5837	7592	8144	5666	15266		155135	201131	443892	598814	820629	857295	1066741
Telephone & telex	4930	3339		15235	12780	17074	28972	54961	70350		124031	146015	139221	193749	144832	137493	102486
Travel & subsistence	223						10704	9943	58245	116982	49254	52802	173863	156654	176570	178001	131562
Depreciation											73414	76743	78043	67687	47402	33744	42508
Finance and bank charges											1676	1003	1514	1387	1502	4568	3065
Courier charges									17566								
Programs																352333	114630
Total	36643	44391	0	71577	50025	66642	104632	177723	274486	0	465452	538263	1112478	1255918	1421358	1780055	1736233

6.3.1.1 Member States Contribution

Member States have been contributing to operational costs of the TU, including regional and local support staff, office, related office equipment and running expenses. This contributions have increased from the 1990 due to regionalisation and the replacement of the Nordic support to the TU. Contributions raised from US$ 43. 700 in 1990 to US 1.371.928 in 1997 (see table 5 above).

Paying up of contributions have been very positive in recent years thanks to approval of sanctions against Member States in areas and the commitment to sustain SATCC-TU. On the other hand, Member States feel that there are some benefits they derive from supporting the TU. Discussions arise from time to time regarding the level of contribution. Few countries, particularly the new comers (Mauritius and South Africa) and the small ones (Lesotho and Swaziland) in economic terms, are of the opinion that contributions should be based on the GDP of each Member country. This view has not gained support because the organization privileges equity between Member States. The fact that all countries enjoy equal treatment regardless of the size of its economy, has been one of the key successes of SADC in building consensus.

Despite all this positive developments, a note should be taken on the financial limitations of Member States in meeting the increasing demands of the TU budget, particularly now that the Nordics have withdrawn their support. Additional resources to fund the activities of the TU will still be needed. In this regard, identification of supplementary regional sources of income is necessary. The project study for the period July 1994-Murch 1998, suggests the selling of some publications. Other way out can be the contribution of the major stakeholders to the operations of the TU. The Railways Administrations' decision to fund one Technical Expert in the TU to facilitate their cooperation in the technical field. Finally, growing commercial attitudes in the transport and communications industries will increase their motivations to sponsor activities deemed beneficial for their growth and profit.

6.3.2 Staff Housing

The construction and furnishing of eight staff quarters have been successfully completed by 1996. Regional staff according to SADC Terms and Conditions of Service now occupies these houses. A total of USD 1.620.000 million was spent in the project. The initial budget was USD 960.000. Additional funds totaling USD 660.000 were agreed later on to allow for the completion of the project (see table 7).

Table 7: SATCC Housing Project – Cost estimate and budget follow-up (23.03.1998)

	Invoices sent for payment up to 25.02.98	Invoices approved during March 1998	Budget estimate from 23.03.98	Budget follow up (Totals)
1) Housing Project Budget as agreed 11.11.93	N/A.	N/A.	N/A.	(960,000.00)
2) Savings in SATCC/Nordic Budget as agreed 11.11.93	n.a.	N/A.	N/A.	100,000.00
3) New Nordic Agreement of SEK 4,100,000.00	N/A.	N/A.	N/A.	560,000.00
11) Topographical drawing (CECM)	674.50	–	–	674.50
12) Project Brief (VISAL)	2,200.00	–	–	2,200.00
13) Pre-design Documents (PROJECTA)	10,263.77	–	–	10,263.77
14) Project Documents (PROJECTA)	51,046.00	–	–	51,046.00
15) Tendering costs	8,703.90	–	–	8,703.90
16) Building Permit costs	1,520.40	–	–	1,520.40
17) Official stamps, import paper costs etc	1,493.01	–	–	1,493.01
21) Fencing Contract (SOGEL)	48,949.48	–	–	48,949.48
22) Razor wire coils (CETEX)	5,940.09	–	–	5,940.09
23) clearing of plot (CETEX)	2,079.00	–	–	2,079.00
24) Garbage containers (CETEX)	934.48	–	–	934.48
25) Irrigation system	4,234.12	–	–	4,234.12
26) Transformer (CETEX)	14,759.79	–	–	14,759.79
31) Phase 1, two semi-detached houses (CETEX)	664,388.95	–	–	664,388.95
32) Additional work A/Phase 1 (CETEX)	7,775.11	–	–	7,775.11
33) Additional work B/Phase 1 (CETEX)	709.80	–	–	709.80
34) Burglar bars and AC-units Phase 1 (CETEX)	53,638.15	–	–	53,638.15
35) Alarm system Phase 1 (SOALARME)	4,917.40	–	–	4,917.40
36) Supervision Phase 1 (PROJECTA)	21,617.90	–	–	21,617.90
37) Project Adm. Phase 1	7,227.50	–	–	7,227.50
41) Phase 2, one semi-detached house (CETEX)	281,222.11	–	–	281,222.11
42) Alarm system Phase 2 (SOALARME)	2,457.00	–	–	2,457.00
43) Supervision Phase 2 (PROJECTA)	8,922.50	–	–	8,922.50
44) Project Adm. Phase 2	8,850.00	–	–	8,850.00
51) Phase 3, one semi-detached house (CETEX)	281,305.56	–	–	281,305.56
52) Supervision Phase 3 (PROJECTA)	7,115.86	–	–	7,115.86
53) Project Adm. Phase 3	14,750.00	–	–	14,750.00
54) Alarm system Phase 3 (microTERA)	3,186.00	–	–	3,186.00
61) Telephone lines (TDM)	7,777.40	–	–	7,777.40
62) Transformer connection (EDM)	8,862.34	–	–	8,862.34
63) Changes Alarm System Ph. 1&2 (microTERA)	2,933.80	–	–	2,933.80
64) Playground/Storm water ditch (CETEX)	8,514.40	–	–	8,514.40
65) Irrigation water (Housing Lda.)	7,342.90	–	–	7,342.90
66) Landscaping (Flor Real Florista)	42,142.78	–	–	42,142.78
67) Project Adm. Additional work	6,434.25	590.00	590.00	7,614.25
68) Estimate for additional work (Housing Lda.)	–	–	13,800.00	13,800.00
71) Unallocated Reserve	–	–	129.75	129.75
Totals:	**1,604,890.25**	**590.00**	**14,519.75**	**0.00**

6.3.4. The Nordic Trust Fund

A total of USD 1 745 748 million was made available for the NTF. Of this, and up to June 1998, USD 1 320 935, was spent on Macro-Planning & Coordination, Information Center, Roads and Road Transport, Ports and Shipping, Telecommunications, Civil Aviation, Meteorology, Postal Services and Human Development Resources projects. An illustration of the utilization of the funds is provided in the final report (March 1996). These reports indicates that following activities were undertaken:

(1) Cost recovery and Commercialization of some of the NMS;

(2) Conduct a Roving Seminar in NMS in Member States

(3) Southern Africa Regional Climatic Outlook Seminar;

(4) Harmonization of Road Design, Construction and Maintenance Standards;

(5) Workshop for Creation of an Integrated Airspace using CNS/ATM;

(6) Adjustments in the SATCC-TU Projects Briefs database

(7) Workshop on Vehicle Overload Control,

(8) Preparation of Model Legislation for Civil Aviation and Postal Services;

(9) Preparation of the Regional Road Hand Book;

(10) Study on the Regional Postal code System,

(11) Directory of Consultants;

(12) Workshop on Marketing of Postal Products;

(13) Trucking Industry Development Workshop

(14) SATCC Workshop on Model Legislation.

Activities Undertaken but Still Outstanding

These activities are expected to be completed by December 1998, when the Nordic supports to the Technical Unit will effectively end.

(1) Strategy Formulation for the Enhancement of Aircraft Utilization, Co-ordination and Co-operation within SADC;

(2) Organization, Job evaluation and Staffing Review for SATCC;

(3) Study on Marketing of Postal Products; and

(4) Enhance Flight Safety;

Activities not undertaken

(1) Maritime Communications;

(2) Postal Financial Information System;

(3) Postal Statistical Information System;

(4) Review of Quality of Postal Services;

(5) Improve Express Mail Service;

(6) Study on Abnormal Awkward Loads.

No explanation was given in the June 1998 report, to why these activities were not undertaken.

6.3.4.1 Directory of Consultants
Through the Nordic support, SATCC –TU has a roster of consultants both companies and individuals. There are 52 Consulting Companies in the Roster. Of these, over 50% are from the region, with South Africa leading the list (12) followed by Mozambique, Tanzania and Zimbabwe (4 each). The other 50% include mostly Nordic companies. The majority of individual consultants (37) are from the SADC region, with few from Nordic countries.

Although there is a list of payments[1] made to consultants under this fund, it is not ease to ascertain the origin of these consultants because that list does not provide any details in terms of their origin.

6.3.4.2 Management and Staffing
According to the current Organization and Structure, SATCC-TU is divided in three parts. The Administrative Unit is responsible for financial and administrative matters including secretarial services. The Macro-Planning and Coordination Unit comprises specialists in different areas of transport and communications who are responsible for sectoral professional work. Finally the Information Center is responsible for maintaining the information and database (see organigram).

With regard to staffing, there is a post of Director who is the head of the TU, an Administrative Officer and Finance officer. Fourteen technical positions in the Macro-Planning and Coordination Unit and the information Center have been approved by the Council of Ministers. All posts have been filled.

SATCC-TU has requested to the Council of Ministers of SADC to approve the establishment of more posts so as to replace the forestalled foreign funding of regional staff as well as to fill identified gaps in the staffing of permanent posts.

6.4.   The future

In the context of the responsibilities attributed by the Protocol for the SATCC-TU, namely: (i) Secretariat and internal administrative support, (ii) technical support, and (iii) monitoring, a study was commissioned to review the SATCC-TU current organization, management and staffing, as well as the terms and conditions of its staff, to ensure that the TU is appropriately suited to serve the objectives of SADC in building a Community.

The study, undertaken by ESAMI (Job Evaluation and Staffing), concludes that, while the current organization and staff has commendably served its past mandate, it is not adequately suited to serve the new mandate under the Community and the requirements of the SADC Protocol. Performance problems have been observed and expressed in respect of internal staff relations, reporting relationships, teamwork, and professional performance. Other weaknesses identified include:

(a) SATCC-TU staff has not been adequately prepared to perform the policy function. Only 3 out of 14 regional professional staff can be said to be adequately capable of handling policy work required by the SADC TCM Protocol.

(b) Current job specifications and job descriptions for regional professional staff have not been updated to suit the policy mandate of the SATCC-TU.

(c) Network linkages between SATCC-TU and the SADC Secretariat on the one part and between SATCC-TU and National Coordinators have not been as effective as desired.

Recommendations of the Study are that SATCC should change its organization and structure in a period of three to four years.

6.4.1. The Information Center

The Information Center is responsible for the development of the databases, for statistics work and for general information about SATCC activities. Transports statistics has been installed with Canada's assistance. It is expected that it will be upgraded in the context of the Integration Study. Nordics have developed and funded the telecommunications data basis. The second Nordic Project to support the TU suggests that support is needed to make it more operational. Databases will be used for planning, improvement of performance and operational coordination purposes by SATCC-TU and Member States as soon as a regional system links and circuiting is operational. The support will be used for the acquisition of materials like basic textbooks, magazines and periodicals and for the improvement of networking of the information flow of systems within the region.

Since 1993 the TU has started to public a quarterly Newsletter. Additional funds were needed for the publication costs of the Newsletter and other specialized material.

The middle term evaluation of 1996 concludes that the role of the information center is unclear. While the Protocol identifies the TU as the future focal point for compiling all information requi-red for decisions and monitoring of the regional co-operation in concerned sectors, the STEP and the Integration Study propose the establishment of statistical data base and the telecommunications industry as independent bodies.

6.5.   Disbursements

It is not possible to make a total evaluation of the level of disbursements because some activities are still undergoing. Nevertheless it is possible to have an idea in what concerns completed activities.

For the construction of Staff houses a total of 4100 MSEK had been budgeted. The figures show that expenditure is 100% utilization of the funds budgeted. On the SATCC house data is not available. On the Replacement and Maintenance Fund, there was a slight under-utilization of the funds budgeted. The Budget was 328 000 SEK of which 301 were spent. The Contingencies and Evaluation budget lines were hardly touched. (for more details, see table on page 1/1 – Nordic Disbursements to SATCC-TU September 1994-September 1996[10])

6.5.1. Disbursement of the NTF

According to the of June 1998, the overall utilization of the NTF budget was done as planned, being an exception the Macro-Planning & Co-ordination projects, were the expenditure exceeded the budget by approximately USD 11 000 (5%).

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[10] Review of the Nordic Support to SATCC TU, Sture Hjelm, September 1996,

7. An Evaluation of the Impact of the Nordic Support to SATCC-TU From 1981.

The aim of a long-term cooperation enabled the SATCC-TU staff to follow the latest technical and operational developments in the world, through study tours to other institutions having similar responsibilities. This allowed the SATCC-TU staff to gain experiences in sectoral developments in other countries in pertinent and topical issues such as restructuring and commercialization.

The second objective was the provision of expertise on a short and long term basis was designed to support the TU to address specifically identified needs related to its new role, particularly the integration of transport and communications sectors. These needs included the establishment of new systems and methodologies whose required expertise was not in the region at that particular time.

The general assessment is that the support provided by Nordics in this context was positive because most of the identified goals were achieved. Today, the SATCC-TU is totally staffed by regional recruited staff. Member States fully contribute to the operations budget of the TU. This makes SATCC-TU an institution totally owned by the SADC Member States.

Short term consultancies and studies curried out through the NTF, have enabled the TU to meet some of the basic needs related to the process of integrating the transport and communications sector. For instance, the Protocol and its annexes were, partly funded by the NTF. The Protocol perceives the TU as a legal entity under the auspices of the SADC, and lays down its role in the regional cooperation, and identifies the policies, which Member States have agreed that should guide the regional cooperation in the sectors concerned. These is now is now in force. The Protocol also positions the SATC-TU as the focal point in the regional cooperation. This is an important indicator on the achievement of the objectives of the Nordic support.

8. The Future Role

The challenge before SATCC in the future is to ensure the implementation of the Transport and Communications Protocol. The integration study, which was concluded in January 1998 and adopted by the SADC Council of Ministers in September 1998, provides the framework for achieving the objectives of the protocol. In fact, the objective of the Study is to develop strategies to promote the integration of transports and communications systems in order to improve the competitiveness of regional and international trade and commerce".

List of Documents Consulted

· The Memorandum of Understanding establishing the Southern Africa Coordination Conference (SADC) and the Declaration- 1980

· Convention Establishing the Southern African Transport and Communications Commition- 1981

· The Southern Africa Development Community Treaty and Declaration- August 1992

· The Transport and Communications and Meteorology Protocol- 1996

· SATCC Issue Papers N.1,

· SATCC Quarterly Bulletin N. 1-10

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List of Staff Consulted

Mr. S. Mhango, Planning Officer
Mr. D. Gorogena, Financial Officer
Mr. D. Soregwua, Sr. Administrative Officer
Mr. J. Guambe, Documentalist
Mr. A. Nemakonde, Statistitian

Appendix 6

List of Officials Interviewed by the Team

Name	Position	Organization	Country
Claes Rosvall		Botswana Telecommunication Authority	Botswana
Taozo L.B. Segokgo	Rural Projects Manager	Botswana Telecommunication Corporation	Botswana
S K Silo	National Coordinator	Min. Works, Transport and Communication	Botswana
Brian Goulden		Regional Telecommunication Restructuring Program	Botswana
Kent Edwards		Regional Telecommunication Restructuring Program	Botswana
Björn Franzen	Advisor	SADC	Botswana
Willem Goeiemann	Senior Economist	SADC	Botswana
Sandra Coetzee	Managing Director	Consilium Legis	Mozambique
Joao Jorge	Director Nacional	INCM	Mozambique
Esther Lönstrup	Counsellor	Royal Embassy of Denmark	Mozambique
Rasmus Bakke	First Secretary	Royal Norwegian Embassy	Mozambique
Alfredo F. Namitete	Chairman	SATCC	Mozambique
E.H. Msolomba	Director	SATCC	Mozambique
Smak Kaombwe	Planning Co-ordinator	SATCC	Mozambique
Donald J. Fritz	Transport Policy Spec.	SATCC-TU	Mozambique
Sherif Adams	Telecommunication	SATCC-TU	Mozambique
Gösta Werner		Swedish Embassy	Mozambique
Kalle Svensson		Swedish Embassy	Mozambique
Bihi-Zenou, Dan		The World Bank	Mozambique
Timothy Born	Infrastructure Division Chief	USAID	Mozambique
Rui Costa	Technical Advisor	EC Delegation	Mozambique
Pelle Persson	Counsellor	Embassy of Sweden	Namibia
Ignatius Shixwameni	Deputy Minister	Min of Info. and Broadcasting	Namibia
Eugene de Paauw	National Cordinator	Min. of Works, Trp and Comm	Namibia
Gretar Oskarsson	Director, Civil Aviation Safety	Min. of Works, Trp and Comm	Namibia
Tjao Mujetenga	Director, Civil Aviation	Min. of Works, Trp and Comm	Namibia
Wilfried Brock	Deputy Director, Trp Mgmt	Min. of Works, Trp and Comm	Namibia
Jan Kruger	Deputy Director	Namibia Communication Commission	Namibia
Pelle Persson		Swedish Embassy	Namibia
Joe Koekemoer	Broadcasting Policy	Department of Communications	South Africa
Johan B van Niekerk	International Relations	Department of Communications	South Africa
Mongezi Mngqibisa	General manager Posts	Department of Communications	South Africa
Pieter N. Lochner	Telecommunications Policy	Department of Communications	South Africa
Gerrie Botha		Dept of Transport	South Africa
Brian R Watts	Chief Executive Officer	South African Maritime Safety Authority	South Africa
Trevor Beddy	Policy Manager	South African Maritime Safety Authority	South Africa

Name	Position	Organization	Country
Dag Sundelin		Swedish Embassy	South Africa
Ilmar Teng		Sida, Stockholm	Sweden
Johnny Andersson	Programme Manager	Sida, Stockholm	Sweden
D. Chawota	Acting Dep. Director	Civil Aviation	Zimbabwe
J. Bwaila		Meteorological Services	Zimbabwe
M. Sahanga		Meteorological Services	Zimbabwe
M. Zinyowera	Director	Meteorological Services	Zimbabwe
Oliver Chirongoma		Min of Transport and Energy	Zimbabwe
P. Nyoni		Min. of Information, Posts and Telecommunication	Zimbabwe
J.N.M. Mathema		Min. of Transport and Energy	Zimbabwe
J.T. Muilundu		Road Transport	Zimbabwe
Andreas Bengtsson		Swedish Embassy	Zimbabwe
David Paget	Transport Expert	Swedish Embassy	Zimbabwe
C.P.J. Sibanda		Vehicle Inspectorate	Zimbabwe

Appendix 7

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