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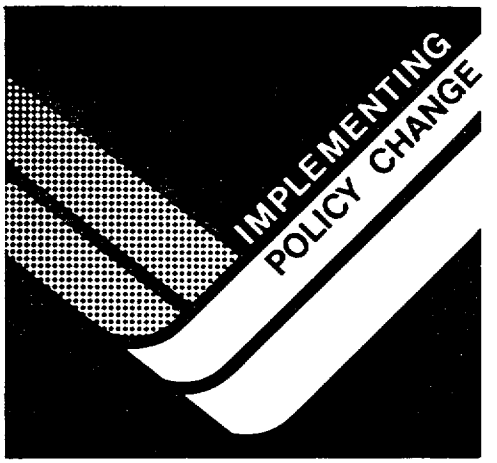
PROTOCOL DEVELOPMENT PROJECT

FINAL REPORT
VOLUME I: EXECUTIVE SUMMARY AND TEXT

DEVELOPMENT OF PROTOCOLS BY THE SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION (SATCC)

November 1995



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FINAL REPORT: VOLUME I: EXECUTIVE SUMMARY AND TEXT

PROTOCOL DEVELOPMENT PROJECT

COMMUNITY BUILDING BY THE SOUTHERN AFRICA DEVELOPMENT COMMUNITY (SADC)

DEVELOPMENT OF PROTOCOLS BY THE SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION (SATCC)

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Volume I: Final Report -- Executive Summary and Text

Volume II: Annexes -- Overview, Technical Papers, Correspondence, Information Dissemination,

Volume III: Workshop Reports -- Summaries of each of 14 workshops

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LIST OF ACRONYMS

This report and the annexes contain hundreds of references to various organizations and technical terms in the region. The names of these organizations and many of the technical terms are almost always referred to by their acronyms. Following is a list of the most frequently cited acronyms.

AFCAC	African Civil Aviation Commission
AFRAA	African Airlines Association
ATC	Air Traffic Control
BCG	Beira Corridor Group
DCA/CEOs	Working Group of Directors of Civil Aviation and Airline Chief Executive Officers
GVM	Gross Vehicle Mass
IATA	International Air Transport Assoc.
ICAO	International Civil Aviation Organization
IPC	Implementing Policy Change Project
ITU	International Telecommunications Union
MSI	Management Systems International
PAPU	Pan African Postal Union
PATU	Pan African Telecommunications Union
PCC	Protocol Consultative Committee
PDC	Protocol Development Coordinator
PSO	Public Service Obligation
PTA	Preferential Trade Area
RFA	Road Freight Association
RSA	Republic of South Africa
RUC	Road User Charges
SACU	Southern Africa Customs Union
SADC	Southern Africa Development Community
SADCC	Southern Africa Development Coordinating Conference
SAFTO	Southern Africa Foreign Trade Organization
SARATA	Southern Africa Regional Air Transport Authority
SATA	Southern Africa Telecommunications Administration
SATCC	Southern Africa Transport and Communications Commission
SATCC-TU	SATCC Technical Unit
STEP	Southern Africa Transport Efficiency Project
SRCEC	SADC Railway Chief Executive Officers
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Program
UNECA	United Nations Economic Commission for Africa
UPU	Universal Postal Union
USAID	United States Agency for International Development
WMO	World Meteorological Organization

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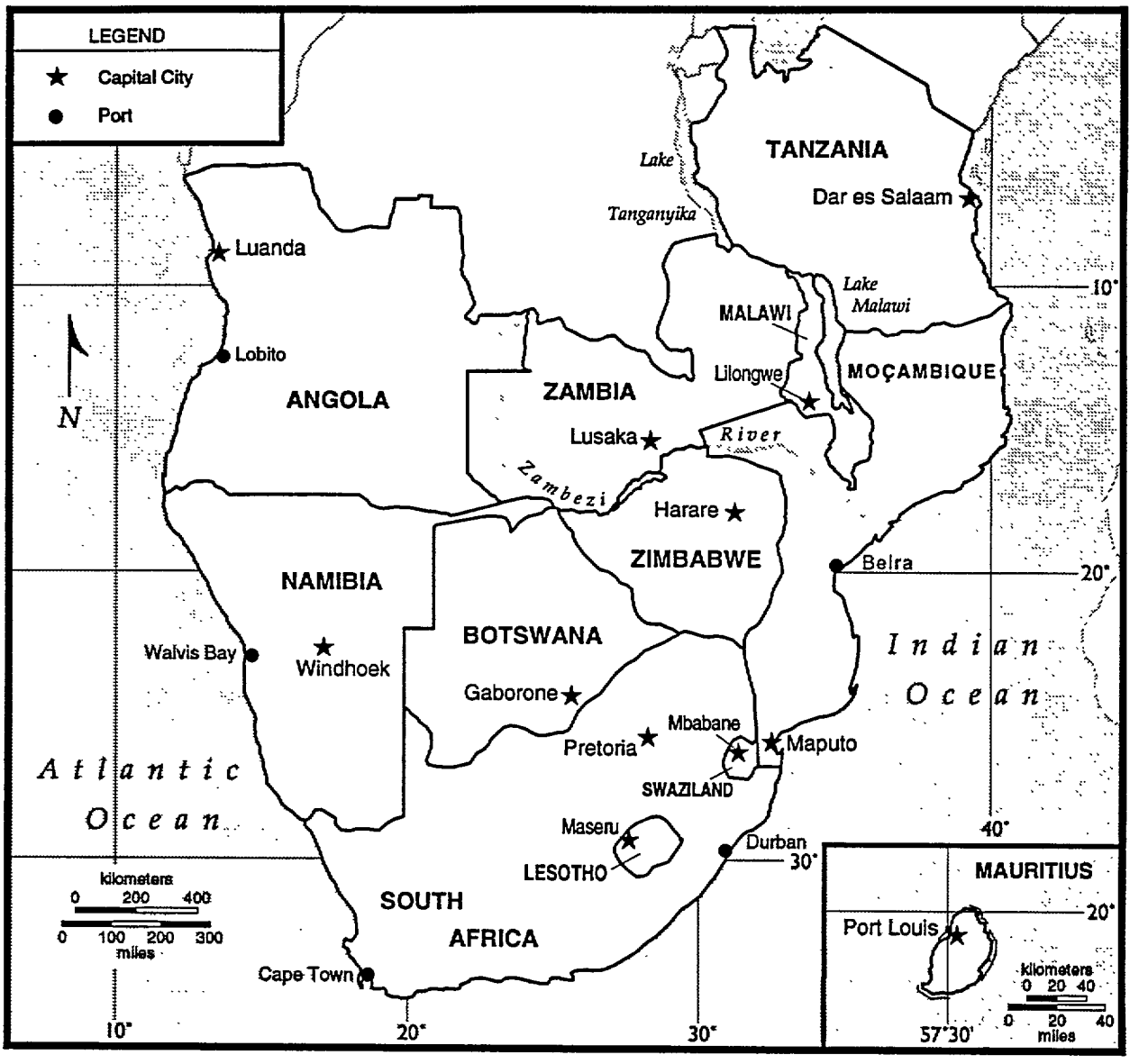
SOUTHERN AFRICA DEVELOPMENT COMMUNITY



PREFACE

The Protocols Development Project has been an exciting project, ambitious in scope, challenging in implementation. Many, many individuals contributed to its success. There is room here to acknowledge only a few.

As a buy-in to USAID's Implementing Policy Change project, the process has benefited from support and direction of Jeanne North and Pat Isman in USAID/Washington's Office of Democracy and Governance. As a regional project managed by a bi-lateral USAID Mission, Tim Born with USAID/Maputo has been instrumental from project design through the consultative process.

As Director of SATCC until April 1995, Ambassador Percy Mangoaela helped conceive and initiate the project. As Acting Director of SATCC since then, Smak Kaombwe has been a strong believer in the process, and fully active in its implementation. Virtually all of SATCC's technical staff played important roles in the process: O. R. Nundu, John Sikhondze, J. O. Mkinga, D. Gorejena, A. Nemakonde, Remigious Makumbe, B. Mlenga, W. Mbvundula, Marcelino Tayob, Henry Musoma, and Godwin Punungwe. Indeed, SATCC continues to carry out the process.

The project worked -- that is, stakeholders were identified and their participation assured, technical experts were identified and issues papers were developed, workshops were promoted and convened, and protocols were studied and publicly deliberated -- due largely to the effectiveness of Shemmy Simuyemba who worked full time as Protocol Development Coordinator. He was very ably assisted in Maputo by Suzana Cristóvão.

Of course, the project depended on the serious involvement and participation of Ministries of Transport and Communications, other public sector officials, and countless private sector representatives in 11 countries.

With me on the basic project team that gave so much to make it a success were Jim Billings as lead facilitator and workshop manager and Scott Fisher as administrative manager. The other facilitators who so effectively managed workshops were Paul Riecks, Peter Falion, Richard Wall, Fred Fisher, Ed Connerley, Ed Robbins, and William Thomas. Several technical experts prepared and delivered papers, or otherwise made important contributions to workshop deliberations. Emmanuel Hachipuka was both facilitator and technical expert. Technical experts from the southern Africa region included David Zausmer, E.N. Olekambaine, Eugene De Paauw, Isaac Chaza, Rabi Gobind, Heather Chalcraft, Nick Lostrom, Stallard Mpata, Mark Tilbury, Martin Kuzviwanza, Winton Gibbs, Sidney Bird, Louis Siwande, C.V. Mpinga Mgana, George Lewis, Michael Pinard, and Peter Khomonngoe.

MSI's Larry Cooley, Ben Crosby, Jessica Glick, and Dan Seyler have provided important contributions.

We are fully aware that the completion of this USAID project does not end the protocol development process. SATCC's activities over the next year are vital to protocol signing and implementation. We nevertheless feel confident that not only has the consultative process been effective, and laid the necessary groundwork for agreements, but that the participatory approach to policy formulation has been validated by many in southern Africa.

John Miller
Senior Associate
Protocol Development Project Director
Abt Associates Inc.

November 1995

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EXECUTIVE SUMMARY

The Opportunity. The recent history of Southern Africa has been marked by political upheaval including civil wars, deteriorating terms of trade, and declining export receipts. These have transpired amid increasing economic and social demands, mounting debt burdens, and fiscal mismanagement.

But the 1990s have also seen the end to civil wars and a rapid transition to democracy and more open, participatory forms of governance in the countries of the region. People from all sectors and walks of life want and expect to be more involved in setting the rules and regulations which impact them.

The leaders of the Southern Africa Development Community[1] (SADC) saw the opportunity to attack the trade and investment problems of the recent past by harnessing this desire for greater involvement in solutions by their citizens. In 1992, the SADC Council of Ministers called for the development of regional protocols, or agreements, in several sectors related to regional trade and commerce. This call championed the broader involvement of institutions previously uninvolved in the affairs of the region and countries.

The challenge was to resolve regional problems in ways that increased the chances that the solutions proposed would actually be implemented. The chances of success would be greater because of increased "ownership" of the solutions by those who would not only devise them, but also by those who would implement them and live with the consequences.

The Solution. In September 1994, under USAID's Implementing Policy Change (IPC) Project, Management Systems International (MSI) of Washington, DC and Abt Associates Inc. of Cambridge, MA began work to support SADC's Southern Africa Transport and Communications Commission (SATCC) Protocol Development Project. Protocols -- legally binding agreements among the 12 SADC nations[2] -- were to be devised covering the seven SATCC sub-sectors:

- Railways
- Civil Aviation
- Roads and Road Transport
- Telecommunications
- Ports and Shipping
- Postal Services
- Meteorological Services

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[1]SADC is now comprised of twelve countries: Angola, Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe.

[2]Mauritius joined SADC in August 1995, too late to be included in the formal consultative process, though now of course included in protocol deliberations.

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From the beginning, there was a strong commitment -- by SADC, SATCC, and the IPC team -- to a consultative process based on the widest possible participation. Early planning led to the development of the following sequence:

1. Regional Workshops were designed to maximize stakeholder involvement while producing regional positions first. These two workshops were held in Harare, Zimbabwe in February 1995 and in Johannesburg, South Africa in March 1995. The Harare Workshop focused on Railways, Roads and Road Transport, and Ports and Shipping. Civil Aviation, Telecommunications, Postal Services and Meteorological Services were addressed in Johannesburg.

   Stakeholders from the 11 countries participated in each workshop. Regional experts presented technical issues papers on each sub-sector. Breakout sessions were held to brainstorm and propose protocols which were then presented in plenary sessions for debate and adoption. Over 150 people participated in each workshop.

2. National Workshops were then held in all 11 countries in May 1995. Stakeholders in each nation discussed and amended the protocols proposed at the Regional Workshops and developed their national positions on them. Over 700 stakeholders attended the national workshops.

3. A Synthesis Workshop was held in Maputo, Mozambique immediately following the national workshops. Technical experts and facilitators discussed workshop results, structured technical understandings by sector and by country, and drafted the working document for the omnibus workshop.

4. The Regional Omnibus Workshop, held in Lusaka, Zambia in July 1995, gathered over 170 stakeholders from the region to review and debate the output from the national workshops and lay the framework for the protocols.

Over 1,000 people participated in 14 major workshops, at which 34 protocols were agreed upon.

How it Was Done. Coordinating the logistics and managing the process of 14 workshops over an eight month span was no small task. The key elements were constant communications, promoting the process early and often to the governments and potential participants, and then devoting the right staff to the right tasks.

1. Constant Communications were conducted between the SATCC office in Maputo and Abt Associates' offices in Cambridge, MA and Bethesda, MD. Further communications were maintained with all the major players, including relevant national ministries and stakeholders, to keep them informed of the process and what to expect. This effort was focused on building trust in and ownership of the process itself.

2. Promoting the Process involved visits by the project coordinator to the 11 SADC countries in December 1994 and January 1995 to promote participation, clarify understandings, and establish commitment. The visits also help crystalize the scope of work and resulted in a key agenda change: to group surface transport sub-sectors (railways, ports and shipping, and roads and road transport) into one of the Regional Workshops to take advantage of the synergies stakeholders believed existed among them. After the Regional Workshops, the coordinator and project staff identified and supported contacts in each country to build participation in the National Workshops and, eventually, the Omnibus Workshop. Public relations tactics were employed to build attendance and obtain news coverage of the workshops.

3. Managing the Process. Throughout the process, project staff and facilitators documented deliberations so that participants could review and approve their debate and recommendations. By the time of the Omnibus Workshop, participants could review and approve each afternoon their discussions and recommendations of that morning's sessions. Support staff for all workshops included a U.S.-based project director and project backstop, a Maputo-based administrative assistant, two local secretaries, and nine facilitators. There were several logistical and administrative challenges:

- Contracting local consultants to provide technical advice and issue papers.
- Contracting facilitators to run the workshops.
- Administration of per diem for all eligible participants.
- Identification, control and disbursement of funds.
- Managing participant travel.
- Selecting and overseeing conference venues.

Evaluation by the Participants was established early by the project team as a critical factor in the process for two reasons. First, every workshop needed to be evaluated by participants so that the subsequent workshops could be improved. More important was the need to continuously measure what was happening due to the novelty of the participatory process.

The project team -- especially the facilitators -- interviewed participants during the Regional Workshops to get feedback and make adjustments to the agenda and the tone and flow of the meeting. The facilitator team that worked at the National Workshops designed and implemented an evaluation form which was distributed to all participants and collected at the end of each session.

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A similar form was developed for the Omnibus Workshop in Lusaka. The facilitators and staff also worked between sessions to document deliberations so that they could be turned around for approval during the same day.

Participant verbal and written feedback was very positive throughout the process. Participants
cited three key, advantageous outcomes of the process:

- The fostering of dialogue between stakeholder groups, some of whom had never met before.

- Common understanding of the issues, constraints and possible solutions was established across all seven sub-sectors.

- Effective participation by serious, senior level people from government, industry and the private sector.

Information Dissemination. There were three main objectives of the Protocol Development Project information dissemination efforts:

- Ensure strong attendance through news articles, the SATCC newsletter and newspaper advertisements.

- Broadly educate the public on the problems facing transportation and communications in the region and the changes that could result from solving those problems.

- Promote the participatory approach of the project to improve regional policy-making and implementation.

The outlets for project dissemination included:

- The documentary video *"On the Move: Development of Transportation and Communication Protocols in Southern Africa"* is the most ambitious effort to further the second and third objectives of the project's information dissemination strategy. The video will be used first to demonstrate the validity and effectiveness of the participatory approach to stakeholders and the donor community. It will also promote the eventual signing of the protocols.

- Print, radio, and television coverage of the process has occurred. This has included not only news coverage and interviews in the SADC region, but also in Europe.

- Workshop Media Coverage was primarily focused on the Regional Omnibus Workshop in July. The coverage included radio and television stories and interviews

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with the Project Coordinator and Acting SATCC Director. Newspaper articles appeared in the Zambia Daily Mail and the Times of Zambia.

Lessons Learned from the Protocol Development Project process include:

- The Value of Strategic Planning. Early strategic planning addressed and resolved many potentially divisive issues. Such planning ensured the involvement of all appropriate stakeholders. Objectives and timetables were set and met.

- The Value of Involving the Client. This is the only way that the participants in the process would "own" it. This involvement is of course the very element that increases the chances of implementation and success.

- The Value of Marketing and Communication. Early and constant communications -- written and face-to-face -- were essential in engaging participants, keeping them involved, and reinforcing the value and results.

- The Value of Mutual Dialogue. Once stakeholders were brought together, it became evident that their interests were not as divergent as originally believed. The workshop discussions helped break the government monopoly on policy dialogue and established trust and cooperation among all participants.

- The Value of Management Autonomy and Flexibility. The project showed that bureaucratic roadblocks could be avoided without subverting authority or position by granting field teams authority to deal directly with the wide range of stakeholders.

- The Value of Teamwork. The teamwork among field and project support staff, IPC, and others, overcame the inherent difficulties in managing a project over such great distances in many countries.

The linkages forged in the project must be nurtured and reinforced, for there is still far to go in seeing the protocols drafted, negotiated, signed and implemented.

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CHAPTER 1: BACKGROUND AND GENESIS OF THE PROTOCOL DEVELOPMENT PROJECT

Introduction. Until recently, centrally planned economies were the norm in Africa. The institutions, politics, practices and dialogue reflected this. Governments and affiliated institutions were the main players to the exclusion of civil society, particularly the private sector. The role of the latter was largely reactive rather than proactive; it rarely participated in policy dialogue.

The combined effects of deteriorating terms of trade, declining export receipts amid increasing economic and social demands, a mounting debt burden and economic mismanagement has led to a crisis of expectations by both the rulers and the ruled. The inevitable result has been political and economic re-adjustment and reform.

In tandem, the policies, institutions and practices must adapt; this has had an impact on the nature of dialogue. The era of multi-party democracy and good governance, free market economics and restructuring and privatization, respect for human rights and economic empowerment is beginning to create an environment conducive to positive participatory dialogue.

Public and Private Dialogue. The political/economic culture of the seventies and eighties in most countries of Africa, including Southern Africa, did not encourage dialogue between the public and private sectors. In this case, "public" is defined as government institutions and machinery, including the parastatal sector (State Owned Enterprises), while "private" is defined as the private sector, non-governmental and other civic organizations including individuals in their private capacities.

Most countries were dominated by one political party and government was synonymous with that party. The private sector was often regarded with suspicion. The State had a monopoly on the political and economic front and therefore on the institutions, policies and even management practices. This included permitting or not permitting dialogue. Indeed, governments had monopoly over dialogue.

There were poor linkages between government and industry, particularly the private sector, and between government and ordinary citizenry. Whatever dialogue existed was often one way in the form of policy pronouncements and directives. There was little consultation in policy formulation; it was often embedded in secrecy. Moreover, there were no mechanisms to encourage and promote policy debate. Constructive public and private dialogue was at best, not encouraged and at worst, non-existent.

Civil society -- here defined as the private sector, consumers, civic organizations, Non-Governmental Organizations, institutions of higher learning, the church, village organizations and other interest groups -- rarely met the government. When they did meet, it was normally to contend and not to engage in mutually beneficial consultative dialogue. Civil society rarely had a role in shaping national policies.

Objectives of the Southern Africa Development Community (SADC). Southern Africa comprises eleven countries which belong to an economic grouping known as the Southern African Development Community (SADC), an organization that seeks to foster economic integration among the countries of Angola, Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

The SADC region has a land area of about seven million square kilometers, a population of 130 million and a Gross National Product (GNP) totalling US$147 billion. It is a sizeable economic market, although South Africa alone accounts for 80 percent of the GNP, 31 percent of the population, and 18 percent of the land area.

The goal of SADC is to develop policies aimed at the progressive elimination of obstacles to free movement of capital, labor, goods and services and peoples of the region generally. Towards this end, the SADC Council of Ministers, which is the highest policy organ of SADC reporting to the SADC Summit (Heads of State and Government), directed Sector Coordinators to develop protocols that would define priorities and modalities for cooperation in the specific sector. The aim is to ensure that such protocols, which would be legally binding, lead to policies and programs that facilitate investment, production and trade in the region and the overall goal of economic integration.

SADC is also formulating protocols in trade and finance, water and natural resources, energy, manpower and human resources, security and other sectors of SADC cooperation. The protocols in transport and communications are therefore part of a larger whole.

Exploitation of regional economic potential is inhibited by institutional, policy, operational and structural constraints. As an example, although the regional economy is largely trade oriented, only ten percent of the total international trade is intra-regional. Trade with overseas countries is predominant. A major priority of SADC is therefore to increase trade in the region. Because the region is large and markets dispersed, the efficiency of transport and communications services is critical to the promotion of regional trade and to the supporting of regional economic integration.

It is in recognition of this fact that the first commission that SADC created was the Southern Africa Transport and Communications Commission (SATCC) based in Maputo, Mozambique. At the time of its creation, most of the region's transport systems were degraded, largely a result of wars of liberation, and countries were particularly vulnerable to disruption of their international transport routes.

SATCC was charged with the responsibility of coordinating regional policies, projects and programs with a view to evolving an integrated and efficient regional transport system that would best support the objective of broader regional economic integration. Throughout the eighties, SATCC concentrated on mobilizing donor resources for upgrading and rehabilitating transport infrastructure and facilities. SATCC's role has now shifted towards harmonizing

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policies and practices aimed at improving the efficiency and profitability of the transport and communications systems and attracting investment to these sectors.

SATCC coordinates the seven sub-sectors of railways, roads and road transport, ports and shipping, civil aviation, telecommunications, postal services and meteorology.

Policy Formulation and Implementation Process. The policy formulation and implementation role of SATCC is best understood in the context of the Protocol Development Project which also serves to illustrate the impact of dialogue in policy formulation. This project is funded by the United States Agency for International Development (USAID) under the global Implementing Policy Change Project (IPC).[3] SATCC has been assisted by Management Systems International and Abt Associates Inc.

[3]See Volume II, Annex 1, IPC and Project Overview, for more detail.

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CHAPTER 2: THE PROTOCOL DEVELOPMENT PROCESS

Challenges and Risks to the Protocol Process. The objective of the Protocol Development Project was to assist SATCC to define protocols -- binding, legal agreements, to be signed by the governments of the region by August 1996 -- in the seven sub-sectors of transport and communications. The protocol development activity, however, was more a process than a project, a process that presented considerable challenges and risks before and after it started.

Ownership. The first challenge was to negotiate and agree with SATCC, the institution to which support was provided, on the nature of the process. SATCC had prepared its own proposal on how to achieve the aim of defining protocols. SATCC's view of the external assistance required was as a source of funding, not as a source of expertise and management assistance. Thus, the first step was to show SATCC that external management support could and would make a difference.

This was achieved through the first planning meeting involving SATCC and the Implementing Policy Change (IPC) team. The one day planning meeting reviewed the project in detail in terms of the outputs to be achieved, the strategy to be adopted, the stakeholders and how they were to be identified, the approach to the workshops, the roles of the major parties to the project and related considerations. This meeting demonstrated to SATCC staff that there was merit in external support and assured SATCC that it would retain ownership of the process.

Strategy and Approach. The other challenge was to agree with SATCC on the strategy and approach to be adopted. The critical constraint was time: there was only an eleven month period from November 1994 to September 1995, to set up the project, identify and promote the participation of stakeholders, carry out the consultative process, define the issues and formulate protocols across seven distinct but inter-related sub-sectors in eleven countries.

SATCC's initial proposal was to conduct seven regional workshops corresponding to each of the sub-sectors, then follow these workshop with national meetings. These regional workshops were to be held in different locations. Yet, the exchange of views from the first planning meeting resulted in consensus on having two instead of seven regional workshops, thereby saving costs and time both for the project and for the stakeholders.

A key decision was made to begin with regional rather than national workshops. The logic was to bring people together from all 11 countries so that they could develop a regional focus first.

The other approach -- that national stakeholder workshops should be held first to consider issues and develop each country's positions on them -- was not adopted; many involved were concerned that this approach would encourage the development and entrenchment of national stands. The countries would then be unwilling to accede to regional protocols that did not

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mirror their country's position. The likely result would have been movement away from instead of towards developing open market, free trade-oriented regional protocols.

Concentrating the workshops and sub-sectors also resulted in inter-sectoral interaction of stakeholders and attention to cross-sectoral issues. These considerations may not have been readily perceived by SATCC initially. Thus, the planning meetings helped to devise a cost effective and productive approach to the protocol consultative process.

Stakeholder Participation. Stakeholders from government and the parastatal sector had a tradition of meeting in the region through various SATCC fora. There was little involvement of other civil society organs, particularly the private sector, in these regional meetings. In selecting participants for the workshops, the challenge was twofold: to identify the appropriate private sector institutions and to promote their interest and participation in the process, and more importantly, convince them that this was not just another "talking shop" but a process with a practical impact. Even at the government level, there was the challenge of securing the right representation in terms of institutions and seniority of officials.[4]

Effective stakeholder participation was achieved through marketing and communication. The first planning meeting produced a work plan that was not clouded with detail. The work plan provided a summary of the entire process, including the workshops to be held and their timing, expected participation and expected outputs. This work plan evolved into a succinct briefing document.

The next step was to market the process to stakeholders throughout the eleven countries. This was achieved by communicating the process to potential stakeholders and undertaking a face-to-face briefing in all eleven countries, thus providing stakeholders with a clear understanding of the protocol development process. The other measure taken was to identify key, influential private sector trade associations and use them as a conduit for promoting the process to their members. This approach required extensive knowledge of, and contacts in, the region. Ultimately, the promotion was confirmed by invitation letters.[5]

The Workshop Process. The Regional Workshops were large; about 150 people participated in the first one. The IPC team's challenges included how to promote effective participation from such a large number of people; how to ensure that participants were free to articulate issues from their own understanding of the problems and possible solutions without being inhibited by country, institutional and other narrow considerations; how to bring out the issues and maintain focus on them; and how to document them and provide feedback to the stakeholders.

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[4]Evidence of the breadth of stakeholder representation is presented in Volume II, Annex 2, Stakeholders Types.

[5]See Volume II, Annex 5, Invitations and Other Workshop Correspondence.

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The project invited a number of technical resource persons from the region to prepare and present discussion papers as a means of stimulating debate.[6] These presentations helped the stakeholders not only identify the issues but also develop confidence that the process was not being imposed from outside the region.

In all, fourteen workshops were held involving more than 1,000 participants. The first two of these 14 workshops were held at a regional level, one covering the sub-sectors of railways, roads and road transport, and ports and shipping, and the other, civil aviation, telecommunications, postal services, and meteorology. The sub-sectors were grouped for the two workshops according to their interrelatedness and their potential for optimizing stakeholder participation.

Issues identified at the regional level were then subject to further debate at the National Stakeholder Workshops held in each of the eleven countries. The aims of these national workshops were to broaden the stakeholder consultative process and to obtain an indication of national positions and interests on the issues.

Project facilitators instructed participants at both the regional and national workshops that they were participating in the workshops in their individual professional capacities and not as representatives of institutions. In a region where traditional dialogue is led by superiors and where differing views may be perceived as dissent, this freed participants to express themselves. It was further reinforced by ensuring that the seating arrangements in the workshop were random.

The IPC facilitation process, an approach new to the region, aided the actual debates and issue identification. The combination of plenary and smaller breakout group discussions -- an approach the IPC project has used effectively before in workshops -- ensured that everyone had the opportunity to participate and give immediate feedback. That debates were recorded and feedback given to the participants by the facilitators helped them build confidence in the process: the participants left the workshops with a clear understanding of what they had achieved.

It was only during the last Regional Omnibus Workshop -- the culmination of the consultative process -- that official national positions were sought based on the consensus from the regional and national workshops.[7]

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[6]Volume II, Annex 3, Issues Papers, contains the documents presented by the technical experts at the regional workshops. The considerable depth of regional talent utilized in the process is reflected in Volume II, Annex 4, Technical Experts and Facilitators.

[7]Volume III contains the complete set of papers documenting each workshop. The reporting was taken directly from the flip chart pages used to record debate and consensus at plenary and at breakout sessions. Participants reviewed what was being recorded and approved the final form.

Remaining Activities. As is clear in the following outline of the phases involved in the protocol development process, the consultative process is only the beginning. Indeed, while the protocol development project has undoubtedly laid a firm foundation for the implementation of the protocols, the protocols themselves have neither been codified nor implemented. Much work remains to be carried out involving both public and private sector stakeholders in the region, and ultimately SADC.

Making sure that this work is done will be the job of SATCC. It will a) focus on maintaining key contacts within the relevant ministries across southern Africa to ensure that each country has the information and support it needs to orient itself towards adopting and implementing the protocols; b) translate the policy statements agreed on in Lusaka into formal protocols; and c) maintain close contact with SATCC working groups and with SADC to facilitate preparations for the planned August 1996 ratification of the protocols. In addition, SATCC will provide ongoing support to individual SADC states following August 1996 to ensure that implementation strategies are carried out.

Phase I: The Consultative Process. This phase has been completed as of the publishing of this report. At the Omnibus Workshop in Lusaka, care was taken to inform the participants of the subsequent phases planned through signing by the Heads of State in August of 1996 and beyond.

Phase II: Drafting of Protocols. August to November 1995.

1. Drafting of protocols in areas where agreement has been reached including attachment of technical protocols where these are available.
2. Further research and technical work in some areas.
3. Consultations on specific issues, as necessary.
4. Preparation and circulation of first draft protocols.
5. Reporting progress to SATCC Committee of Ministers.

Phase III: Negotiation of Protocols. December 1995 to June 1996.

1. Receipt of comments from member states on first draft.
2. Continuation of technical work in areas where specific additional work is required (annexes to protocols).
3. Submission of protocols to SATCC Working Groups.
4. Facilitate internal consultations under the prevailing procedures in each country.
5. Preparation of draft final protocols including comments.
6. Approval by SATCC Committee of Ministers.

Phase IV: Signature. July to August 1996.

1. Preparation of protocols in final form.
2. Signature of protocols.

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Phase V: Ratification and Implementation. July to August 1996.

1. Ratification and coming into force.
2. Harmonizing national legislation with protocols.
   a. Amending existing legislation.
   b. Enacting new legislation.
3. Implementation.

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CHAPTER 3: SUB-SECTORAL PROTOCOL AGREEMENTS, ISSUES FOR FURTHER STUDY AND CONTINUING SATCC TASKS

Issues and Agreement. The final result of the Omnibus Workshop was the definition of issues and protocols across the seven sub-sectors. The protocol process, apart from identifying issues and building consensus, was also inherently a negotiating process on a number of fronts -- among governments, between governments and groups in civil society particularly the private sector, within the individual country and across the region, between interest groups in one country and those in another, within a sub-sector and across sub-sectors. It was therefore a complex maze of interactive dialogue.

For example, countries (and not just governments) agreed that a regional road transport policy should be adopted by August 1996, and that a regional telecommunications coordinating body should be established by January 1998. They also agreed that enabling legislation should be passed to facilitate airline integration by July 1997 and that an enabling environment for operation of seamless, integrated railway operations should be put in place by June 1997. Agreement was reached on complex issues such as uniform axle loading limits for trucks, harmonized road user charges and a common regional driver's license.

Because stakeholders were involved in reaching agreement on these specific issues, they are aware of their complexities and therefore better able to appreciate and assist with the implementation process.

Common Regional Vision. Apart from reaching a common understanding of the constraints inhibiting the efficient operation of the region's transport and communications systems and identifying possible solutions, the process also helped build a common vision of the potential of these sectors to stimulate regional trade and economic development generally. For example, railways of the region should have a common gauge. Provided current constraints are overcome, it would be possible to run a through train from Lobito in Angola on the Atlantic Ocean to Dar-es-Salaam and Beira on the Indian Ocean or to run a train from Cape Town to Dar-es-Salaam.

Demonstration Effect. Civil society has not effectively participated in policy dialogue because it was rarely invited by governments, and because it has not been sufficiently organized. As an example, only during the last few years have private road haulers in the region formed a regional association. As a result, they are now able to negotiate with governments with one voice and exert effective pressure on policy formulation.

The association has also helped the operators overcome their own difficulties and have their own forum for dialogue and negotiations. The contribution of the road haulers in the workshops was perhaps more effective than others because they were grouped into a trade association and were therefore clearer as to their objectives.

The activities of road haulers had a demonstration effect on other interest groups. During the Harare workshop, road transport passenger operators involved in cross-border operations came together to explore the possibility of launching a regional association. During the Lusaka workshop, clearing and forwarding agents held the inaugural meeting of a proposed regional association. These associations would perhaps have been formed in other circumstances, but there is no doubt that a combination of the demonstration effects from the road haulers, the workshop process environment, the articulation of the issues and the facilitation from the project team, all combined to bring this about sooner rather than later.

Common Protocol Themes. Several themes ran through the entire series of meetings. The participants at the Omnibus Workshop stated strongly that these themes should be listed prominently:

1. Regional Integrated Transport Policy
2. Regional Communications Policy
3. Enabling Legislation, most importantly to facilitate the separation of regulation and operations
4. Restructuring and Commercialization
5. Common Positions in International Fora and Accession to International Conventions
6. Environmental Protection, Pollution Control and Safety
7. Regional Capacity for Search and Rescue
8. Occupational Health
9. Cross Border Facilitation
10. Training and Human Resource Development
11. Research and Technology Transfer
12. Finance matters related to Transport and Communications

Adopted Protocols. Protocols were woven together by these common themes. By the conclusion of the Omnibus Workshop, participants agreed to the following protocols:[8]

1. Railways
    a. Create an enabling environment for seamless, integrated railway operations throughout the region by means of the regional framework to be developed by SATCC by June 1, 1997.
    b. Implement an integrated regional railways policy to be effective throughout the region by January 1, 1997.
    c. Harmonize technical, operational and customer service standards so as to facilitate operation of a seamless regional railway network and that such standards should be in place by August 1, 1996.
    d. Put measures in place for environmental protection, including pollution control, by July 1, 1997.

[8]Details of each workshop's deliberations and conclusions are found in Volume III.

2. Roads and Road Transport
   a. Adopt a Regional Road Transport Policy by August 1, 1996.
   b. Adopt harmonized road traffic legislation.
   c. Harmonize road infrastructure standards by August 1, 1997.
   d. Harmonize road traffic policing and overload control and adopt the following axle load limits by December 31, 1996:
      - Steering Axle: 7.7 tons
      - Single Axle: 10 tons
      - Tandem Axle: 18 tons
      - Tridem Axle: 24 tons
   e. Harmonize and simplify cross-border facilitation, specifically:
      - Harmonize customs documentation and procedures by January 1, 1997.
      - Eliminate visa requirements within the region for SADC nationals by January 1, 1997.
      - Standardize border operation hours.
      - Establish standards for common user facilities by January 1, 1997.
   f. Implement a harmonized system of Road User Charges for the region by January 1, 1997.

3. Ports and Shipping
   a. Adopt a Regional Maritime Policy by July 1, 1997.
   b. Establish a Regional Maritime Body by January 1, 1998.
   c. To assist the management and facilitation of transit traffic, establish additional Corridor Groups by January 1, 1996.
   d. Implement a Regional Bond Guarantee Scheme by July 1, 1997.

4. Civil Aviation
   a. Develop common civil aviation standards in line with international conventions by January 1, 1997.
   b. Ratify Articles 56 and 50a of the ICAO convention to support increased representation on the ICAO Council as well as on the Air Navigation Commission by July 1, 1997.
   c. Pass necessary laws by July 1, 1997 to harmonize regional policies and standards on airport facilitation.
   d. Pass enabling legislation by July 1, 1997 to ensure compliance with Annex 17 of the ICAO Convention on Airport Security.
   e. Pass legislation enabling airline integration by July 1, 1997.
   f. Pass legislation by July 1, 1997 enabling regional standards for harmonizing policies and planning for regional air traffic control or CNS/ATM.
   g. Pass legislation by July 1, 1997 enabling regional standards for harmonizing policies, planning and developing a regional search and rescue plan.
   h. Pass legislation by July 1, 1997 enabling regional standards and policies for the repatriation of airline funds and revenues.

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5. Telecommunications
   a. Set up independent regulatory bodies so as to separate regulation from operations by January 1, 1997.
   b. Establish a regional telecommunications coordinating body by January 1, 1998.
   c. Harmonize technical standards and specifications by July 1, 1998.
   d. Facilitate common SADC telecommunications positions in international fora by January 1, 1996.
   e. Establish standards for training and the coordination of research.

6. Postal Services
   a. Restructure and commercialize postal services by separating regulatory from operational functions and passing the necessary enabling legislation by July 1, 1996.
   b. Consolidate the implementation of international conventions regarding postal security as enunciated in the Universal Postal Union (UPU) conventions within a specified time following the signing of the protocols.
   c. Coordinate regional positions at international fora through a strengthened SATCC-TU postal sub-sector at the time of signing the protocols.
   d. Coordinate regional training and certification through a strengthened SATCC postal training capability upon signing the protocols.

7. Meteorological Services
   a. Establish independent national meteorological services through a legal instrument by July 1, 1997.
   b. Support and strengthen certain designated national and regional centers so that those centers can perform specific additional functions, e.g., regional severe storm warnings.
   c. Comply with meteorological standards and procedures as specified by the World Meteorological Organization (WMO), International Civil Aviation Organization (ICAO) and other relevant international conventions and organizations.

SATCC Roles in Continuing the Protocol Development Process. Continuing protocol roles were identified and agreed upon. In some cases, SATCC would be supporting the negotiations and adoption of an agreed-upon protocol. In others, SATCC would be conducting or participating in further studies on issues not yet resolved into protocols. SATCC committed to undertake the following:

1. Railways
   a. Develop a Regional Framework by June 1, 1996.
   b. Facilitate the development of an Integrated Regional Railway Policy by January 1, 1997.
   c. Coordinating with SRCEC and SARA, facilitate the development of a Regional Surface Transport Policy by August 1, 1996.

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d. Participate in the formation of a Regional Railway Body.
e. Provide technical support to SRCEC for the Harmonization of Standards.
f. Cross-check with other sector protocol development efforts on:
   - Cross-Border Facilitation
   - Development of a Regional Liability
   - Creation of Environmental and Pollution Control Standards
g. Assess levels of compliance with all relevant international conventions.

2. Roads and Road Transport
   a. Develop a Regional Transport Policy by August 1, 1996.
   b. Assist Member States' Legislation Development for:
      - Modified Road Safety Programs
      - Modified Road Sign and Signal Standards
      - Vehicle, Combination and Equipment Standards by January 1, 1998
      - Licensing and Training Requirements by December 31, 1995
   c. Complete SATCC's Modified Manual on Minimum Road Design Standards and Specifications by August 1, 1997.
   d. Conduct further studies on:
      - Axle Loads
      - Bridges
      - Appropriate use of road user charges
      - Cross-Border charges
      - Market entry protocols
   e. Cross check with other sector protocol development efforts on:
      - Harmonization of customs documentation and procedures by January 1, 1997
      - Standardization of Border Operations
      - Establishment of standards for common user facilities by January 1, 1997
      - Development of a Regional Insurance Scheme
      - Development of Training and Research Standards and Facilities
   f. Assess levels of compliance with all relevant international conventions.

3. Ports and Shipping
   a. Coordinate the development of a Regional Maritime Policy by July 1, 1997.
   b. Facilitate the formation of a Regional Maritime Body by January 1, 1998.
   c. Assist the formation of additional Corridor Groups by January 1, 1996.
   d. Support the new Regional Clearing and Forwarding Association.
   e. Cross-check with other sector protocol development efforts on:
      - Establishment of a Regional Bond Guarantee Scheme by July 1, 1997
      - Establishment of training standards and facilities
   f. Assess levels of compliance with all relevant international conventions.

4. Civil Aviation
   a. Monitor other fora addressing airline subsidy issues.
   b. Facilitate the Development of Common Standards-in line with International Conventions by July 1, 1997.
   c. Coordinate the development of standards and policies for Harmonizing Airport Facilitation by July 1, 1997.
   d. Provide technical support to Member States for the Ratification of ICAO articles 50A and 56 and Annex 17 on Airport Security by July 1, 1997.
   e. Support development of legislation:
      - Enabling airline integration
      - Enabling regional standards for harmonizing policies and planning for regional air traffic control
      - Enabling the creation of a regional search and rescue plan
      - Enabling the repatriation of airline funds and revenues
   f. Assess levels of compliance with all relevant international conventions.

5. Telecommunications
   a. Support regional efforts to:
      - Establish independent regulatory bodies in all member countries
      - Create enabling environment for investment in telecommunication
      - Define industry standards in line with industry norms
   b. Establish a Regional Coordinating Body by January 1, 1998.
   c. Harmonize Technical Standards and Specifications by July 1, 1998.
   d. Facilitate SADC Common Telecommunication Positions in International Fora by January 1, 1996.
   e. Cross-check with other sector protocol development efforts on Establishment of Coordinated Training and Research Standards by July 1, 1996.
   f. Assess levels of compliance with all relevant international conventions.

6. Postal Services
   a. Support legislation that:
      - Enables commercialization and restructuring
      - Implements compliance with international conventions
   b. Coordinate Regional Positions at International Fora.
   c. Cross check with other sector protocol development efforts on strengthening training standards and materials.
   d. Assess levels of compliance with all relevant international conventions.

7. Meteorological Services
   a. Support:
      - Member States' Legislation of Legal Instruments to create Independent Services, documenting the experiences in Swaziland, Zimbabwe and Tanzania as models.
      - Compliance with WMO and ICAO Meteorological Standards

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- Strengthening of Regional Meteorological Centers
- Establishment of common regional positions at international fora
- Inclusion of SARCCUS agri-met group with meteorological services directors

b. Facilitate cooperation between meteorological services directors working group and SATA for coordinating telecommunication support of regional meteorological services.

c. Study:
   - Weather Modification Practices and Standards
   - Impact of Funding and Supporting Existing Training and Research Facilities

d. Cross-check with other sector protocol development efforts on Training and Research.

e. Assess levels of compliance with all relevant international conventions especially WMO and ICAO.

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CHAPTER 4: COORDINATION, LOGISTICAL ISSUES AND PROJECT MANAGEMENT

In all, the SATCC Protocol Development Project ran 14 workshops for over 1,000 participants in less than eight months. From the beginning, the logistical challenges of organizing such a schedule were evident. Aside from working with a serious time constraint and overcoming the region's considerable communication and travel difficulties, project staff had to ensure that workshops were well attended, that they reflected the project's goal of involving private sector stakeholders and that they were run smoothly.

Constant Communications. Most of these challenges and risks were overcome as a result of active dialogue on a number of fronts. The first involved the project core team. In this respect there was regular liaison between the field office in Maputo and Abt's offices in Washington and Cambridge.

The other involved keeping all major players, including stakeholders, informed of the process, what was happening and what to expect. Among those players was SATCC itself. From the outset, the project team made a concerted effort to ensure that SATCC, through the Director of the SATCC-TU and sector experts, was involved in the process so as to build ownership and mutual trust.

Promoting the Process. One of the most important ingredients in the eventual success of the project was the Protocol Development Coordinator's December 1994 and January 1995 visits to all 11 SADC countries. These visits were a timely and indispensable way of ensuring that government and private sector stakeholders had a clear understanding of the protocol development process and a commitment to participate in it.

The visits were also valuable in identifying necessary modifications to the original scope of work. For instance, a number of stakeholders pointed out the need to devote one of the two regional workshops to surface transport issues (railways, roads and road transport and ports and shipping). This suggestion took into account that some stakeholders, particularly those in the private sector, would be interested in participating in discussions involving more than one mode of surface transport. During the project's original planning process, the sub-sectors to be covered by the two regional workshops had been assigned randomly, without regard to these potential synergies.

After the two regional workshops, much of the coordinator's efforts were geared towards further promotion of the process. A major task involved identifying and then supporting contact people in each of the countries. These people helped organize the national workshops and assemble delegations for the omnibus workshop.

A second major task involved producing compilations of each of the workshops and distributing them to the participants soon after each workshop was completed. This was done in order to keep stakeholders informed and to provide a basis for discussions at the next

stage of the process. A third major task involved the coordinator making a concerted effort to publicize the project. The project took out newspaper advertisements in all 11 countries and, during the omnibus workshop, the Project Coordinator and the Acting Director of SATCC appeared on Zambian television.[9]

Managing the Process. Managing the workshops required a significant effort. Project staff, including the facilitators, worked to ensure that workshop participants were kept informed of logistical and technical issues related to the workshops.

For instance, at all 14 events, summaries of the sessions were drafted as soon as possible. By the Lusaka Omnibus Workshop, participants were able to review, amend and approve each afternoon the deliberations of that same morning. This provided immediate feedback of the process and its results, as well as building the workshop report by its conclusion.

Staff assisting the facilitators and coordinator in running the two regional and one omnibus workshop consisted of the U.S.-based project director and project backstop, the Maputo-based administrative assistant, and two local secretaries. The large number of major logistical issues the staff faced in planning and running the workshops included:

1. Contracting Local Consultants. During the workshop planning process, the U.S.-based staff played an important role in supporting the protocol development coordinator. Much of this support came in the form of contracting local consultants to provide technical expertise and facilitation. Many of these experts had been identified by the coordinator himself. Some 14 regional experts delivered technical issues papers at the Harare and Johannesburg Regional Workshops. Many of them assisted at the National and Omnibus sessions as well.

2. Contracting Workshop Facilitators. U.S.-based facilitators were selected to conduct workshops to make the sessions as bias-free as possible. The project used eight qualified facilitators (including two fluent in Portuguese) to conduct the National Workshops. The staff also presented a two-day orientation session for the facilitators in Washington prior to their departure.

3. Administration of Per Diem. In managing workshops of this size where many of the participants were sponsored by USAID, project staff devoted significant attention to ensuring that per diem funds were available to invitees. Great care was exercised to see that necessary control measures were taken in the distribution of these funds. The entire project team worked to effect distribution smoothly but in a way that did not interfere with the meetings themselves.

[9]Volume II, Annex 6, Information Dissemination provides a sample of media coverage of workshops.

4. Participant Travel. With as many as 150 participants coming from 11 different countries, project staff took an active role in identifying and working with a travel agency capable of handling bookings so large and complex. While there were the inevitable problems with schedule changes and flight cancellations, no participant was ever unable to attend due to air travel problems. By the end of the project, participants alone had logged nearly 500,000 kilometers travelling to the various workshop sites.

5. Conference Venues. The protocol development coordinator, during his December and January visits to the 11 SADC countries, identified sites for the 14 workshops. Attention was paid to the overall quality and size of conference rooms, the size of the hotel and the hotel's accessibility to the airport. Because of the extremely large turnout at the Regional Workshops in Harare and Johannesburg, it was necessary in both cases to house some delegates at alternate hotels. In all, however, all of the venues in all the cities worked out well.

CHAPTER 5: WORKSHOP EVALUATIONS

Early in the design of the protocol development process, it was determined that workshop evaluations by the participants would be critical for two reasons. First, every workshop needs to be evaluated by those who take part so that improvements can be made to subsequent workshops.

Second, and more important in this instance because of the novelty of the participatory process, was the need to continuously measure what was happening. The staff and facilitators knew they would have to obtain constant feedback from the participants as each event unfolded.

Information obtained from workshop evaluations, discussions, and from SATCC as the main client, indicates that the protocol process was considered a major success.[10] In more specific terms, this was brought out by the following:

Fostering Dialogue. Although there had been some attempt in the past to involve institutions other than those from government and the public sector in SATCC meetings, the protocol process enabled a cross section of stakeholders not only to participate in the workshops, but also to contribute more directly in the formulation of regional policies. The private sector particularly welcomed the initiative.

Common Understanding. The workshops, which together involved over 1,000 participants in the eleven countries, helped to build a common understanding of the issues, constraints, and possible solutions across the seven sub-sectors, sensitivities and expectations of various countries and parties, potentially contentious issues and more importantly, a common commitment to the whole process. The workshop process that was utilized brought clarity to the issues and represented a new approach to policy formulation in the region.

Effective Participation. The seriousness of the dialogue and the priority accorded to the protocol process was reflected by the seniority and diversity of representation. Institutions represented at the workshops included government ministries and departments, trade associations such as road transport operators, clearing and forwarding agents, financial institutions, providers of transport and communications services, consumer groups, and other interested parties.

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[10]Evaluation results for each workshop are presented in the separate workshop reports, Volume III.

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CHAPTER 6: INFORMATION DISSEMINATION

Rationale of Information Dissemination. Three main goals were reflected in the project's information dissemination effort. First, project staff wanted to ensure strong attendance at the various workshops. Workshops were announced in the SATCC newsletter (which has a wide circulation among industry professionals) and in various newspapers around the region. In addition, during the days prior to each of the 11 national workshops, the project placed advertisements in local newspapers of the host cities. In this way, potentially important stakeholders who may not have otherwise learned about the consultative process were encouraged to attend.

The second objective of the information dissemination effort was to more broadly educate the public on the region's transportation and communications problems. Often lost amid the local and international media's attention to the sensational aspects of the region's economic difficulties are the day-to-day difficulties faced by customers and providers of transportation and communication services in southern Africa.

Much of the initial information effort was thus geared towards simply articulating these problems. Information also focused on the tangible changes that could result from solving these problems, e.g., better phone service, improved distribution of goods, shorter stops at borders, etc.

The third goal -- and the one most relevant to the eventual success of the project -- was to promote the idea of using a participatory approach to improve regional policy-making and policy implementation. Transparent decision-making, especially involving both the public and private sector, is a relatively new phenomenon in many parts of southern Africa. The protocol development project advanced public awareness and understanding of the process.

Outlets for Information Dissemination. The video, *"On the Move: Development of Transportation and Communication Protocols in Southern Africa"*, was by far the project's most ambitious attempt to further the second and third goals of the information dissemination effort. It is being used to demonstrate to a wider audience of southern African institutions the effectiveness of stakeholder participation, building consensus, consultative meetings, and private sector participation. In addition, the video promotes the eventual signing of the protocols.[11]

Media Coverage of Workshops.[12] There was some local coverage of several of the National Workshops in May. The bulk of coverage, however, was devoted to the Omnibus Workshop in Lusaka in July.

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[11]The concept for the video is presented in Volume II, Annex 6, Information Dissemination.

[12]Selected newspaper articles are presented in Volume II, Annex 6, Information Dissemination.

- The Zambian National Broadcasting Corporation (ZNBC) carried three reports on radio and television on the workshop on July 24.

- The Protocol Coordinator and Acting SATCC Director were interviewed on ZNBC on July 25.

- The Zambia News Agency (ZANA) carried a report on the workshop which was syndicated to the local Zambian media and to regional and continental media through the Pan-African News Agency (PANA).

- The Zambia Daily Mail and the Times of Zambia carried individual reports on the workshop.

- Radio Netherlands in Holland carried a report on the workshop on its nightly current affairs program, Newsline, which has a worldwide audience.

CHAPTER 7: LESSONS LEARNED

A number of lessons were learned from the protocol development process. Among the major ones are:

1. The Value of Strategic Planning. A number of potentially contentious issues particularly related to the strategy and approach were resolved at the first planning meeting involving SATCC and IPC. The meeting also helped establish a common understanding of the process, targets, and the specifics of what was to be done for the duration of the project. This way, there were no surprises and all parties felt part of the process.

2. The Value of Involving the Client. It is important that the process is not carried out for its own sake but rather reflects the perceptions and needs of the client, in this case SATCC, representing the governments of the region. Without engaging SATCC in dialogue and the planning process from the outset, problems would have arisen. There is little point to a process if the intended beneficiaries or the client does not identify with it.

3. The Value of Marketing and Communication. Engaging the stakeholders -- to gain their interest and commitment to the process from the outset -- was important. It also ensured that all concerned had a common comprehensive reference point and therefore knew what to expect. Frequent communication continued throughout the process, helping to sustain interest as well as to ensure that the process was current in the minds of all concerned.

4. The Value of Mutual Dialogue. Once the public and private sectors were brought together through the workshops, it became evident that their interests were not as divergent as previously perceived. Thus the workshops helped to break the monopoly of governments in dialogue and demonstrated the value of inclusion in finding solutions to common problems. It also helped to undo suspicions which are reinforced by the absence of contact and dialogue.

   The interactive process and dialogue helped to break down barriers and create mutual trust not only between governments and the private sector, but also among regional organizations such as SATCC and donor agencies. In addition, it served to build mutual trust and confidence between regional and international professional staff.

5. The Value of Management Autonomy and Flexibility. For a complex project such as this, management autonomy for the executing team in the field is essential. Otherwise, there is a danger of spending too much time and effort on bureaucratic requirements with little real relevance to realizing project outputs.

For example, during the formative stages of the protocol process, there was some discussion on whether or not the Coordinator should communicate directly with governments and other stakeholders or should do so through the Director of SATCC. Such issues, which may appear minor, can have a far reaching impact on the efficiency of project delivery. What is important is to reach agreement on reporting and monitoring arrangements which foster productivity without compromising accountability and which give all concerned a reasonable level of comfort.

6. The Value of Team Work. The protocol process would not have achieved such success without team work. Constant dialogue and communication ensured that constraints were resolved before they turned into crises. The Field Team received effective management and administrative backing from Washington and Cambridge as well as from the USAID office in Maputo and from SATCC. In all, over 100 people in Africa and the U.S. were involved in designing and supporting the process.

In such a complex project, with a multiplicity of interested parties, there are often varying expectations that can lead to undue judgements. For SATCC, the test of the success of the protocol process is yet to come: to ensure that protocols are signed by August 1996 and implemented thereafter. The results of the consultative process must be put into legal protocols which then must be negotiated among countries and signed. Further support is required for this.

There is a compelling need to translate the success of the consultative process into practical implementable measures with a demonstrably positive impact in the short term; otherwise, expectations become frustrated. Only in this way will public and private dialogue and the meeting of civil society and government which the Implementing Policy Change project has initiated in the region become relevant and practical to the benefit of all concerned.

Several conclusions can be drawn:

- The protocol process has had a **far reaching impact** on stakeholders in transport and communications in southern Africa and has **demonstrated the value of a strategically managed process of policy dialogue**. However, to be meaningful, such dialogue must be institutionalized and sustained. The institutional capacity for consultative policy formulation needs strengthening.

- **Direct linkages must be established and maintained between the public and private sectors and between government and civil society.** Every opportunity must be created to continue meaningful dialogue among sectors. On-going discussions will build and maintain trust and clarify issues to be resolved.

  On-going dialogue also accelerates learning and information exchange. The example of the creation of the Federation of Regional Road Freight Associations (FRRA)

during the protocol process demonstrated that when civil society is organized, it can influence policy formulation and change.

This kind of participation has brought a new inclusion; the protocol process reinforced the value of organized dialogue. The region needs support so that other interest groups can be brought together in similar trade associations or other civil society groupings.

- As a means of fostering continued dialogue on the protocols at the country level, a ministerial decision has been made, at the recommendation of the project, that **each country set up a Protocol Consultative Committee** (PCC). The PCC in each country will be composed of a representative cross-section of various interest groups involved in the protocol process.

  The PCCs are intended to provide a sustainable forum for multi-disciplinary dialogue on the protocols until signature in August 1996 but could be retained thereafter as pressure groups to ensure that governments are implementing agreed measures.

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FINAL REPORT: VOLUME II: ANNEXES

PROTOCOL DEVELOPMENT PROJECT

COMMUNITY BUILDING BY THE SOUTHERN AFRICA DEVELOPMENT COMMUNITY (SADC)

DEVELOPMENT OF PROTOCOLS BY THE SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION (SATCC)

Implementing Policy Change (IPC)
Contract Number DHR-5451-Q-00-0110-00
Delivery Order Number 47
United States Agency for International Development

Management Systems International (MSI)
Abt Associates Inc.

November 1995

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Volume I: Final Report -- Executive Summary and Text

Volume II: Annexes -- Overview, Technical Papers, Correspondence, Information Dissemination,

Volume III: Workshop Reports -- Summaries of each of 14 workshops

VOLUME II: ANNEXES

Annex 1 IPC and Project Overview

- The Implementing Policy Change Project
- Transportation and Communication in the SADC Structure
- Protocols Development Project Overview
- What is a Protocol?

Annex 2 Stakeholder Types

Annex 3 Issues Papers

- Status of Regional Cooperation in SADC Railways, Regional Workshop, Harare — Godwin M. Punungwe
- The Impact of Existing Technical Inter-Railway Arrangements and a Framework for Regional Integration, Regional Workshop, Harare — Martin Kuzviwanza
- A Perspective on Commercial and Operational Issues Impacting on Inter-Railway Efficiency, Regional Workshop, Harare — Winton Gibbs
- Private Sector Perspective on Issues Affecting the Efficiency and Profitability of the Road Transport Industry and Measures for Improvement, Regional Workshop, Harare — Nicholas Lostrom
- Technical Issues Paper on the Roads and Road Transport Sub-Sector, Regional Workshop, Harare — M.I. Pinard
- Issues for Consideration and Status of Implementation of Some Critical Issues in the Road and Road Transport Sector, Regional Workshop, Harare — W.D. Mbvundula
- The Case for Efficient Multi-Modal Transport Operations in Southern Africa Regional Workshop, Harare — Stallard Mpata
- Promotion of Port Efficiency and the Effective Utilisation of Transit Corridors by Means of Regional Co-operation and Interaction, Regional Workshop, Portnet — Sidney Bird
- Southern Africa and International Shipping, Regional Workshop, Harare — M. Tilbury

- Status of Regional Cooperation in Ports and Shipping, Regional Workshop — Harare, J.O. Mkinga
- The Case for Establishing Common Regional Standards in the Southern Africa Civil Aviation Industry, Regional Workshop, Johannesburg — Cv Mpinga Mgana
- Integration in the Southern African Airline Industry, Regional Workshop, Johannesburg — George Lewis
- Options for Ownership and Operation of Telecommunications Services in the Southern African Region, Regional Workshop, Johannesburg — Tororiro Isaac Chaza
- SATCC Protocols Development Technical Issues Papers: Telecommunications Regulation, Regional Workshop, Johannesburg — E.N. Olekambainei
- The Status of Regional Cooperation in Postal Services, Regional Workshop, Johannesburg — John S. Sikhonedze

Annex 4 Technical Experts and Facilatators

Annex 5 Invitations and Other Workshop Correspondence

Annex 6 Information Dissemination

THE IMPLEMENTING POLICY CHANGE PROJECT

THE IMPLEMENTING POLICY CHANGE PROJECT

PROBLEM AREA ADDRESSED BY IPC

Policy change must be effectively managed by host country organizations if sustained results are to be achieved. Commonly, new policies entail changed roles, incentives, benefits and costs for multiple organizations and individuals. Unaccustomed interaction and different ways of doing business are also required. These changes can pose intractable problems for host country leaders and managers. They also provide special opportunities for positively influencing the ways in which basic decisions are made and implemented.

The theory and practice of managing policy change has not been well developed, and host country organizations do not have ready access to technical support for the management of development change.

PROJECT'S RESPONSE

Technical "field" support:
The project's principal objective is to assist developing country organizations to use strategic management approaches to implement policy change -- a learning process of assessment, exchange, problem solving, planning, action and adapting.

Using participatory and facilitating methods, the project assists "clients" from host country public and private organizations to reach agreement on and implement the priority tasks necessary to realize desired policy changes. Project assistance frequently involves fostering collaboration among stakeholders for joint strategic assessments, consensus- and coalition-building, action planning and agreement on roles and responsibilities.

Research objectives:
The project's research objectives are to a) marshal guidance from multiple disciplines relevant to the management of policy change; b) monitor systematically and analyze lessons from the technical cooperation activities; and c) disseminate these lessons.

STRUCTURE AND FUNDING

The project is implemented by a contract with Management Systems International (MSI) which serves as prime contractors with sub-contracts to Abt Associates, DAI, and 5 affiliated resource institutions.

The project and the contract began in 1990. The project funding is authorized for 5 years, with the understanding that a second five years would follow if so recommended by an evaluation.

Core funds:	About $600,000/year from the R&D Bureau. About $375,000/year from the Africa Bureau for specific core project activities in or for Africa.
Buy-ins:	USAID Missions and Regional Bureaus have provided approximately $4 million/year for each of the past two years.

IPC has been active in about 30 countries.

TECHNICAL COOPERATION, COUNTRIES AND POLICY ISSUES

Although "clients" and policy issues have varied widely between technical cooperation activities, strategic management and process approaches are used in all.

Country	Activity
Uganda	Natural Forum on Public/Private Sector Development
Guyana	Economic Reform
Jamaica	Fiscal Policy Reform
Rwanda	Economic and Budget Reform
Philippines	Export Promotion
South Africa	Small and Medium Size Enterprise Policy
South Africa	Post Apartheid Civil Service
Africa Region	Enterprise Network
Cote D'Ivoire	Regional Livestock Marketing
Burkina Faso	Regional Livestock Marketing
Mali	Regional Livestock Marketing
Africawide	Natural Resource Management
Mali	Natural Resource Management and Forest Code
Madagascar	National Environmental Action Plan Implementation Issues
Gambia	National Environmental Action Plan Implementation Issues
Gambia	Organizational Strengthening: Ministry of Finance & Economic Affairs
Zimbabwe	Monopolies Commission Establishment
Honduras	Policy Analysis & Implementation Unit Establishment
Zambia	Policy and Coordination Division Establishment
Worldwide	Consulting Assistance on Economic Reform Evaluation
El Salvador	Judicial Reform
Guinea Bissau	Trade and Investment; Judicial Reform
Lesotho	Agricultural Policy
Mozambique	Privatization
Sahel	Sahel Policy Project Evaluation
Bolivia	Economic Policy Reform
Eastern Caribbean	Agricultural Policy Project Participatory Design
Haiti	Institutional Reform

PROJECT PREMISES

1. Strategic management approaches borrowed from business and liberally applied in the public and non-profit sectors, are useful for managing policy change;

2. "Outsiders," including outsiders who are nationals but not in the client organizations, can assist implementors to use these approaches in highly sensitive and often controversial areas;

3. This can be done through the structure and with the funding of donor organizations;

4. Policy implementation is a "learning process." It is not possible for implementors or their technical support specialists to know in advance all that should be done to implement difficult policy changes;

5. While outside technical specialists can bring valuable skills and knowledge to the collaboration and can play a useful catalytic role, "implementors" and other stakeholders have special knowledge and usually special expertise which is essential to successful implementation;

6. If the project is successful, implementors will be better able to manage programs and other policy changes in the future;

7. In most, if not all cases, action, and often initiative, are required from both within and outside government if there is to be effective policy implementation.

STRATEGIC MANAGEMENT INVOLVES

1. Reaching agreement on a vision or goal and on what objectives are important to realizing that goal;

2. Involving stakeholders, particularly those who must play a role in implementation, in assessment and planning; addressing the position of those who loose when the policy changes;

3. Developing agreement on what the constraints are to reaching objectives and on alternative strategies for addressing them;

4. Reaching a common understanding of the technical aspects of proposed policy changes and the information needed to support informed policy selection and effective implementation.

5. Establishing priorities, agreeing on roles and responsibilities, agreeing on timing and methods for carrying out strategies;

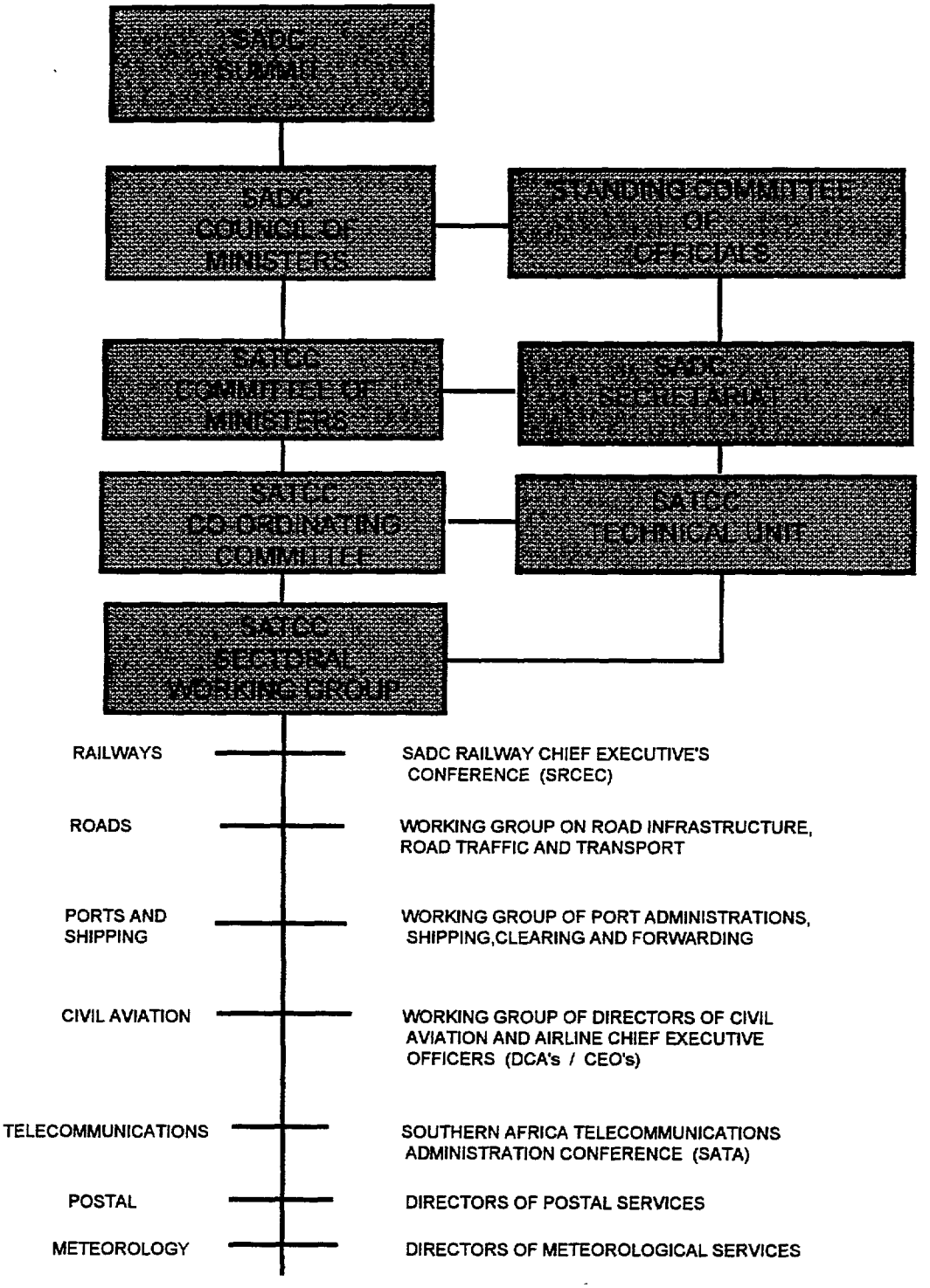
6. Identifying the skills, procedures, technical and organizational changes needed to carry out strategies and reach objectives, and initiating the action necessary to realize them.

7. Periodically reviewing progress and modifying plans as new insight and developments indicate.

Project 639-5451
Center for Democracy and Governance
Global Bureau

ipcdescr

TRANSPORT AND COMMUNICATIONS IN THE SADC STRUCTURE



SATCC-IPC PROTOCOLS DEVELOPMENT PROJECT
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS
OVERVIEW

Background

In August 1992, the Southern African Development Co-ordination Conference (SADCC) was transformed into the Southern African Development Community (SADC) when Heads of State and Government of the ten countries then belonging to the economic grouping signed the treaty which facilitated this change. SADC now has eleven Member Countries with South Africa, upon attainment of majority rule and accession to SADC, becoming a full member of this economic grouping.

However, the transformation of the economic grouping from SADCC to SADC, was not merely a change in name, but a commitment to fostering closer economic and social integration among the countries and peoples of Southern Africa. In January 1994, the Council of Ministers, which is the highest policy organ of SADC, at the level of officials, directed all the sector co-ordinators (SADC has a decentralised system of operation whereby each country is assigned the responsibility of co-ordinating a particular sector of co-operation) to prepare protocols that would further strengthen co-operation among the countries of the region.

Under this arrangement, Mozambique co-ordinates the transport and communications sector through the Southern Africa Transport and Communications Commisssion (SATCC), which is one of the more insitutionalised and established of the SADC technical organs. SATCC co-ordinates the seven sub-sectors of; railways, roads and road transport, civil aviation, ports and shipping, telecommunications, meteorology and postal services. As the technical co-ordinating unit, SATCC has the responsibility of developing protocols in the transport and communications sector.

The Catalytic Role of Transport and Communications

Efficient transport and communications are a pre-requisite to any development process. Transport and communications play a vital role in the Consumption-Production Cycle including social mobility, interaction of populations and information exchange. In the case of Southern Africa, transport has even greater significance because six of the eleven countries of Southern Africa are landlocked, making transport critical to the overall economic competitiveness of the economies of these countries. Meaningful economic and social integration of Southern Africa can not take place without an efficient transport and communications system. In this respect, the evolution of meaningful and relevant transport and communications protocols takes on special significance.

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The Protocol Development Process

The SADC Council of Ministers, in directing sector co-ordinators, to develop protocols in various areas of co-operation, emphasised the need for a consultative participatory approach, involving not only government officials, but a cross section of the SADC population including the private sector and public at large through what has been termed brain-storming workshops. The rationale for this approach was that in defining the issues and setting out priorities in areas of co-operation, all view points must as far as possible and feasible, be taken into account. This approach would not only facilitate ownership, but also ensure that at the end of the day, a broad section of the SADC population would have been consulted, associated with and be a part of the process of building an integrated Southern African economic community.

Approach and Strategy

It is evident that such a wide consultative process requires funding. It is in this context and recognising the importance of the whole programme, that the United States Agency for International Development (USAID), within the framework of a broader co-operation effort with SATCC, the SADC Transport Efficiency Project (STEP), provided financial assistance to countries of the region through SATCC, to undertake the protocol development process in transport and communications. Management Systems International (MSI) and Abt Associates Inc. are providing technical assistance to SATCC in this respect. This is also in line with USAID`s global project, Implementing Policy Change (IPC).

The Consultative Process

The consultative approach adopted, will involve a series of regional and national workshops to be held between February and July 1995. The workshops will involve as many affected and interested parties or stakeholders as possible. They will seek to identify and priotize issues in each sub-sector, isolate those issues where common ageement can be reached , ascertain areas of contention requring further negotiation, propose measures to be taken to reach agreement, indicate areas where further consultation or negotiation may be required and generally, work torwards defining a framework upon which meaningful regional co-operation in transport and communications can be based.

The first Regional Sub-sectoral Stakeholder Workshop will be held in Harare, Zimbabwe, from 20th to 24th February 1995 and will deal with issues related to; railways, ports and shipping and roads and road transport. The subsequent regional workshop will be held in Johannesburg, South Africa, from 13th to 17th March 1995. It will cover issues related to; civil aviation, meteorology, postal services and telecommunications.

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The regional workshops will be followed by national workshops to be held between 3rd to 19th May 1995 in all the eleven countries covering all seven sub-sectors. Each national workshop will be of a three day duration. An indication of the magnitude of this consultative process, is reflected in the fact that, in all, about a thousand individuals, either as participants, workshop facilitators or technical experts from the region, will have been directly involved in this process. This is in addition to international organisations and donor agencies who are also expected to participate.

The Final Process

The current SATCC-IPC Project will, by September 1995, have produced a well alaborated framework upon which the actual legal protocols will be drawn. The regional and national workshops will be followed by a meeting of Technical Experts to be held in Maputo from 22nd to 25th May 1995. This meeting will synthesise the issues, conclusions and strategies that will have ensued from previous consultations in the workshops into a common framework paper. This will provide the basis upon which the final consultative meeting, the Regional Omnibus Workshop, will be held. It is this final workshop, to be held from 10th to 14th July 1995, that will define the final protocol framework and mark the end of the consultative process.

The next step will be to translate the framework into a legal document for consideration and negotiation by Member States. Upon agreement, this will be followed by signature and ratification and the coming into force of the protocols in transport and communications.

Impact of Protocols

The protocols are intended to facilitate improved realisation of results within the framework of the SADC programme of co-operation by defining a legally binding framework for achieving agreed objectives. This is on the premise that a protocol is an agreement with a legal basis laying down modalities for co-operation within a specific area or areas. As such, a protocol should spell out ; the objectives to be achieved, the strategy for achieving the set objective and more importantly, the obligations and responsibilities of the parties to the protocol towards realising the set target or objective.

Because it has a legal basis, a protocol therefore has or should have a framework for enforcing the agreed arrangements, including an indication of measures to be taken in the event of a party to the protocol, not abiding by the provisions of that protocol. In this context therefore, the protocols should provide a basis for a higher level of co-operation, among countries of the region.

Maputo, January 1995

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SATCC-IPC PROTOCOL DEVELOPMENT PROJECT
TRANSPORT AND COMMUNICATIONS

WHAT IS A PROTOCOL?

A Protocol is an agreement with a legal basis laying down modalities for co-operation within a specific area or areas. It spells out the objective to be achieved, the strategy for achieving the set objective and more importantly, the obligations and/or responsibilities of the parties to the protocol or agreement towards realising the set target or objective.

Because it has a legal basis, a protocol therefore has or should have a framework for enforcing the agreed arrangements, including an indication of measures to be taken in the event of a party to the protocol, not abiding by the provisions of that protocol.

WHAT IS A PROTOCOL SUPPOSED TO DO OR ACHIEVE?

A protocol is often entered into after a series of negotiations intended to ensure that parties to the protocol fully understand the implications of the protocol and are voluntarily entering into the agreement or if they are not in full agreement with some of the provisions of the protocol, that they are at least able or willing to live with them.

A protocol is therefore intended to facilitate attainment of a common agreed objective, by defining a legally binding framework for achieving the set objective.

HOW SHOULD A PROTOCOL LOOK LIKE?

A protocol should be a clear statement of policy on the objective to be achieved and how it is to be achieved. For example, a protocol statement may say; " **By the year 2000, all SADC countries must have common rules and regulations with respect to the road transport industry.** " This may be fine as an objective, but it does not say what those common rules will be and how they will be determined. Thus, on an issue such as this one, technical studies will need to be undertaken and proposals made leading to negotiations and final agreement.

Another protocol statement may say;" **By the year 2000, the airline market in the SADC region should be fully deregulated.**" In this case, no further technical work may be required except, to set a specific date and define which airlines would qualify to operate in such a deregulated market, i.e. those registered in the SADC region, those operating but not neccessarily registered in the region, or any airline.

In both statements, the obligations and responsibilities of parties to the protocols are evident. They have to take measures to review their own legislation and practices, inform interested and affected parties and ensure that by the year 2000, all is in place for the protocol to take effect.

General Stakeholder Types and Examples from South Africa

[Stakeholders who participated in workshops are identified by name and institution in the annexes of each workshop report, Volume III.]

STAKEHOLDERS

From the following list, specific stakeholders will be invited to the Regional and National workshops. Three people from each sub-sector in each country will be invited to the Regional workshop; each person occupying the listed position will be invited to the National workshop; one person from each sub-sector will attend the Omnibus workshop.

I. **Meteorology**

a. Director of meteorological services
b. Director of civil aviation
c. Director of agriculture

II. **Postal services**

a. Director of postal services
b. Director of courier services
c. Director of local/rural development

III. **Telecommunications**

a. Chief executive of the telecom operators
b. Regulatory bodies in countries where there are such entities
c. Chambers of commerce and industry
d. Broadcasting - radio and television
e. Labor unions

IV. **Air Transport**

a. Chief executive of national airline
b. Director of civil aviation/airport authority
c. Travel agents
d. Tourism industry representatives

V. **Ports and Shipping**

a. Director/CEO of Port Authorities
b. Clearing agents
c. Shippers councils/chambers of commerce
d. shipping companies
e. Department of customs

VI. **Roads**

a. Director of road transport
b. Director of roads
c. Freight associations (RSA, Zimbabwe,and Zambia)
d. Passenger association
e. Chambers of commerce

f. Customs
g. Road safety people
h. Insurance industry

VII. **Railways**

a. CEO of rail systems
b. Clearing and forwarding agents
c. Big shippers (tobacco, grain, farmers,)
d. Technical issues experts

TECHNICAL PAPERS

The number of technical papers will depend on issues identified in each sub-sector, and work already undertaken by SATCC on these issues. It is anticipated that approximately sixteen short and concise issues papers will be prepared by experts. These will provide the bases for focused discussions in the Regional sub-sectoral workshops taking place from mid-February to mid-March, 1995.

The protocol development team, together with SATCC, will prepare terms of reference and a common outline for the technical papers, as well as identify regional experts who will subsequently be engaged to undertake the work, and make their presentations to the above-referenced workshops.

Short presentations and short papers, all following the same format, will be provided. The technical papers will be the means to facilitating discussions. They will include an introduction, background, identification of issues, and an elaboration on the issues with recommendations. Considerable work has been done to date on a number of the issues.

Terms of reference for 16 papers will be prepared by 1 December, 1994.

SOUTHERN AFRICAN DEVELOPMENT COMMUNITY

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TO: Mr. Herman Lemmer
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Protocol Development Co-ordinator

8th March 1995
Pages: Five

NATIONAL SUB-SECTOR PROTOCOLS WORKSHOP

I refer to our telephone conversation regarding the National Sub-sector Stakeholder Workshop on the development of Transport and Communications protocols for South Africa scheduled for May 10-12 1995.

Attached, please find the list of stakeholders for South Africa who should be involved in the workshop together with the Provisional Agenda. The list has to be revised with the help of the Department of Transport so as to have the correct designation of institutions and to make additions as neccessary. Please note that both the stakeholder list and agenda are indicative only at this stage.

Best regards,

Shemmy Simuyemba

SATCC-IPC PROTOCOLS DEVELOPMENT PROJECT
TRANSPORT AND COMMUNICATIONS

STAKEHOLDERS: SOUTH AFRICA

Railways

1. Department of Transport
2. Spoornet
3. Container depot operators
4. Saftainer
5. South African Foreign Trade Organisation (SAFTO)
6. National Transport Policy Forum
7. South African Chamber of Commerce
8. South African Association of Freight Forwarders
9. Selected major users of rail services

Roads and Road Transport

1. Department of Transport
2. Road Freight Association
3. Roads Department (Infrastructure)
4. South African Association of Freight Forwarders
5. South African Chamber of Commerce
6. Department of Customs and Excise
7. South African Bus Operators Association
8. Autonet
9. Road Safety
10. South African Insurance Institute
11. National Transport Policy Forum
12. Tourism board/promotion organ
13. Tour operators association/body
14. Department of Immigration
15. CSIR- Roads and Road Transport Technology

Ports and Shipping

1. Department of Transport -Marine Section
2. South African Shipowners Association
3. Portnet
4. South African Association of Freight Forwarders
5. Shipper`s Council or equivalent
6. South African Chamber of Commerce
7. South African Foreign Trade Organisation
8. Port authorities
9. Port users group
10. National Transport Policy Forum
11. Ministry of Environment

Civil Aviation

1. Department of Civil Aviation
2. South African Airways
3. Private air transport operators association/body

4. Tourism industry representatives
5. Tour operators association
6. Travel agents association
7. Airport authorities
8. Immigration
9. Customs and Excise
10. South African Association of Freight Forwarders
11. Airfreight companies
12. National Transport Policy Forum
13. Meteorological Services
14. Airport authorities/companies

Meteorology

1. Meteorological Services
2. Agricultural Union
3. South African Shipowners Association
4. Department of Civil Aviation
5. Airline industry representatives
6. Ministry of Agriculture
7. Ministry of Environment

Postal Services

1. Postal company
2. Courier companies
3. South African Chamber of Commerce
4. Local government ministry
5. Local authorities/City councils
6. Customs and Excise

Telecommunications

1. Department of Posts and Telecommunications
2. Ministry of Information, Broadcasting and Communications
3. Telecommunications regulatory body
4. South African Chamber of Commerce
5. South African Broadcasting Corporation
6. Private broadcasting station owners association/body
7. Private television station owners association/body
8. Telkom South Africa
9. Vodacom
10. Private providers of telecommunications services; cellular e.t.c
11. National Telecommunications Forum
12. Centre for Development of Information and Telecommunications Policy - CDITP

SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION
TECHNICAL UNIT (SATCC-TU)

PROTOCOL DEVELOPMENT REGIONAL WORKSHOP
HARARE, 20-24 FEBRUARY 1995

STATUS OF REGIONAL COOPERATION IN SADC RAILWAYS

BY

GODWIN M PUNUNGWE

SATCC-TU RAILWAY EXPERT

FEBRUARY 1995, MAPUTO.

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STATUS OF REGIONAL COOPERATION IN SADC RAILWAYS

ONE OF THE MAIN OBJECTIVES OF SATCC

To contribute to the development of the Southern African Development Community (SADC) through the provision of an efficient and economical transport service within the region. Such a service should reduce the cost of transport in the region and thereby make exports from the region more competitive in the world market and make imports as well as other goods, more affordable to more people within the region.

THE MAIN REGIONAL OBJECTIVE OF SADC RAILWAYS

To contribute to the development of the SADC by providing a seamless and competitive rail service throughout the SADC which is market-responsive, efficient and cost-effective. The provision of such a service should also contribute to the financial viability of SADC Railways and thereby remove the burden of the subsidies by treasuries.

NECESSARY CONDITIONS TO ACHIEVE THE OBJECTIVE

* Internal Restructuring and Commercialisation of railways.

* Regional Organisation Restructuring for more effective Cooperation.

* Enabling Environment:

  - Legal and economic framework which encourages fair competition among different modes of transport.

  - Institutional framework which ensures a level playing field is achieved and maintained among modes.

RESTRUCTURING AND COMMERCIALISATION OF SADC RAILWAYS

A number of seminars and workshops were held to enhance the pace of undertaking these processes which are underway to various degrees in all the railways. The aim of these processes is to improve the operational efficiencies and financial viability of the railways.

- World Bank Seminar on Railways Restructuring held in Bulawayo 1992.

- Microworkshop on Review of SADC Railway Restructuring and Proposed Agenda for their Commercialisation conducted in Maputo in 1994.

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- Internal Restructuring and Commercialisation Seminars on-going in the railways.

SADC RAILWAYS' REGIONAL ACTION PLAN

In response to the new economic and legal environment and the consequential increased competition, the SADC Railways designed a strategy aimed at achieving the above objectives, the Regional Action Plan. This plan which was born out of the realization that over and above the need to improve operational efficiency in each railway, there was need to improve operational efficiency at a regional level for the expeditious conveyance of international traffic to effectively compete with road transport. The Regional Action Plan (RAP) has four key elements:

a. Identification of International Customers and Designing of Appropriate Logistical Plans to Meet the Customer Needs.

b. Improving the Predictability of Service through the introduction of freight booking on international scheduled trains.

c. Offering a Seamless Service by having a one-stop service concept, uniform conditions of carriage and regional train operations arrangements which are geared for regional operational efficiency, ignoring country borders.

d. Reducing Cost of International Haulage through sharing of facilities and equipment as well as through the establishment of common costing basis for international traffic.

REGIONAL RAILWAY ORGANISATION TO IMPLEMENT THE RAP

* To avoid the unnecessary duplication of effort and the consequential waste of resources, the SADC Railways Administrations and the Inter-Railway Conference of the Chief Executives of Railways in Southern Africa (IRC) were merged into one regional railway organisation known as the SADC Railways Chief Executives Conference (SRCEC). The SRCEC, composed of all the SADC Railways Chief Executives, is now the supreme regional railway organ responsible for providing policy and strategic guidance to the SADC railways in their efforts to cooperate, coordinate, standardize, harmonize and integrate all aspects of the railway transport system. SRCEC is the body which enunciated the RAP.

* The Committee of Chairpersons(COC) is a multi-disciplinary Committee which reports to the SRCEC, comprising the Chairpersons of the Traffic, Technical and the Human Resources Development Committees as well as representatives of the SATCC-TU. This Committee is responsible for overseeing the implementation of the RAP and other regional activities. This Committee ensures each Committee reporting to it has clear terms of reference and Action Plan geared for the implementation of the RAP.

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* The Traffic Committee, as the business frontliner, through the following Sub–Committees, is primarily responsible for the RAP implementation.

  - Joint Marketing Sub–Committee.
  - Joint Operations Improvement Sub–Committee.
  - Safety and Hazardous Materials Sub–Committee.
  - Finance and Accounting Sub–Committee.
  - Rail Intermodal Competition Sub–Committee.

  This committee determines the inputs from and therefore the activities of, the Technical and HRD Committees which are necessary for the RAP implementation.

* The Technical Committee, in response to the requirements from the Traffic Committee, through its three Sub–Committees, the Civil, Signal & Telecommunications and the Mechanical & Electrical Sub–Committees, is responsible for ensuring good maintenance of the railway lines, the signalling and telecommunications systems and the rolling stock as well as standardisation of equipment and procedures.

* The HRD Committee is responsible for meeting its own training needs, the training needs identified by the other two Committees as well as the general manpower development necessitated by the restructuring and commercialisation processes which are underway in the railways.

* SATCC–TU plays an advisory role to the SRCEC and the four committees mentioned above by providing general guidance where necessary especially on issues related to regional cooperation and integration. The TU also provide technical input and analytical papers on issues related to the committees' and sub–committees' work, evaluate the overall performance of the SADC railway industry as well as the performance of the committees.

The Regional Action Plan is the "Bible" for all the above Committees and the three other Committees above report to the COC.

PROGRESS ON THE IMPLEMENTATION OF THE RAP

a. Identification of international customers and designing of appropriate logistical plans to meet their needs is underway and has been implemented in some cases. For example, some copper has now been diverted back from road to rail as a result of these efforts. Special block trains for specific customers have already been introduced.

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b. In an effort to improve predictability of rail service, schedules of international trains have been designed for a number of corridors and introduced in some of the corridors with limited success so far. As soon as international scheduled trains run satisfactorily they would be publicized to customers. The installation of the planned real-time Regional Rolling Stock Information and Management System will enhance the predictability of service as well as enable railways to give their customers information on their shipments.

c. A lot of work is still underway to ensure the railways offer a seamless service. Once the work is completed, customers would need to negotiate and strike a deal with only one railway even when their traffic traverses a number of SADC railways. Train operations would be arranged as if SADC Railways were one system without country borders as non-physical bottlenecks to operational efficiency.

d. Some reduction in cost of haulage is being realized through reduction of resources used in railway corridors as well as sharing of facilities but still a lot needs to be done. Some work is underway which when completed would ensure common charges per tonne-kilometres for specific commodities by all SADC railways and this will result in reduction of cost of international haulage.

OTHER MEASURES TO MEET THE NECESSARY CONDITIONS ABOVE

With regard to an enabling environment the railways' regional efforts are as follows:

* A Microworkshop for the SRCEC will be held in April this year on "Road-Rail Competition: Level Playing Field."

* The Rail Intermodal Competition Sub-Committee has recently been established to advocate for an Institutional Framework which ensures a level playing field is not only achieved but maintained.

RAILWAY SUBSECTOR PROTOCOL DEVELOPMENT

The SADC Railways have already defined the objective for a railway protocol, identified areas of cooperation and the anticipated role of SATCC-TU as given below. Current regional railway activities are already addressing some of the areas of cooperation. The Workshop is invited to take note of these items and use them as inputs in its deliberations.

OBJECTIVE OF THE RAILWAY SUBSECTOR PROTOCOL

Railways are to cooperate in all aspects of railway transport system, especially in the fields of operations, marketing and logistics, maintenance and human resources development, so as to provide a seamless, efficient, cost-effective railway transport service which is responsive to the needs of the market throughout the SADC region.

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AREAS OF COOPERATION

In order to achieve the above objective the railways are to take the following measures:

- Adopt a common freight nomenclature which is also used by Customs such as the Harmonized System of Freight Nomenclature.

- Harmonize and simplify procedures and documents with the view of establishing a single railway invoicing system which is acceptable for Customs clearance throughout the SADC region.

- Establish a common costing basis for international traffic so as to harmonies their traffic structure on a regional basis.

- Provide uniform conditions of rail transport service throughout the regional railway system.

- Establish interchange rules for wagons and locomotives and other equipment both at regional and corridor levels.

- Arrange train services and operate trains as if there were no country borders within the SADC region.

- Operate scheduled international trains and introduce freight booking on these trains in the corridors where traffic justifies.

- Share facilities and equipment for maintenance of rolling stock and training.

- Grant each other trackage rights to facilitate efficient utilisation of railway resources.

- Maintain the existing physical facilities of their railways to such standards as will enable other member railways to operate on the system within the Community in a reasonably efficient manner.

- Adopt common safety rules and regulations governing railway signs, signals, rolling stock and transportation of dangerous substances.

- Collaborate in setting up joint ventures in the manufacture of railway spare parts, facilities and equipment.

- Consult each other on proposed measures that might affect the operations of sister railways.

- Establish a Regional Rolling Stock Information and Management System to facilitate efficient utilisation of rolling stock and provision of information to customers on their shipments.

- Promote data information exchange.

- Cooperate in pooling of railway resources and efficient utilisation on a regional basis.

- Adopt regional specifications for rolling stock for interchange and standardize inspection and maintenance procedures for rolling stock.

- Adopt common syllabus for training rolling stock inspection and maintenance staff to ensure same standard and quality of inspection and maintenance.

- Simplify payments procedures as well as account settlement system which will lead to the elimination of delays of wagons at interchange points awaiting confirmation of payment of bills.

- Establish, maintain and revise all rules governing the placement and securing of loads in open–top wagons and flat wagons.

- Adopt a Joint Operations Improvement Strategy for the whole SADC railway network.

- Adopt a Joint Marketing Effort Strategy to increase the railways market share so that most of the long haul of traffic is done by the railways.

- Build strategic alliance with other participants in the transport industry for effectively reducing the overall transport costs in the region.

- Standardize accident investigation procedures and adopt common strategy to reduce railway accident rate in the region.

- Encourage the more use of regionally manufactured parts through the use of the Spare Parts Catalogue.

- Establish an Association of Southern Africa Railways to look after the interests of the railway industry.

SATCC–TU ROLE AND RELATIONSHIP WITH THE SADC RAILWAYS

The envisaged primary role of SATCC–TU is to develop and put in place a regional transport policy that allows railways to operate commercially and actually make a profit rather than

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continue to be a drain on public funds. Such an enabling transport policy should effectively enhance the reduction of the overall surface transportation costs for the region. The transport policy will be designed to:

- Create a level playing field for all modes of transport based on the concept that all modes of surface transport pay more or less the costs of infrastructure provision and maintenance.

- Create a competitive environment for all modes of surface transport through economic deregulation.

- Focus government attention on safety and environmental issues through safety and environmental regulations.

The Technical Unit will undertake analytical studies on safety and environmental protection and assist governments of the region in setting minimum safety standards for the railways.

The TU in liaison with the railways or their association, will also undertake analytical studies whose results are designed to improve the operational efficiency of the railways. The TU will work closely with the railways directly or through their association. The overall relationship of the SATCC-TU to the railways will be mainly advisory and regulatory.

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SATCC PROTOCOLS

DEVELOPMENT

RAILWAYS

The impact of existing inter-railway arrangements and the

desirability

and implications of an integrated regional railway agreement

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TRANSPORT AND COMMUNICATIONS PROTOCOLS DEVELOPMENT
Community Building

Southern Africa Transport and Communications Commission (SATCC)

REGIONAL SUB-SECTOR STAKEHOLDER WORKSHOP
Harare, Zimbabwe 20-24 February 1995

Railways Sub-Sector

The Impact of Existing Technical Inter-Railway Arrangements and a Framework for Regional Integration

By

Martin Kuzviwanza

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GOAL TO OPERATE AN EFFICIENT AND SEAMLESS REGIONAL RAILWAY SYSTEMS.

Background:

The economies of SADC states which are undergoing structural adjustment programmes are at the cross roads and will rely heavily on viable and competitive transport enterprises as vehicles for economic and social development in the region. The lagging performance of the transport sector continues to hamper the development of domestic and regional markets by and large and has become an impediment to the participation of the continent in world trade, especially for land locked countries.

Most SADC railways in their present state are a drag on their economies and suffer from a decline in market share and financial viability. Regional railways face a number of common problems viz:-

- the majority are in financial crisis.
- they face sever operating problems which is exercebated by a decline in high value commodities traffic.
- worsening performance in key result areas: market orientation, profitability, productivity, customer satisfaction, staff morale management commitment and technology development.
- weak institutional capacity and human resources.
- low levels of investment.

A number of factors account for the above problems.

- modal shift of regional freight movements from rail to road. The railways have been unable to adapt to the changing market changes that are being brought about by the recent social and economic developments in the region e.g. heavier trucks. Market share is being eroded by road hauliers on the basis of their superior service, faster transit time and predictability.
- the ability to service long haul regional/international traffic has been reduced by restrictive regulations which contribute to high costs, and are a barrier to improvements/innovations as well as to the emergence of regional approaches.
- economic problems and civil disturbances in some of the region's countries have hindered the maintenance and further development of their internal transport systems. The decline in traffic on these traditional routes has left railways with a burden of fixed costs of maintaining transport capacity such as surplus staff and equipment.
- government, intervention in all aspects of railway operations.

In spite of these hurdles there is a general consensus amongst railways and governments that if efficiently operated the SADC railways have a key role to play in their respective economies. The corporate objective of the railways should be longterm commercial viability and improved operational performance in management areas such as quality of service, staff productivity, asset productivity, investment, pricing and cost reduction. Radical restructuring of the railways is therefore necessary since the existing institutional policy and operational frame work is inadequate

to support the achievement of this objective. The restructuring reforms should therefore focus in following areas:

a| **Internal management and operational reform:-**

to improve operating and resource productivity. This is achieved through business restructuring, operations restructuring, organisational restructuring, staff rationalisation, assets restructuring and management effectiveness.

b| Policy reform:-

this calls for full operational autonomy of the railways, flexibility in tariff setting, removal of restrictive regulatory environment and creation of a level playing field between road and rail.

c| Institutional reform:-

The aim is to remove institutional barriers to the free movement of people and goods in the regional railways by creating opportunities for bilateral and multilateral regional cooperation with a view to reducing costs of operation, increase operating efficiency and enhancement of customer satisfaction. Some of the institutional arrangements which could lessen impact of barriers include:

a} Private sector involvement in railway operations which brings with it a favourable cost/efficiency dimension into railway operation and generally reduces railway risk and generates revenue.

b} Regional integration and cooperation of transport systems makes economic sense and enables the region to provide a seamless railway system with the following expected benefits:

- gain in comparative and competitive advantage for the region.
- optimisation of existing fragmented infrastructure.
- provides opportunity to economically rationalise infrastructure, equipment and operations of small railways.

The following issues require to be addressed by regional railways in order to reverse the declining market share, revenues, quality of service etc.

a} **establish customer's transport needs and an appropriate service to meet these needs.**
b} **Improve predictability**
c} **Reduction of the cost of international haulage**
d} **Provision of a seamless regional service**

In order to achieve the above goals of seamless operation a number of regional factors which act as impediments require addressing and these include:-

{i} harmonisation of technical and operational standards.

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{ii} wagon interchange rules.

{iii} Locomotive and train cross border working arrangements.

{iv} common personnel certification and training standards for cross border personnel.

{v} Regional rolling stock information system.

{vi} Creation of level playing field between road and rail.

PROVISION OF AN EFFICIENT SEAMLESS REGIONAL SERVICE

ISSUES

1. HARMONISATION OF TECHNICAL AND OPERATIONAL STANDARDS.

On the technical/operational front the issues that act as impediments relate to efficient railway operation viz:

a} Wagons:

The region experiences difficulties in the maintenance of rolling stock because of inadequate supply and non interchangeability of some parts. The situation is exercebated by the delay in the repair on foreign wagons. This lack of rail wagon standardisation results in reduced availability, increased downtime and wagon hire charges.

In order to maximise the regional rolling stock availability and associated problems there is a need to harmonise wagon technical standards through:

- component standardisation
- common wagon design specifications
- spare parts holding
- regional manufacture of wagons and components
- common spare parts catalogue
- review of existing agreements which cover the holding of spare parts to maintain foreign wagons.

General agreement exists within the region on the strategies to be adopted and these are being actioned, however, full implementation will be hindered by the following constraints:

- lack of finance to effect conversions
- lack of managerial commitment and a supervisory authoritative body which carries out research, analysis, coordination, supervision and enforcement of resolutions

b} Locomotives

At least 50% of the regional fleet consists of the two North American makes of locomotives which have standard equipment, but vary in terms of power rating, adhesive weight and braking features. Harmonisation of features which allow locomotives to traverse corridors such as, controls, standardised load setting procedures for through loads, interconnectivity, train lengths, tandemning, common spare parts will reduce the barriers to cross border working. Difficulties anticipated in implementation include:

- facilities and conversion costs
- different technical standards and philosophies on load setting
- non-standard track condition in the corridors
- varied maintenance practice standards

There is, however, room for cooperation in these fields.

c} Track

{i} The present system of accepting abnormal loads whereby the process of approving all customer requests go through the bureaucratic technical approval process on the railways seriously compromises their customer response time resulting in potential loss of business. The aim should be to simplify procedures so that general decisions can be made on acceptability and charges for abnormal loads on enquiries from potential customers. Quick response would assist regional railways to compete successfully against road. A regional computerised model could be developed to assist in this regard.

{ii} The different rail installation standards and maintenance philosophies, renovation/ upgrading/ rebuilding requirements will require to be harmonised in order to eliminate bottlenecks such as speed restrictions etc., on the corridors. A regional rail track condition assessment study which is aimed at assessing the condition of SADC railways track and defining the resources and training required to provide adequate track maintenance for the regional railways with particular emphasis on corridor lines is underway. This project will gather data which will be processed to provide short term and long term planning data and assist in solicitation of funds for track projects which have a regional impact.

{iii} The acquisition on behalf of SADC railways of a track geometry vehicle which can be used on a periodic basis to evaluate the condition of the track will go a long way in fostering regional cooperation.

d} Telecommunications

An assortment of telecommunications and train control equipment is presently used in the region and these have different specifications, age, varied maintenance condition and have geographical limitations. Some of the major shortcomings which inhibit integration of the signalling and telecommunications system include:-

- incompatibility of systems and specifications.

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- present systems are subject to serious disruptions due to poor telecommunication infrastructure.

- at present customer and railway needs are not fully realised.

- ability of indigenous personnel to maintain and repair associated telecommunications, data, computer equipment.

- data security and accuracy cannot be guaranteed. There is no clear definition of the level of access each administration would have on a sister railway tracking network.

What is therefore required are standardised signalling and telecommunication equipment performance specifications which allow these to interface. In order to effect full integration where foreign trains are extensively used there will only be a need for standardisation on railways that presently use Manual Block System, RETB or ATC. Such locomotives should be equipped with mobile radios operating on the host's administrations frequency or be equipped with appropriate electronic equipment. Establishment of a regional organisation to undertake day to day regional planning of transit traffic and empty wagon movement will assist in the integration efforts. Already regional Operations Management Centre {OMC's} are being established, however, their effectiveness is being hampered by telecommunication inadequacies. Consideration should be given to developing satelite communication.

2. WAGON INTERCHANGE RULES AND SYSTEMS

The lack of rail wagon and component standardisation within the region and its associated problems and restrictive interchange rules are a constraint in improving wagon availability in the region.

The main objective of common interchange rules is to provide participating railways with mandatory rules of operation as well as fair and equitable means of compensation for work performed on foreign wagons necessary due to general wear and tear conditions. Key elements to any system would include:

- Governing body to administer rules and resolve disputes;
- General rules for handling maintenance of wagons;
- Equitable, standard basis for charging for repairs and daily wagon hire;
- Provision for compensation (unfair usage);
- Rules for parts, wear limits, procedures;
- Conditions governing delivery/acceptance of wagons;
- Procedures for handling damaged wagons, and load transfers; and
- Precise definitions for responsibility of handling line and wagon owners.

Issues on the present status of a regional interchange rules

- Regional bilateral interchange agreement contain a high percentage of elements/procedures which constitute interchange rules.

- While most of the clauses in working agreements are similar those pertaining to the billing of fair, wear and tear maintenance charges are different.

- There is a lot of commonality in the agreements on operational issues, however, the technical aspects are generally not uniform.

- In view of the adhoc nature of present organs dealing with interchange of wagon the response to implementing policy decisions is sluggish.

- While all SADC railways follow similar interchange procedures there is lack of advance information concerning the status of trains, wagons, consignments which can assist in pre-planning thereby increasing availability.

- The lack of compliance to common inspection standards and procedures and the inconsistency in the quality of inspection has led to unnecessary rejection of wagons at border crossings.

- Wagons are being unnecessarily inspected at interchange points on either side of the border without due regard to distances travelled.

- Inability to stock adequate critical small parts for fair, wear and tear at specified locations has led to unnecessary detention of wagons.

- There are variations in clauses pertaining to the billing of fair, wear and tear maintenance charges.

- Billing charges vary significantly for both labour and material due to non standardised repair procedures, varying internal accounting practices, outdated catalogue prices and varying overheads on labour.

- inconsistent quality of material and workmanship as well on lack of compliance to maintenance repair standards has led to lack of trust between administration thereby creating unnecessary constraints.

- lack of automation in billing functions have necessitated time consuming error prone manual inputting of data on some railways.

- Escalating hire charges by some member countries have been implemented to penalise non owning administration for poor turn around performance on wagons under hire. This increases foreign exchange requirements of railways for wagon hire charges.

- Wagon tracking and shipper information is lacking and relies heavily on the Spoornet realtime system. Administrations do not compute wagon hire days by wagon number nor calculate hire charges based upon actual age of each individual wagon.

- Not all administrations have through bills of lading. This results in transit delays.
- Invoices and commodity codes are not harmonised.

In order to improve operational efficiency and provide a seamless service the above issues have to be resolved and corrective measures to be taken include:

{i} Harmonisation of interchange rules; this will serve to increase coordination between SADC railways; streamline procedures for maintenance, repairs and billing. These should be modelled on the main elements already identified.

{ii} Formation of an agency to coordinate all activities relating to wagon interchange, standardisation of equipment specifications, maintenance practices, billing, certifications, etc.

{iii} Establishment of a rolling stock information system which will maximise the utilisation of local fleet, reduce wagon hire payments and meet customer and railway needs.

{iv} Enforce joint examination at our border points and also the feasibility of eliminating inspections at border crossings.

{v} Initiate training, common inspection standards, monitor wagon inspection procedures and certification of carriage and wagon examiners and wagon hire. The carriage and wagon Maintenance Manual which is presently being harmonised will assist in the implementation of the above goals.

{vi} Review of stock holding and quality of standard items stocked for fair, wear and tear maintenance. Standardising the process of spare parts reclamation will assist in reducing maintenance and wagon hire costs.

{vii} Standardise wagon design, component specification and condemning limits for components which has been initiated by SADC railways will assist in implementing interchange rules.

Benefits of Rules

Economic benefits will accrue to participating railways from the adoption of a common set of interchange rules from a number of sources and these include:

- unrestricted use of rolling stock.
- less difficulties in the organisation of international traffic.
- possibility of offering standard wagons to customers.
- safer railway operation.
- simplification of decision making by supervisors and managerial staff.
- an assurance of uniform technical quality.
- uniform vehicle maintenance.
- less cumbersome and time consuming billing system from standard costing procedures for repair work on foreign wagons.
- establishment of a governing body.

3. LOCOMOTIVE AND TRAIN CROSS BORDER WORKING ARRANGEMENTS

The present operational requirements for cross border working of locomotives and trains inhibit the operational efficiency of train operations and these are governed by the interchange rules. Traditionally these operating requirements have been necessitated by:

- Technical incompatibility of locomotives in terms of type, design, specification, equipment hauling capacity etc.

- Familiarity of locomotive and route knowledge to crews and train working regulations unique to each railway.

- Ownership of equipment which may create artificial shortage by leasing administration.

- Ease of accountability in the event of accidents, defect responsibility, inter railway billing, monitoring etc.

- Different competency levels in crews, maintenance and train examination staff.

- General poor condition of rolling stock and locomotives in the region.

- Different operating and technical standards e.g. load setting principles, train lengths, braking standards, component standard specification etc.

- Inferior technology necessitating too frequent inspections and replacements e.g. plain bearings, vacuum brake.

- Geographic borders - customs and immigration formalities.

These working arrangements create operational constraints at border points resulting in:

- breaking up and remarshalling of loads
- excessive shunting with increased potential of damage to goods, derailment, shifted loads, wrong consignment of goods etc.
- lost time and inferior service quality.
- Unnecessary investment resulting in poor productivity of staff and equipment

In view of the fact that competitiveness in transportation is increasingly dependant on reliable consumer oriented service there is need to review the existing constraints with a view to providing a cost effective, reliable, efficient and quality service to the customer.

Formal agreements should be established among regional railways to address issues of handing over trains, wagon inspections at border crossings and interchange rules. The following policy issues require attention:-

a} **Inspection of wagons for defect responsibility:** where the load is intact inspections should only be carried out by safety dictates and geographic borders should not affect railway operational needs. An investment in technologically advanced equipment, rolling stock and components such as air brakes, composition brake blocks, roller bearings wheel sets, hot box detectors etc., will make this goal a reality.

b} **Crew change of drivers/guards:** A review of immigration/customs restrictions and the present 'our work' ethic is necessary. Areas to be addressed include training and certification of crews on train operations on specific corridors, locomotive fleet rationalisation, technical standardisation of train operating requirements, harmonisation of signalling and telecommunications interface equipment

specifications.

c} **Locomotive consist change/rolling stock pooling:** Issues to be dealt should include harmonisation of locomotive technical standards {haulage capacities, specifications} certification of maintenance staff and facilities, locomotive pooling on specific corridors to eliminate ownership and shortage problems. Benefits accruing from daily rental vis a vis procurement of own locomotive /wagon require evaluation. The present operation of the Spoornet Blue Train on National Railways of Zimbabwe lends itself to further development on freight trains. The concept of regional wagon pooling entails the pooling of wagon resources from the regional railway authorities to assist the administration on whose system traffic emanates. The current procedures is for the source of traffic to supply the wagons and this places a heavy strain on the wagon resources and may result in potential loss of business.

d} **Trackage rights:** Issues to be considered include conditions governing the operation on "foreign" lines, cost recovery, harmonisation and certification of track maintenance standards, signalling and telecommunications standards per corridor. Trackage rights are operational in the United States of America and may be adapted to suit regional requirements

e} **Locomotive repair:** Training and certification of staff and facilities to undertake specific repairs as well as specialisation of repair centres will go a long way in reducing costs and eliminating the constraints.

f} **Run through trains:** Agreement is necessary in running cross border blocked trains to distant terminals which bypass yards since these increase throughput and can be time effective against road competition as well as cost effective in wagon hire and labour.

g} **Shipper owned equipment:** Specialised shipper owned wagons improve efficiency, commit the customer to rail usage, creates wagon hire cost for all railways in the route and reduces capital investments for railways.

h} **Interchange agreements at borders:** These require to be streamlined to meet specific corridor, customer and cargo requirements.

Successful elimination of the above constraints is expected to result in better customer service delivery through a reduction in transit times, transport costs, freight loss and a better ability to schedule shipments thereby sharpening the competitive edge of railway administrations.

4. COMMON PERSONNEL CERTIFICATION AND TRAINING STANDARDS FOR CROSS BORDER WORKING ARRANGEMENTS

As already noted above some of the present operational constraints arise from concerns of :

{i} High cost of accidents in SADC railways in the form of damaged locomotives and other equipment often purchased with scarce foreign currency and the loss of human lives.

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(ii) Need for accountability/responsibility for defects and damage.

Experience on SADC railways indicates that at least 60% of all train accidents are due to human error by operating staff who include drivers/guards, train examinations staff and controllers. In order to facilitate a reduction in accident rates and the implementation of cross border operations it is necessary that personnel involved in cross border operations are trained and certified competent to operate in particular corridors. An independent certification of drivers, carriage and wagon examiners and controllers to vigorous standards is desirable and would trigger intensive training programmes, improve competency levels, standardise training standards for crews and examiners which ultimately will facilitate independent/joint inspection of the rolling stock at the border crossing points and the setting up of minimum standards of maintenance for all the railways.

The programme on the certification of drivers which can be extended to other staff involved in train operations should of necessity include:-

- **Recruitment procedures and selection:** verbal and oral examinations as well as physchometric and optometric tests, medical examinations.

- **Levels of education** - common entry qualifications and experience

- **Training** - theoretical/practical training as well as minimum standards for progression. Training should cover the following areas train operating systems, the locomotive, the wagons, train brakes, first aid, commercial understanding and documentation, safety, train marshalling, handling of harzadous material. Practical training includes on the job training as well as simulator training.

- **Follow up training** is essential and covers refresher courses, feedback from the field and interviews.

- **Periodic re-examination and certification** would ensure maintenance of high standards of competence.

In order to ensure impartiability and enforcement of rules a professional body could be set to monitor and update curriculum, undertake certification of train operating staff, facilitate independent certification of training and maintenance facilities.

5. ROLLING STOCK INFORMATION SYSTEM

The serious regional security problems, lack of service reliability, longer transit times and poor shipper information systems have handicapped regional railways in their competition with other modes of transport in spite of them being more expensive.

Poor wagon utilisation and operational efficiency is of serious concern to railways in the following areas:-

- wagon in use are largely foreign owned.
- wagon hire payment is in forex.
- in adequate location information hampers planning and operations.
- business is lost due to long erratic and unpredictable transit time.
- inability to trace consignments by railways

Implementation of a wagon tracking and control system will therefore maximise the utilisation of domestic fleet thereby reducing the wagon hire charges of administrations, improve productivity and quality of service.

A regional RSIS when implemented will:-

{i} Provide real time information that serves the individual and collective needs of railways which enables them to operate efficiently.

{ii} Provide complementary management information system which performs accounting functions, operating statistics etc.

{iii} Have to be compatible with other well established regional systems. Such a system will enhance the railways and their customer ability to plan and manage their business effectively and profitably.

6. CREATING A LEVEL PLAYING FIELD BETWEEN ROAD AND RAIL

Developing economies of SADC countries cannot progress without a productive system of transportation infrastructure. For no matter how effective the management or operation of any given transport mode is, if the policy playing field on which it competes is tilted in favour of its competitors the success will be undermined.

The principal goal of a nation's transport policy should be to achieve effective competition amongst various carriers and modes of transportation. This goal is achieved when all modes of transport are able to compete freely having due regard to national policy and legal requirements.

In order to create a level playing field the following principles should prevail:

{i} No government regulation should restrict any mode of transport from competing freely with other modes.

{ii} Each mode should bear a fair proportion of all real costs of resources, facilities and services provided at public expense.

{ii} Each mode should receive compensation for the resources, services that it is required to provide as a public service obligation:

{iv} each mode should be free to enter into confidential agreements with shippers.

{v} each mode should have the responsibility of efficiently utilising its resources and provide economic reliable and safe service.

As a result of the growth and domination of road transport, the SADC railways have seen a decline in market share from 85% {1981} to 32% {1989}. It is therefore necessary for railways to understand their competitive advantage and focus on those markets and at the same time be responsive to customer needs.

Road transporters have advantages in short haul and are able to move goods from origin

to destination with one vehicle. They have no requirements for off loading/transfer facilities or long delays at border crossings. The independent nature of operators enables them to respond quickly to customer needs and have flexibility in scheduling movements. Railways on the other hand have to consolidate traffic and coordinate various movements resulting in bureaucracy.

In order to operate efficiently and viably the railways should have commercial freedom in:

- dropping/initiating new services
- tariff setting
- staffing and compensation
- procurement of spares and equipment

Some of the disadvantages faced by rail in road competition include:

- Cross subsidisation of road transport through fuel costs and taxes.
- railways fully responsible for all infrastructure.
- overloading of road vehicles: of concern to railways is the inability in the region authorities to monitor and control vehicle load capacity legislation and the threat of increased vehicle load limits and vehicle lengths. Penalties for overloading should be adjusted to make them commensurate with financial gain received by operators as a result of road transportation. The authorities should be lobbied to improve surveillance through increased manpower and better equipment.

CONCLUSIONS

This technical issues paper has attempted to highlight the main issues in the regional goal of operating an efficient and seamless regional railway system by assessing the current status of cooperation and indicating constraints and possible strategies to achieve region cooperation.

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Railways Sub-Sector

A Perspective on Commercial and Operational Issues Impacting on Inter-Railway Efficiency

By

Winton Gibbs

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1. INTRODUCTION

The cardinal role of railways in the development of countries of the Southern African region, has been a matter of observation and historical record. The regional rail network continues to be a life-line in economies of the member states of the Southern Africa Development Community.

This was no more graphically illustrated following the drought of 1991, reported then to have been the worst in living memory in the sub-continent. The famine relief programme precipitated by this climatological catastrophe demonstrated the importance of co-operation across national frontiers. In an unprecedented exercise of railway interdependence and collaboration, some 13 million tons of grain products traversed the rail network of the region, bringing relief to 60 million people. Nearly 7 000 trains criss-crossed the borders of Southern Africa between April 1992 and June 1993.

Accepting the premise that railways still have a meaningful role to play in their respective economies, we observe too that sub-Saharan railway organisations - in common with many railways worldwide - have been in a state of financial crisis for some time.

Apart from political turmoil and military conflict which have uniquely affected some countries, the primary cause of the malady has been the rapid changes in the marketplace to which rail transport has been too slow, unable or unwilling to adapt.

Consequently, vital as they are, many railways in the region are millstones round the neck of their respective countries economies. With the pressing needs of health care, housing and education, governments can no longer afford railway enterprises that are a drain on the fiscus.

The member states of SADC believe that it is not too late for interventions in railway organisation that will ensure that rail not only survives, but will succeed in making a positive contribution to regional economic development. This goal can be facilitated by driving down transportation costs, through increased operational effectiveness and efficiency.

This paper examines some of the key issues of a commercial or operational nature which impact on the attainment of this objective.

2. CURRENT COMMERCIAL AND OPERATIONAL INITIATIVES

Objectives

It is worthwhile re-iterating the primary objectives of the current initiative :

Firstly, to eliminate the time-honoured practice of "dumping" trains at border hand-over points on an unplanned basis without due regard for their onward journey.

Secondly, to create energy within the regional railway network. By improving communication and fostering co-operation, the aim of eliminating superfluous activities, and increasing resource utilization can be achieved.

Thirdly, and perhaps most importantly, to enhance the customers' 'experience' of rail services, by providing reliable - that is, consistent in character and quality - international train operations.

This present exercise cannot be isolated and restricted to the improvement of international freight transportation alone. The implications are much wider, for regional issues are inextricably tied to the internal operations of each railway. Significantly improved inter-railway working cannot be achieved without, at least, a concomitant improvement of internal efficiency of each entity.

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Working Groups

The formation of numerous joint working groups, such as operational, marketing and financial, has provided a logical mechanism for driving the process of tackling issues which impact on the effectiveness of running railways over international boundaries.

Some progress has been made in various areas of which two groups are highlighted :

* Operations :

  The first action instituted was the compilation of master time-tables for scheduled international trains.

  This was followed by the development of a PC driven train monitoring system to measure service standards.

  The establishment of centralised planning, control and communications offices on each railway, commonly referred to as Operations Management Centres (OMC's) has been a significant development. These centres serve as the first point of contact between railways, and the channel for a future integrated total logistical approach.

  Where these have been implemented, joint hand-over procedures at borders have reduced the delays occasioned by separate examinations. The issue of differing or varying standards has not been fully resolved.

* Marketing :

A major impediment in the area of sales and marketing (for overboarder traffic), is protracted period between tariff enquiry and response.

It is imperative that tariffs be supplied to customers expeditiously, and to this end, the joint committee is considering a common tariff based on haulage principles. A simplified tariff structure will eliminate the need to obtain inter-railway quotes.

Indications are that this simplification may also address certain aspects of truck hire tariffs, which could have a positive spin-off for truck utilization.

The introduction of a common tariff structure is certain to give impetus to the regional marketing effort.

3. CONSTRAINTS ON ACHIEVING REGIONAL GOALS

The commercial and operational activities of a railway enterprise - in whatever manner these may be structured - are the core of the business. Other functional areas - such as rolling stock and infrastructure - are there to support the key departments which interface with customers.

Rail Services departments (i.e. sales and marketing, and operations) may be inclined to cite infrastructure and rolling stock problems as the main hindrances to achieving an integrated, efficient regional railway system.

It is suggested that, while technical issues are contributing towards operational inefficiency, the following are important factors hampering the efforts of the various SADC committees and joint working groups :

* **Information Infrastructure**

  It is generally recognised that the lack of integrated management information systems, for planning as well as control purposes is a major shortcoming. In particular, there is a market need to have up-to-date information on the whereabouts of trucks and consignments. This is vital for managing the consignment from point of despatch through to point of delivery.

"Information is power" is not a hackneyed phrase, but the key to dominance and control of the logistical chain. It is an area where regional railways are sadly lacking.

* **Internal Focus**

It is not that railway organisations should not engage in regular self-examination, but rather an obsession with internal issues to the detriment of the customer, which is of concern.

In my view, far too great a proportion of managerial time and energy is directed towards internal issues, with the consequent failure to observe, hear and understand what is happening in the market place.

Expenditure reduction measures have to be carefully planned, and short-term gains balanced with long-term objectives. In particular, the tendency to optimise resources with negative impact on service levels has to be avoided.

* **Business Agreements**

It is essential that commercial policy be supportive of effective operational practices, insofar as cross-border working is concerned.

The terms of reciprocal agreements for the hire of rail wagons is typical example of where business policy is counter-productive to operational efficiency, but perhaps marketing strategy too.

* **Personnel**

Personnel issues invariably impact on all areas strategy implementation. In this instance it would appear that progress is being constrained by the availability of key personnel to drive the various projects.

Customers whose transport needs span international boundaries have particular needs and requirements which can only be serviced by selected specialists with sufficient time for channeling their creative energies to these specific demands. The uniqueness of international traffic suggests the need for staff dedicated to this market.

4. KEYS TO SUCCESSFUL REGIONAL INTEGRATION

There are numerous issues impacting upon railway operational efficiency - and hence long-term commercial viability - some of which have discussed or alluded to in the preceding paragraphs. The primary issues generally been identified at similar forums and are probably well-known.

Four issues, in my view, are critical to the achieving of our regional goal, namely operating railways in the sub-continent as financially successful entities in an integrated manner :

* Sharing a *Business Philosophy*

By this is meant that crucial to inter-railway co-operation is a common understanding, an alignment, a shared view (of railway policy-makers, chief executives and top management) of what business railways are in.

The shared vision of course has to be one of a market driven, profit-motivated entity. There is no incentive to improve when an enterprise is viewed as a national social responsibility, or when an organisation is considered as a particular instrument of government development policy.

This business view requires an organisational culture change process that has to be managed through all levels of the hierarchy. The message has to be delivered to all staff that railways are no longer operating in regulated environments, which have cocooned rail transport from competitors.

Unless regional railways have this mutual philosophy of business, it is unlikely that rapid progress will be made towards efficient integration of rail operations.

* **Developing a Sharper Customer Focus**

There must be a common understanding that the customer - not the unions, not management - is the most important stakeholder in the business. In inter-regional traffic movement, this concept is of vital importance, and must be embraced by management with conviction and commitment.

It is crucial that your customers are also seen to be my customers, and vice versa and that both parties have clarity on the customers real needs and value chain.

A further implication is that marketing will have to be key role players in the organisational structure.

Marketing and sales personnel will have to fully understand their customers' requirements, and have good knowledge of competitors, their strategies and service offerings.

It follows that railways will be intent on service excellence - meeting or exceeding customer requirements - consistently and at a competitive price. The monitoring of service levels and client perceptions are essential.

* **Adopting a Corridor Perspective**

Broadly speaking, a corridor is a logical route on which trains with common points or precincts of origin and destination, operate. Fundamental to the corridor concept is that trains run on a fixed schedule right through the corridor.

The concept is by no means new or unique : it exists in various forms naturally worldwide, but also to a degree in our regional railways.

What is lacking presently is an end-to-end perspective or view, in respect of the management approach to operations and marketing. Our focus tends to be too parochial, and the broader picture is lost, and with that, macro-efficiency.

Implementation of the corridor concept may have to begin within the borders of a country, and thereafter be expanded to cross-border working.

Establishing the train schedule lays the foundation for corridor working; the locomotive plan, manpower plan, and depot structures follow in logical sequence.

The schedule - determined itself by customer demand - dictates the required resources, and not the converse.

Once the corridor has been set up by applying these principles, management effort must be targeted on improving the efficiency with which the operation runs.

Spoornet has first-hand experience of the success of this approach, which was initially introduced in the Durban - Reef corridor in the last quarter of 1994. Significant improvements have already been registered, in particular in on-time departures and locomotive utilization.

* **Allocating Dedicated Personnel**

The effective facilitation of the planning and implementation of commercial and operational systems that cohesively integrate the working of rail transport across borders cannot be achieved on an ad hoc basis.

International traffic has complexities and variables that require specialist knowledge and expertise.

It would appear that the optimum solution is to have staff dedicated to the international side of the business.

5. CONCLUSION

As an input to this workshop and a stimulus to discussion, there has been an attempt in this paper to focus on some of the key issues impacting on the commercial viability of rail transport in the Southern African region.

There is much that could be said; a great deal more still needs to be done to make rail a competive alternative to road transport, and ultimately the preferred mode.

In all our collective efforts we must be customer-driven, and the customers' pre-eminent requirements are :

- reliability
- rate-competitiveness
- responsiveness

Attention must be paid to restructuring and re-engineering our businesses with these drivers, supported by rigorous product development.

For this workshop to be regarded as a success, participants must agree on priorities, and share a new commitment to implementation.

WINTON B GIBBS

February, 1995

[The views expressed in this paper are those of the author alone, and are not necessarily shared by Spoornet.]

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TRANSPORT AND COMMUNICATIONS PROTOCOLS DEVELOPMENT
Community Building

Southern Africa Transport and Communications Commission (SATCC)

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Roads and Road Transport Sub-Sector

Private Sector Perspective on Issues Affecting the Efficiency and Profitability of the Road Transport Industry and Measures for Improvement

By

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PRIVATE SECTOR PERSPECTIVE ON MONITORING AND ENFORCEMENT OF INFRASTRUCTURE STANDARDS, ROAD TRANSPORT POLICIES AND REGULATIONS AND THEIR IMPACT ON THE EFFICIENCY AND PROFITABILITY OF THE ROAD TRANSPORT INDUSTRY IN THE REGION

PREAMBLE

It is common knowledge that the efficiency and profitability of the Road transport industry in any region is directly related to the way in which the infrastructure is maintained, road transport policies formulated and regulations legislated and enforced.

In tackling the above topic effectively from the private sector's perspective, one must always bear in mind that the profit motive is first and foremost in the minds of the operators. Profits should be achieved by, and in conjunction with, keeping to the norms of the rules and regulations of the region in which we operate; levelling the playing fields in such dimensions as fuel price, tyre price, duties and sales tax; and harmonising those road tolls and other fees (such as Weighbridge fines) which affect all transporters in the region.

The private sector can play a very large part in monitoring and enforcing standards of infrastructure, transport policies and regulations, through constant dialogue, lobbying, pressurizing Government, representation on National Road Authority and related Boards and being consulted in the formulation of national policies and regulations.

1. INFRASTRUCTURE STANDARDS
1.1 ROADS AND BRIDGES
1.1.1 Monitoring

From the private sector's point of view, it is obvious that for the industry to operate efficiently it is imperative that goods roads are present in the region. Seeing that the majority of trunk road funding is supplied by the donors, the onus is on us to see to it that these roads are built to international design standards, that they will last for at least 25 years, so that this funding is not wasted.

1.1.2 Enforcement

In Zambia, for example, the ordinary members of the National Roads Board (NRB) are made up entirely of private sector representatives, and it is the nation's watchdog over the construction, rehabilitation and maintenance of roads, which includes the awarding of contracts and payment for those contracts. If Contractors or Engineers fail to perform to the required standards, the NRB has the right to withhold payments for any work done. This is enforcement at the highest level.

At present, the Zambian NRB is only an advisory Board to a Committee of Ministers. As the National Road Rehabilitation and Maintenace Task Force's responsibilities diminish, the National Roads Board's responsibility will be increased and the Board should become autonomous. In Zambia's case again, it is important

to note that the private sector has played a very large role in getting the NRB established. This was done through constant co-operation and dialogue with the World Bank who are the sponsors of the project and through pressuring Government to implement what had been recommended.

1. WEIGHBRIDGES

1.2.1 Monitoring

Overloaded vehicles are one of the major causes of damage to tarmac roads, and all Governments in the SADC region are concerned at the occurrence and extent of overloading in the region. The private sector is equally concerned at the various Government's inability to control overloading. Again, we must quote Zambia's experience in this field, where the private sector has conducted surveys to ascertain the occurrence and extent of overloading in the country, and, who during enforcement exercises on behalf of Government, keeps statistics of vehicles passing the weighbridges.

In addition to this, random monitoring is carried out by individuals who happen to pass a Weighbridge Station in the course of their daily business. This form of monitoring assists in controlling, to a small extent, corruption.

The private sector has also been able to monitor the accuracy of the different Weighbridges, and after collecting the data obtained, have been able to motivate the authorities into repairing and calibrating the scales, thereby ensuring that the transporters have a fair deal.

1.2.2 Enforcement

The Zambian Government, unable, for many years, to effectively enforce traffic legislation and to control overloading, introduced an Honorary Road Traffic Inspectors Scheme. This involved individuals from all sectors, offering their services on a voluntary basis, for law enforcement.

Considerable success has been achieved in all areas, and especially in the area of overload control. However, voluntary enforcement and monitoring is not the permanent solution. A possible solution is putting the management of Weighbridges into the hands of private sector institutions. This will mean that enforcement officers will be employed under private sectors terms and conditions, and hopefully in this way, the incidence of corruption can be reduced.

The most spectacular success in Zambia's efforts to control overloading has been achieved since the increase in the fine for overloading from a flat K 500 (approximately US$ 0.71) to K 500 per kilogramme (approximately US$ 714 per tonne). Whilst this fine is not in any way related to the damage caused to the roads by overloaded trucks, it has had the effect of creating an awareness amongst operators that axle loading regulations even exist, and that transporters are expected to operate within the parameters of these regulations. This sudden and enormous increase in the penalty was done in consultation with the private

sector and the Zambian Government have the full support of the private sector, until such time as they are able to go through the various legislative processes required to introduce overload fees based on the damage done as a result of this overloading.

2. ROAD TRANSPORT POLICIES

2.1 Monitoring

Up until recently, the Government of SADC countries, did not consult with the private sector when formulating policies, and consequently many of their policies reduced the efficiency and therefore the profitability of the private sector operators.

Some of these policies created inefficiency amongst their operators, who were protected from any form of competition. In Zambia for example, transport rates were prescribed by Government and such gazetted rates were the rate at which transporters worked. Another example was prior to the implementation of PTA Carrier's Licences; foreign hauliers could not obtain permits to operate into Zimbabwe without the approval/recommendation of their Transport Association. This protected the Zimbabwean industry from any form of competition for outside hauliers. Other policies were put in place which were totally unworkable in practice, such as in Zambia where Zambian trucks were not allowed to leave the country during the maize haulage exercise. This meant that international hauliers originating from Zambia were unable to build up a credible relationship with international clients. As a result of this, Zambians did not operate on international routes, and their share of the market was taken by foreigners. This is now changing (since the introduction of SATCC and PTA), and Governments, by and large, are now consulting the private sector, which is resulting in policies being formulated which will be workable when implemented. These policies have had the support of the private sector.

This consultative process with the private sector means that we have a better understanding of the policies and in which direction we are heading and are thus able to monitor them more effectively. Through dialogue with Government, we are able to stop or reverse some policies which are detrimental to the industry.

However, numerous instances abound of policies being implemented which are detrimental to the transport industry, either nationally or regionally.

One example of this is the Zambian policy of charging higher pontoon fees to foreign operators than they do to Zambia operators. A further example is the implementation by Zimbabwe of the "3rd Country Rule", which does not allow non-Zimbabwean hauliers to pick up or drop goods which are not destined for their own country, do not originate in their own country or which will not transit their own country. Zimbabwean hauliers however do this in other countries.

Through dialogue and consultation with the private sector, these irregularities could be removed, thus ensuring effective use of

the region's transport capacity.

2.2 Enforcement

The enforcement of national road transport policies by Government and other regulatory bodies in certain countries within the region has failed dismally. There are many reasons for this:

- The delay or even non-implementation of agreed policies because of disinterest or inefficiency of Government implementation agencies. Once a policy has been agreed upon, it should be implemented and enforced with the minimum of delay, as it follows that if it has been formulated in consultation with the private sector, its implementation and enforcement will be beneficial not only to the transport operators, but also to the national economies. Non-implementation makes forward planning very difficult for operators.
- Sudden changes without consultation with the private sector, but more importantly without prior notice of at least 30 days being given of the change. Little, if any consideration is ever given to the fact that a sudden change affects hundreds of vehicle already in transit, which inevitably results in delays to trucks, hardships to drivers and delays in the arrival of essential inputs for other sectors in the economy.

One very good example of this was the opening of the Makeni Dry Port in Lusaka, Zambia. This port was opened without prior consultation with the transport sector and the authorities had not considered the need for off-loading equipment, ablution facilities for drivers, security for trucks whilst at the Dry Port or even the requirement for stationery for goods received. In addition to this, they did not have sufficient staff available to clear goods arriving at the Port. Trucks are still being delayed, thus seriously affecting the operator's turn around of their trucks. Turn around has reduced from 3 trips per month to 1.5 trips per month. The cost of this reduces the operators profitability very seriously.

Policies are often formulated and enforced without consultation being given to the current situation. For example, the Tanzanian Government, in their efforts to control overloading, banned the use of interlink combinations. This was done without prior consideration being given to the existing equipment in the region or whether there was sufficient other equipment available to move essential imports and exports, including transit goods.

3. REGULATIONS

3.1 PERMITS/CARRIER'S LICENCES

3.1.1 Monitoring

The monitoring of the issuance of transport permits, by they for local or regional haulage is essential if we are to achieve the goal of efficient, safe and cost effective transportation for passengers and goods throughout the region.

A harmonised minimum quality standard should be set in the region, which will create a professional transport sector, for

the benefit of all users. This should be based on self-enforcement and self-regulation within the industry.

Governments will still be able to monitor the issuance of permits, but the onus will be on operators to ensure that all regulations and requirements are met.

3.1.2 Enforcement

Enforcement of the regulations regarding the possession of different national permits remains a necessary evil at present, and will remain so until harmonisation takes place and a single permit will be required for the entire SADC region.

At present, the enforcement of regulations regarding permits throughout the region is rife with corruption. Thus, operators who wish to operate within the law are at a disadvantage as compared to those who do not comply with regulations.

Another matter which should be considered is harmonisation of the costs of permits, either locally or for cross-border transport. Each state has different charges, thus making it extremely difficult for operators of one state to compete equally with those of another state. Thus, the operators where the cost of permits is higher, are having to reduce profit margins in order to compete.

3.2 AXLE LOADING REGULATIONS AND VEHICLE DIMENSIONS

A matter which must be addressed immediately is the harmonisation of axle loading regulations and vehicle dimensions in the region. Because of the different regulations in force throughout the region, the available transport is not being used efficiently. In addition to this, the operator's job is made extremely difficult and his profitability is affected as when travelling in certain states, he is not attaining his full payload.

Sanctions for overloading should also be standardised in the region, and the basis for these fines should take into account the damage caused to the roads as a result of the vehicle being overloaded. An improved system of payment for fines should also be found, possibly by way of coupons.

3.3 TRANSIT TOLLS

The need for standardized Transit tolls throughout the region is another matter which must be dealt with urgently. The current situation creates an unfair advantage to the operators of some countries. Whilst we understand that transit tolls are based on actual maintenance costs, in cases where a country is charging more than other countries, it is in fact the transporters who are paying for the inefficiency of the Road authorities in that country.

3.3.1 Monitoring

Unfortunately, the various Governments do not appear to be monitoring the collection of transit tolls. This is evidenced

by the fact that many drivers are unable to produce receipts to their employers for tolls paid, or are unable to produce receipts when requested to do so at Weighbridges and other checks along the roads. It is obvious for all to see that the officials charged with collecting these tolls are conniving with the drivers to pocket the money. A workable solution will be for coupon systems to be introduced, where it is compulsory for transit tolls to be paid by coupon. Zambia is currently considering a system where the private sector will be responsible for the sale of these coupons, as well as the collection of them. A fully accountable and transparent system will be put in place, which will mean that Governments will realise greater income from transit tolls. The benefits of paying by coupon are:

- drivers will not have to travel with large amounts in cash, and will thus not be tempted to use it for other purposes;
- the security of cash at remote Border Posts will no longer be a problem;
- the clearing of coupons and the transfer of funds to the relevant authority will be handled quickly by direct bank transfer.

3.3.2 Enforcement

In many countries in the region, the collection of transit tolls is totally inefficient and corrupt. Civil servants who are paid in the region of US$ 100 per month cannot be expected to handle large amounts of cash honestly. The coupon system will improve this situation, and Zambia is also considering putting the collection of Transit Tolls into the hands of the private sector. The benefits of this are the same as for the private sector selling coupons.

The cost of transit tolls is a matter of serious concern. We take for example Mozambique where the transit toll is in the region of US$ 29 per 100 kilometres. These tolls are paid only by non-Mozambican operators, thereby giving Mozambican operators a very big advantage. Thus, non-Mozambican operators competing for the same work are forced to reduce their profit margins in order to keep their trucks moving. In Tanzania, the transit toll is US$ 16 per 100 kilometres, and the effect on non-Tanzanian operators is the same. The current agreed PTA/SATCC rate is US$8 per 100 kilometres and will soon be increased to US$ 10.

CONCLUSION

We have only touched on those topics which directly affect the transport sector, whether infrastructurally or regulatory, but there are many unseen facts that have been omitted from the title of this paper, such as customs delays, immigration policies, clearing agent's inefficiencies, the plan to build a toll bridge at Beit Bridge where truckers will have to pay US$ 17 for each crossing and the bureaucracy of the monolithic Government structures which were socialist based and are still in place.

It is abundantly clear that many inequities exist in the region, affecting the efficiency and profitability of the transport operators.

Transport is a strategic industry which affects all sectors of the national economies, as well as the social sector. As Hugh Sutherland of the Road Freight Association (South Africa) says, the region can be likened to the human body, where the veins are the roads, and the blood is the trucks. If the blood does not flow smoothly, the part of the body which is starved of blood suffers and if the blood stops flowing, the body fails to prosper and slowly dies. Likewise, if the veins become clogged, congestion occurs and the rest of the body suffers until the reason for that congestion is remedied.

SATCC must urgently address the matter of harmonisation in the region and the individual Governments must ensure that recommendations are implemented with the MINIMUM OF DELAYS. Through consultation with the private sector, they will create ownership of the policies and regulations, and thus have the private sector's full support. A lot of progress has been made since both SATCC and the PTA came into being, but we still have a long way to go. George Bernard Shaw said "If all economists were laid end to end, they would not reach a conclusion". The conclusion in this case is the implementation of SATCC programmes and let the same not be said about SATCC, as if you benefit the private sector in any society, you benefit the whole society.

SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION

Technical Issues Paper on the Roads and Road Transport Sub-Sector

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1. INTRODUCTION

1.1 Background

The Southern Africa Transport and Communications Commission (SATCC) has embarked on the process of developing protocols in the Transport and Communications sub-sector for the Southern Africa Development Community (SADC) region. These protocols will define co-operation arrangements amongst the eleven member countries as a basis for fostering the establishment of an in integrated Southern African Economic Community. A major step towards this end was taken when the treaty establishing SADC was signed in August 1993 by Heads of State and Government of the region replacing the Southern African Development Co-ordination Conference (SADCC).

The development of the protocols is expected to evolve from a process of consultations within SADC member states and will be based on wide-ranging discussions by stakeholders, at both regional and national level, of a range of technical issues affecting the Roads and Road Transport sub-sector. This Technical Issues Paper forms the main input to these discussions and is expected to provide the basis for subsequent development of the protocols.

1.2 Purpose of Paper

The purpose of this Technical Issues Paper is to :

a) Provide a brief back ground to the Roads and Road Transport sub-sector in order to place the various issues being considered in perspective;

b) Review the main issues associated with the Roads and Road Transport subsector;

c) Assess the current status of co-operation by SADC member states on those issues on which agreement exists as well as those on which agreement is still to be reached, including elaboration of the areas of contention or constraints;

d) Identify and elaborate on the areas or issues which can provide a basis for achieving enhanced regional co-operation and the best strategy for achieving this.

2. OVERVIEW OF THE ROADS AND ROAD TRANSPORT SUBSECTOR

2.1 Role of Roads and Road Transport

The overall role of the Roads and Road Transport sub-sector in the SADC region may well be viewed from the broader perspective of the Second United Nations Transport and Communications Decade (UNTACDA II) (1991 - 2000). UNTACDA II has the goal *of "establishing an efficient integrated transport and communications system that will form the basis for the physical integration of Africa and facilitate national and international traffic, so as to foster trade and the achievement of self-sustaining development"*[1].

The goal set in UNCTADA II is very much in keeping with current SATCC initiatives to examine the best ways of achieving a harmonious integration of what are presently disparate but complementary transport and communication systems within the region. Achievement of this goal is unlikely to be attained if the infrastructure to sustain the regional production structures and markets are inadequate, operationally inefficient or physically deficient. By their nature roads and road transport communications are integrating forces and should be viewed very much as the foundation on which the SADC economic integration process must be based.

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The recent progression within the Southern African region from one of political co-operation (under SADCC) to one of an economic union (under SADC) is testimony to the importance now placed on achieving a strong, vibrant and unified regional market economy with strong international and regional relations in which each country can add value according to its own abilities, to the overall benefit of the entire region. To achieve this goal, the key word is unity. The region now has to forge unity and nurture a unified economy in order to become a regional economic power. Transport is probably the strongest binding factor to achieve such unity and economic power.

2.2 Importance of Roads and Road Transport

Road Transport is the dominant mode of transport in the SADC region. It carries eighty to ninety percent of the region's total trade in goods and services, about 20 percent of the region's cross-border trade and provides the only form of access to most rural communities. These roads are some of the region's largest assets with replacement costs of the main road network alone amounting to some US$35 billion[a], excluding the replacement costs of bridges. Thus, in financial terms the SADC road asset represents an astronomical investment, far higher than that in either railways or airlines. In terms of resources consumed, road transport is the most important single transport mode - spending on road transport is, in broad terms, an order of magnitude higher than spending on other transport modes.

As is the case in most developing countries, transport and communications services in the SADC region are critical inputs in the production of most other goods and services and are essential for the operation of the regional economy, for the development of regional markets and for intra-regional trade. The importance of the road system arises from its flexibility and system-wide role - the total connectivity which it provides. Striving for the equitable provision of roads and road transport facilities at affordable cost to all segments of society remains an important transport sector policy objective of Governments in the SADC region.

2.3 Investment in Roads and Road Transport

2.3.1 Current Levels of Investment

Typically, road spending absorbs about 5 to 10 per cent of SADC government's recurrent budget and about 10 to 20 per cent of its development budget. Clearly, therefore, regional transport is of considerable economic importance to SADC states. This importance lies in the transport's essential contribution to the efforts of the productive sectors, its investment in, and ownership of, vast assets and its employment generation as the largest service sector. Thus, the roads and road transport sector plays a vital role in the economies of all SADC countries. It is an engine of growth and the key to unleashing the potential for increased production and incomes in the SADC region.

Despite the region's need for quality infrastructure, investment in this area, measured as a proportion of GDP, has generally declined over the past few decades. As indicated in Table 1, expenditure on transport and communications in the SADC region varies from country to country in relation to their respective stages of development and makes up between 2 and 8 percent of GDP. In a developed economy the share is typically between 6 to 8 percent, a proportion which is normally higher than that of developing countries, because transport and communication services tend to grow in importance with an increasing level of development [2].

[a] Replacement costs are based on US$250,000 and $50,000 for paved and unpaved roads respectively

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Table 1: Comparative Descriptive Data of SADC Countries

SADC Country	Population (Mill.)	Area (1000 sq.m)	GNP/Capita (US$)	Share of GDP (%)
Angola	9,7	1 247	610	5 (85)*
Botswana	1.3	582	2 040	2 (89)
Lesotho	1,8	30	530	4 (89)
Malawi	8,5	118	200	NA
Mozambique	15,7	802	80	8 (89)
Namibia	1.4	824	1 500	6 (89)
South Africa	39,6	1 219	2 888	6 (88)
Swaziland	0,8	17	810	6 (89)
Tanzania	24,5	946	110	4 (88)
Zambia	8.1	753	420	7 (89)
Zimbabwe	9,8	391	640	7 (89)
Total	121,2	6 929	-	-
Average	-	-	893	5.5

Source: World Development Report, 1992
* ( ) Indicates year of statistic

2.3.2 Macro-economic Considerations

Current levels of spending on transport in the SADC region, at an average of 5.5 percent of GDP, are not large by international standards. However, this figure does not reflect the relative importance of transport in the regional economy, in that private and other costs are not included. The follow-on effects of these user costs, particularly vehicle operating costs, on the manufacturing and service industries comprise a much higher proportion of GDP (estimated, for example, at 50 percent of GDP in Australia [3]) and reflect the extent to which the internal functioning and development of the economy is affected by expenditure on transport. Thus, unlike public transport services where the main issue is to find ways and means to limit subsidies and the drain on the government budget, road transport investment in the SADC region can be a positive force for economic productivity, growth and competitivity.

2.4 Roads and Road Transport Infrastructure

2.4.1 Road Network Characteristics

As indicated in Table 2, the main road network of the countries in the SADC region totals just over 316,000 km of roads of which, on average, approximately 30 percent are paved. Apart from a few of the heavily trafficked international transit routes, most of the main roads in the SADC regions carry modest volumes of traffic with little more than about 10 percent carrying over 1500 vehicles per day, approximately 25 percent of which consists of heavy vehicles.

There are also a large number of rural roads in the SADC region, approximately 350,000 km, which consist mainly of two-lane, all-weather gravel roads and seasonal earth tracks and which typically carry less than 100 vehicles per day. These roads generally connect the main agricultural areas to the main road network and play an important role in the rural areas of SADC countries where the majority of the population live.

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Table 2: SADC Road Network Characteristics by Country

SADC Country	Main Network				
	Length (km)		Density in Kilometres per:		
	Total	% Paved	100 km²	1,000 pop.	$1mill GNP
Angola	15 811	35,3	1,3	1 ,6	2,7
Botswana	8 761	41,8	1,5	6,7	3,3
Lesotho	2 597	32,0	8,6	1,4	2,7
Malawi	9 963	25,3	8,4	1,2	5,9
Mozambique	13 308	34,6	1,7	0,8	29,2
Namibia	13 552	36,2	1,7	9,7	6,5
South Africa	182 397	31,3	15,0	4,6	1,6
Swaziland	2 723	24,2	16,0	3,4	4,2
Tanzania	28 011	12,0	3,0	1,1	10,4
Zambia	20 653	31,6	2,7	2,5	6,1
Zimbabwe	18 401	35,7	1,9	3,6	2,9
Total	316 177	-	-	-	-
Average	-	30,9	5,6	3,3	6,9

Source: World Development Report, 1992.

The physical, economic and road network characteristics of the various countries vary enormously. They range from low-income countries with low density, lightly trafficked networks, which place a high kilometre cost burden per road user, to relatively high income countries with high density, heavily trafficked networks in which road user costs are very sensitive to road conditions. Rising costs, reduced resources, increased utilisation of the road network and budget constraints have all combined to make the task of managing road networks in the SADC region even more difficult than in the past.

Given the large area covered by the SADC region, almost 7 million square kilometres, the present main road length averages about 5.6 kilometres for every 100 square kilometres. Such an average is low compared even to other developing regions such as Latin America (12 km/100 sq. km) and Asia (18 km/100 sq. km). Thus, the existing low road densities, the need to provide reliable access to all economically productive areas, and the demands from fast growing populations suggest that selective upgrading and expansion of both the international and national road networks is required in order to increase the regional road network connectivity to levels required to service a modern economy.

2.4.2 Road Design Standards

Road design standards of the older roads in the SADC region vary tremendously, reflecting either the practice of the developed countries with which the SADC countries have had previous ties or the preferences of international consultants (usually donor-funded) who have worked in the country . Thus, British, American, Portuguese and, more recently, South African standards have left their mark on the road infrastructure.

2.4.3 Road Network Conditions

Most of the SADC Regional Trunk Road network (RTRN) was constructed in the post independence era of the 1960s and 1970s and it is apparent that the expansion of these networks often out-stripped corresponding maintenance budgets and institutional capacities. Higher than anticipated traffic increases, coupled with significant overloading, have generally resulted in the structural capacity of pavements being exceeded as a result of which significant road deterioration has occurred.

An analysis of country networks (Table 3) shows that the extent of deterioration of existing roads is staggering. Neglected maintenance has left less than half of the paved RTRN in good condition and less than one third of unpaved roads in good condition. This poor situation can be explained by the fact that, historically, road building has been given far higher priority than road maintenance, and little attention has been paid in most countries to the establishment of effective road network management. The effect of poor road conditions is, of course, increased vehicle operating costs which, for a road in poor condition, would result in increased transport costs of the order of twice that for the same road in good condition (Figure A.1)

In many of the SADC countries, bridge inventories have not yet been compiled or those existing are out of date. Thus, limited information is available on the number and condition of bridges located on the RTRN. Nonetheless, like the road network, it seems likely that a substantial proportion of the bridge stock is in poor condition.

Table 3: Condition of SADC RTRN (excluding South Africa)

Main Road Type	Road Condition (Weighted Average)		
	Good	Fair	Poor
Paved	49	36	15
Unpaved	38	31	31

Good: Paved roads substantially free of defects and requiring only routine maintenance. Unpaved roads needing only routine grading and spot repairs

Fair: Paved roads having significant defects and requiring resurfacing or strengthening. Unpaved roads needing reshaping or resurfacing (regraveling) and spot repair of drainage.

Poor: Paved roads with extensive defects and requiring immediate rehabilitation or reconstruction Unpaved roads needing reconstruction and major drainage works.

2.4.4 Main Transport Corridors

The SADC road transport network is also challenged by the fact that six countries in the region are landlocked (Figure A.2). Thus, countries such as Botswana, Lesotho, Malawi, Swaziland, Zambia and Zimbabwe are heavily dependent on an efficient overland transport network for trade in bulk commodities. The main routes available to these countries are:

- The Tanzania-Zambia Railway (Tazara) - running well below capacity
- Nacala Line - hampered by civil unrest
- Beira Line - with its limitations
- Limpopo Line - runs through an area of civil unrest
- Benguela Line - closed due to civil unrest
- Southern network of South Africa - longer and more expensive for northern countries

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According to a World Bank study aimed at assessing the viability of the several SADC corridors [4], the total annual operating costs of the various transport corridors for the carriage of international traffic amounts to more than US$350 million. This equals nearly 2 percent of the SADC gross domestic product which is estimated at US$25 billion. The corridors' proportion of total regional employment is also 1- 2 percent, and even greater if domestic traffic is considered. However, under-utilisation of the corridors, due largely to civil unrest in some countries, is estimated to be costing the SADC region an estimated extra US$10 to $50 million!

2.5 Performance of the Roads and Road Transport Sub-sector

Transport costs in the SADC region are generally perceived as being very high. Analyses of overseas container traffic indicate that road transport costs - considering only the charges to be paid, and not the time costs involved - account for 30 to 40 percent of the final value of products sold in the region, an inordinately high proportion [5]. Costs are so high in general that it is estimated that road transport prices in sub-Saharan Africa, including the SADC region, are, on average, 2.5 to 3 times higher than those of other regions of the world [6].

There are a number of reasons for the prevailing high transport costs in the SADC region which are related not only to poor road conditions but to other factors as well which are discussed in the next section. It is apparent, however, that lowering the overall cost of transport and communications is of vital importance if lowering of total production costs, enhancement of operational efficiency and promotion of economic integration are to be achieved.

3. KEY ISSUES IN THE ROADS AND ROAD TRANSPORT SUB-SECTOR

3.1 Basic Elements Affecting the Roads and Road Transport Sub-Sector

The basic elements of the SADC Roads and Road Transport system that combine to affect the cost and/or quality of the ultimate service provided include:

- the road infrastructure
  - adequacy of regional network
  - provision, maintenance and management
  - design standards and specifications
  - traffic and transport statistics
  - research and development
- the vehicles, drivers and pedestrians
  - vehicle characteristics
  - road safety
  - environment
- the regulatory framework
  - vehicle weights and dimensions
  - overload control
  - road user charges
  - cross-border formalities

The practices relating to the development, maintenance and operation of the road system, the policies relating to the charges made for its use and the overall regulatory conditions under which road users operate all have a substantial and significant influence on the nature, quality and cost of the ultimate transportation. These related factors are all of considerable consequence to those concerned with the roads and road transport sector in the SADC region and a baseline assessment of them is made below.

3.2 The Road Infrastructure

3.2.1 Adequacy of Regional Road Network

A Regional Trunk Road Network (RTRN) comprising over 20,000 kilometres of strategic, intra-regional road links has been defined for the SADC region (Figure A.3), excluding South Africa which has only very recently joined the Southern African Economic Community. ***In view of the important role that South Africa will play in the future of SADC, especially*** with regard to road transport, ***there is now an urgent need to review the extent of the previously defined RTRN to include strategic links within that country.***

As indicated in Table 3, substantial lengths of the RTRN are currently in poor condition and in need of rehabilitation. In addition, major links, which would considerably improve the connectivity of the RTRN, are still not in place while civil unrest in some countries has prevented full utilisation of existing ones. ***It is therefore vitally important that the backlog of road deficiencies be urgently reduced by undertaking selective rehabilitation and upgrading of strategic road links, where necessary, in a prioritised manner. In addition, measures must be undertaken to ensure the security of the main road transit corridors.***

3.2.2 Provision, Maintenance and Management

Roads and road transport infrastructure throughout the world are generally characterised by heavy state involvement. This is no different in the SADC region where most road agencies are integral parts of a government ministry and have wide responsibilities for planning, controlling and executing construction and maintenance of road infrastructure.

(a) Road Provision: In practice, road agencies in the SADC region operate as both owner/operator and regulator of a transport facility which is generally regarded as a public good and which is managed somewhat like a social service in which expenditures and revenues are de-linked. Road expenditures are generally financed through budget allocations determined as part of the annual budgetary process in which there is often strong political influence. Such practice makes it very difficult to achieve economic efficiency in the use of scarce public funds.

(b) Road Management: Lack of management systems has complicated the ability of most road agencies to allocate scarce funds to competing components of the road network in an optimal manner and to prioritise expenditure in constrained budgetary situations [7]. However, a number of SADC countries have embarked on a more comprehensive, computerised "systems" approach to road management for which the SATCC Technical Unit has prepared guidelines for the development and implementation of such systems.

(c) Road Maintenance: Road maintenance expenditures in virtually all the SADC countries are well below levels needed to keep the road network in a stable, long-term condition. The flow of maintenance funds is often erratic and budget allocations are often cut at short notice in response to difficult fiscal conditions. The result is that road maintenance policies are unsustainable and a large proportion of the road networks is in poor condition (Ref. Table 3) with resulting high transport costs..

The poor record of road maintenance in the region is exacerbated by the large amount of work which is carried out through force account, with much reliance being placed on plant and equipment provided from government plant pools "free of cost". This approach has generally proved to be uneconomic compared to the alternative of using the private sector which practice is now gaining momentum.

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There has also been a tendency to shy away from labour based approaches to road maintenance and construction. However, evidence in some SADC countries, notably South Africa and Tanzania, has shown that labour-based methods, when properly managed, can be as much as 30 percent lower than conventionally executed projects. Nonetheless, ***until such time as appropriate conditions of contract, tender procedures, standard specifications, training and payment linked to productivity are seriously addressed, there is unfortunately little likelihood of utilising the one major, abundant, resource of the SADC region - labour.***

(d) Human Resources: The institutional framework of road agencies in the SADC region tends to be fragile and manpower problems have adversely affected their operations which continue to suffer from high vacancy rates and reliance on contract personnel [8]. Lack of technically qualified staff has broken the technical backbone of many road agencies and human resource constraints are now viewed as the single most important factor facing these agencies.

(e) Summary of Current Situation

Notwithstanding previous practices relating to the provision, maintenance and management of road infrastructure in the SADC region, the belief that roads have to be provided and operated as a traditional government department is presently under challenge. The view now emerging from the Road Maintenance Initiative programme, in which a number of SADC and other Sub-Saharan countries have been participating over the past six years, is that although overall strategic decisions should, and will, continue to be influenced by political decisions there is considerable scope for improving the provision, maintenance and management of roads so that they produce value for money. ***The strategy being proposed for achieving this end, which should receive full SADC support, includes the following main elements:***

1. ***Making the performance of the road agency more transparent;***
2. ***Linking revenues and expenditures;***
3. ***Strengthening the institutional arrangements for managing roads, and***
4. ***Setting clear management objectives and monitoring performance against these objectives***

In accordance with the above strategy, a number of SADC countries are moving towards the establishment of autonomous road authorities charged with the responsibility for managing the road network along more commercial lines involving economic road user charging and the establishment of dedicated road funds and setting up Road Management Systems.

3.2.3 Design Standards and Specifications

Consistency of design standards on the SADC RTRN is an essential pre-requisite for attaining the major SADC goal of promoting the smooth flow of cross border traffic for freight and passengers, particularly as many of the member countries share common borders. The standards and specifications referred to include, primarily:

- Road standards
- Bridge standards
- Soils and materials testing standards
- Road pavement design guides
- Traffic signs and road markings

(a) Road Standards

SADC member states have used a variety of road design standards based largely on the well known AASHTO Design Guide [9] or slightly modified versions thereof. More recently, in an attempt to standardise design standards, both SATCC and the South African Department of Transport (before South Africa became a member of SADC) have undertaken a considerable amount of work on the analysis of road design standards and produced documents for their respective organisations [10], [11].

In practice, notwithstanding the guidance given by the SADC and South African standards, lower and variable standards have often been used in the SADC countries to reduce costs. Thus, as may be observed on the SADC RTRN, there is much variation with regard to such basic design elements as carriageway and shoulder widths, type of carriageway and shoulder surfacing, etc.

It is also apparent that the SADC design standards are not widely used in the SADC region and member states continue to use their own, more familiar, guides which are based on the AASHTO guide. This is cause for concern because the AASHTO guide was developed in the USA to cater for comparatively high traffic volumes with a comparatively low proportion of commercial vehicles and to provide high levels of service and comfort for road users. A recent review of these standards has indicated that the design criteria adopted may be in excess of economic standard and that, importantly, from the point of view of safety, they may be inappropriate to the developing world [12]. Thus, ***there is considerable scope for promoting the use of standardised design standards in the SADC region, especially on the RTRN.***

(b) Bridge Design Standards

Bridge design in the SADC region has been carried out by a variety of standards ranging from the comparatively low load carrying capacity provided by the Portuguese standards through to the medium load carrying capacity of the American AASHTO standards to the comparatively high load carrying capacity of the British Standards. As a result, the load handling capacity of bridges on the SADC RTRN varies widely from country (Figure A.4). This, in turn, affects the allowable Gross Vehicle Mass of the vehicle on the bridge and, ultimately, the smooth flow of commercial vehicles on the RTRN. Thus, ***there is a pressing need to standardise on loadings and codes of practice for design which have major cost implications for all road agencies and which should not be lightly altered.***

(c) Soils and Materials Testing Standards

The use of at least British, American and Central African Soils and Materials Testing Standards prevails in the SADC region. Since these methods can vary quite significantly with regard to method of sample preparation and test procedure for such fundamental tests as the Atterburg Limits and California Bearing Ratio, which are primary soil classification and strength parameter respectively that are used in most pavement design methods, it is apparent that there must be lack of consistency not only in regional comparison of basic soil and materials properties but also in pavement design outputs. Thus, ***if meaningful comparison or reporting of soils and materials properties is to be achieved, then it will be vitally important that test methods are standardised.***

(d) Pavement Design Guides

Various methods, empirical, semi-empirical and mechanistic, have been used for the design of road pavements in the SADC region. These methods have incorporated different failure criteria and factors of safety considered appropriate to local conditions and economic circumstances in the country of their original development. As a result, they produce large differences in pavement thickness for the same traffic loading and terminal level criteria [13], (Figure A.5). As indicated above, these differences have been exacerbated by the different test methods which have been used to evaluate the basic properties of the pavement materials. Similar differences occur with pavement overlay methods used for the strengthening of existing pavements [14].

In an attempt to standardise on pavement design, both SATCC and the South African Council for Scientific and Industrial Research (CSIR) have produce pavement design guides[15],[16].. The latter, in particular, has made valuable use of their Heavy Vehicle Simulator (HVS) which has allowed a more rational approach to be incorporated in their pavement design guide. This approach to pavement design is now increasingly being adopted internationally and offers a sound basis for regional adoption. However, like the geometric design standards, various countries continue to use their preferred methods of pavement design with the result that there is little consistency in the design outputs. ***There is therefore an urgent need to review the previously compiled SATCC Pavement Design Guide and the current South African mechanistic approaches to pavement design in order to provide a regional guide to pavement design based on research carried out in the region.***

(e)Road Signs and Signals

Road signs and signals play an important role as a guidance medium for imparting information to drivers regarding his use of the highway. Together, they constitute the essential means to fulfil the requirements for optimised traffic operations. Driver convenience and safety on the SADC RTRN make it desirable to have signs and road markings standardised.

Not surprisingly, the type of road signs, signals and markings in the SADC region vary enormously with regard to shape, colour and other factors. These variations reflect the different codes of practice and manuals adopted by the various road agencies.

A major effort has been made by SATCC to standardise road signs and markings in the SADC region. This has led to the production of SATCC Road Signs and Signals Manual [17] which is based substantially on the Vienna Convention of Road Signs and Signals. In parallel with the SATCC effort, South Africa has produced and recently implemented their Manual on Traffic Signs and Signals which differs in a number of respects with the SATCC Manual. ***Obviously, there is need to reconcile the differences between the SATCC and South African manuals in order to provide regional uniformity on the RTRN.***

(f) Route Numbering

The numbering of national or regional routes serves the important function of orientating drivers to their whereabouts on the road network, thereby facilitating long-distance route planning. National route numbering systems exist in a number of the SADC countries based on a variety of principles such as administrative classification, functional classification, etc. In an attempt to harmonise route numbering in the region, SATCC has established a route numbering system based on the same principles as used in the USA and on the European E-Network., i.e. a grid system of reference roads having a general north-south orientation recognised by two-figured odd numbers ending with 5 and increasing from west to east and east-west orientation recognised by even numbers ending with 0 and increasing from north to south.

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The SATCC route numbering system is intended to complement national systems rather than replace them. Although approved in principle by the SADC Committee Ministers, implementation of the SATCC system has been postponed until the UN Economic Commission for Africa (UNECA) has finalised the definition of the Trans-Africa Highway Network and its numbering. ***The status of the UNECA project should therefore be ascertained as a basis for proceeding with implementation of the SATCC route numbering system.***

3.2.4 Road Traffic and Transport Statistics

Comprehensive historical and current information on road traffic and transport related to freight and passenger flow on the RTRN is a vital pre-requisite for proper transport planning. Such data is required by a variety of stakeholders such as road agencies, road users and road transporters for a variety of purposes such as reviewing current and determining future transport policies, assessing road network efficiency and operating conditions, overall management of the RTRN and determining appropriate tariffs for road user charging.

Unfortunately, adequate road traffic and transport statistics is lacking in many SADC countries. This has hampered the identification of trends of modal freight and passenger flows, which are necessary components for many regional transport evaluation projects. ***There is therefore a vital need to embark on the compilation of a regional database of road traffic and transport statistics on the RTRN which is crucial to allow proper management and monitoring of a network of infrastructure and the flow of services generated by such a network.***

3.2.5 Research and Development

Historically, the development and maintenance of the SADC transportation infrastructure has been based largely on British, American and Portuguese standards and practice, developed on the basis of research carried out in these countries. As a result of the vastly different physical, economic and social conditions that prevail between these industrialised countries and the SADC region, it is not surprising that the imported standards are often inappropriate for direct application to the region. Instead, a certain amount of local or regional research has to be undertaken in order to adapt standards, specifications, methods and procedures related to infrastructure provision and maintenance to local conditions. Such research is also important in order to keep abreast of technological advances that are continually being achieved in roads and road transport technology.

A certain amount of research is undertaken in the region, predominantly by the Council for Scientific and Industrial Research (CSIR) in South Africa and to a lesser extent by other research organisations such as the UK Transport and Research Laboratory (TRL) and the Norwegian Road Research Laboratory (NRRL). However, much of this research has never been strongly co-ordinated from a regional perspective. Moreover, in keeping with developments abroad (e.g. TRL-UK, ARRB-Australia and IKRAM-Malaysia) the approach to research in the region has undergone a change in direction, in that research projects are now put out to tender, with the result that, in South Africa, CSIR as well as universities and qualified consultants may tender. Thus, there is now no "official" regional research facility as such. Instead, so called "Centres of Excellence" are beginning to emerge in South Africa which could be extended to the rest of the SADC region.

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In view of the limited resources available for research in the SADC region, it is necessary for member states to pool their efforts with the aim of avoiding or reducing the need to repeat research and experiments that are costly in terms of staff and finance. With this in mind, it becomes necessary to identify and prioritise at regional level those research projects which offer potentially maximum benefits to the region. This suggests the need for the creation of a Regional Research Co-ordinating Committee for Road and Road Transport Research charged with the overall responsibility of co-ordinating and managing the regional research effort.

3.3 The Vehicles, Drivers and Pedestrians

3.3.1 Vehicle Characteristics and Road Transport Efficiency

Road transport efficiency is closely related to the characteristics of the vehicles using the road as measured by their "damage factor". This factor is a simple expression for the number of "standard axles" per 100 tonnes of payload carried which gives a measure for directly comparing the operating cost efficiency of various vehicle types and configurations.

As indicated in Figure A.6, certain vehicle configurations are more "road structure friendly" than other in terms of payload carried per unit of pavement damage. Thus, there is much scope in the SADC region for commercial vehicle designers and road pavement engineers to work much more closely together, employing a "total systems" approach to road/vehicle design. ***Every effort should also be made to encourage the use of the most "road structure friendly" vehicles on the RTRN by levying appropriate road user charges which reflect their relative transport efficiency.***

3.3.2 Road safety

Regrettably, unlike other modes of travel in the SADC region, road transport is the most hazardous and accident prone and, in fact, could be identified as the most dangerous mode of travel. In fact, the road fatality rates for most countries in Southern Africa are inordinately high - they vary between 25 and 180 fatalities per 10,000 registered compared with a fatality rate of about 5 to 15 in most western countries [18], (Figure A.7). Worse, the number of road traffic accidents and casualties recorded every year increases disproportionately when compared to the increase in number of vehicles on the road. A recent publication by the Overseas Unit of the UK Transport Reassert Laboratory indicates that between 1968 and 1985, the number of road deaths in African countries increased by over 300 per cent compared to a 25 per cent decline in developed countries over the same period!

Recent reassert carried out in the region indicates that a number of shortcomings within the road environment contribute to road traffic accidents in the region. The more important causitive factors were identified as:

- poor geometry
- inadequate or neglected road signing
- lack of road fencing
- inadequate facilities for slow moving traffic
- insufficient road maintenance, etc.

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In addition to the above, lack of, or ineffective implementation of, various traffic safety-related measures contribute to the continuing high levels of road traffic accidents:

- Traffic control and policing
- vehicle licensing and registration
- Traffic information
- Marketing and publicity
- Adjudication
- Traffic safety education
- Driver training and testing
- Traffic legislation
- Medical and other rescue services
- Research and implementation

In an attempt to facilitate sound road safety practices in it member states, SATCC has produced a number of manuals which include:

(I) The SATCC Road Traffic Signs Manual (November 1990)
(ii) The SATCC Highway Code (April, 1991)
(iii) The SATCC Manual for Learner Drivers (1991)
(iv) The SATCC Book of Road Traffic Model Statute

Notwithstanding the production of the above manuals and deadlines for their implementation, various factors continue to hamper the actual implementation of road safety measures and the achievement of real progress in reducing the exiting high fatality rate in Southern Africa. These factors include:

- lack of financial resources
- lack of the necessary infrastructure (changes to traffic legislation, administrative procedures
- insufficient expert knowledge, commitment and good will on behalf of all the key players;

From the above, it is apparent that ***a firm commitment by SADC governments is still required in terms of resources and political backing to change the situation. Such a commitment is a prerequisite for success and the SADC Committee of Ministers should be sensitised accordingly.***

3.3.3 The Environment

Until relatively recently, the attention of most of the SADC countries has been focused almost exclusively on the potential benefits resulting from new or improved road facilities. In contrast, the resulting environmental problems have received little attention largely because they have generally been considered to be either unimportant or the price to be paid for development. However, against a background of international pre-occupation with environmental conservation and ecologically sustainable development, many road agencies in the SADC region have become increasingly conscious of the impact of unbridled road and transport development on the environment.

Whilst isolated attempts are made in some SADC countries to address environmental issues associated with roads and road transport projects, there is, as yet, no regionally co-ordinated approach to this important issue. ***There is therefore a vital need to institutionalise the entire process of environmental management in the SADC region and to prepare policy guidelines which will offer assistance to road agencies in the field of integrated environmental management procedures related to the planning, design and construction of road transport projects.***

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3.4 The Regulatory Framework

3.4.1 Vehicle Load Limits

As indicated in Table 4, permissible axle load and Gross Vehicle mass (GVM) limits in the SADC countries conform to a variety of limits. These limits appear to have evolved on the basis of historical trends rather than on economic analysis of possible policy options. The prevailing differences in permissable vehicle weights and dimensions limits has led to numerous problems among operators, vehicle manufacturers, law enforcement officers, road designers and bridge designers. ***It is therefore of paramount importance that vehicle weights and dimension limits in the SADC region be standardised as soon as possible if there is to be any chance of improving intra-regional transport efficiency.***

Table 4 - Prevailing Maximum Axle Load and Gross Vehicle Mass Limits in the SADC Region

SADC Country	Maximum Axle Load Limit (Tonnes)				Gross Veh. Mass (Tonnes)
	Single		Tandem	Tridem	
	Steering	Drive			
Angola	7.5	10.0	16.0	24.0	38.0
Botswana	7.7	8.2	16.4	24.6	50.2
Lesotho	7.7	8.2	16.4	21.0	50.2
Malawi	7.7	8.2	16.4	21.6	50.0
Mozambique	7.5	10.0	16.0	24.0	38.0
Namibia	7.7	8.2	16.4	21.0	56.0
South Africa	7.5	8.2	16.4	21.0	56.0
Swaziland	7.7	8.2	16.4	21.0	50.2
Tanzania	7.0	10.0	18.0	24.0	52.0
Zambia	8.0	10.0	16.3	23.0	58.0
Zimbabwe	7.7	8.2	16.4	24.6	55.0

(1) Single axle with 2 tyres (2) Single axle with 4 tyres
(3) Dual axle with 2 x 4 tyres (4) Triple axle with 3 x 4 tyres
(5) Dependent on spacing between extreme axles

In an attempt to promote the adoption of standardised vehicle load limits in the SADC region, SATCC has undertaken comprehensive studies to determine optimum limits [19]. For similar reasons, the Federation of Regional Freight Road Associations (FRRFA), which has representation from all SADC countries except Angola, has also proposed standardised limits. The South African Department of Transport (SA DOT) has also recently revised vehicle limits for South Africa on the basis of a comprehensive national study. These various recommended standardised limits are summarised below.

Table 5 - Proposed Vehicle Load Limits by Various Organisations

Organisation	Maximum Axle Load Limit (Tonnes)				Gross Veh. Mass (Tonnes)
	Single		Tandem	Tridem	
	Steering	Drive			
SATCC	7.7	10.0	18.0	27.0	63.0
FRRFA	7.7	9.0 (10)*	18.0	24.0	56.0
SA DOT	7.7	9.0	18.0	24.0	56.0**

* For vehicles with air rather than steel suspensions ** Based on max. length of 22 metres

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As indicated in Table 5, the vehicle load limits recommended by SATCC are the most generous being offered and are approximately 10 - 15 per cent higher than those proposed by the South African DOT as well as the FRRFA. Implementation of the SATCC vehicle limits is contingent upon completion of a related study to assess the cost implications of adopting the proposes limits. Such costs are of particular concern to those countries which have a preponderance of low standard bridges and/or light (low structural number) pavements. Nonetheless, it has become urgent to implement standardised limits so as to facilitate intra-regional transport efficiency since this topic has been on the SATCC agenda for many years now.

3.4.2 Vehicle Dimension Limits

Based on the outcome of a previous SATCC study [20], the main Vehicle Dimension Limits recommended by SATCC are as follows:

- Width = 2.6 metres
- Height = 4.6 metres
- Length = 12.5 metres (Single truck, bus, trailer)
  = 17.0 Metres (Articulated vehicle)
  = 22.0 Metres (Truck/trailer combination)

Marginal changes in previous limits have been recommended. The increase in vehicle width from 2.5 to 2.6 metres to cater for modern container traffic will, however, require speed restriction for roads with lane widths of less than 3 metres.

3.4.3 Tyre Pressures

Tyre pressures have increased significantly in recent years from typical figures of 500 - 600 KPa in the 1960s to current figures of well over 800 KPa. This development has occurred primarily as a result of improved vehicle technology and attempts by transporters to reduce operating costs by increasing tyre pressures in order to reducing the rolling resistance of their vehicles.

The effect of increased tyre pressures and consequent reduced contact area between the tyre and the road surface is to significantly increase the contact stress and shear strain in the upper layers of the pavement thereby causing increased damaging effect on the upper layers of the pavement [20],(Figure A.8) mainly in the form of severe rutting. This, in turn, has the effect of reducing pavement capacity and hence the service life of the road. Unfortunately, only the more modern, rationally-based, mechanistic pavement design methods treat tyre pressure a variable. Consequently, the empirical or semi-empirical methods often used in the SADC region do not cater for the effects of high tyre pressure which is the cause of much premature distress, particularly on the many natural gravel pavements that are constructed in the SADC region.

In view of the above, ***it is vitally important that steps should be taken to control tyre pressures in the SADC region to appropriate, cost-effective levels and that pavement design methods be utilised which allow tyre pressure to be taken into account in the design of the pavement. This topic should therefore be placed on the SATCC agenda.***

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3.4.4 Enforcement of Limits

Despite the strong rationale for axle load control, existing enforcement procedures are generally recognised for the most part to be ineffective. Part of the problem associated with this lack of effective control is believed to be inadequate appreciation by the various parties of all the interacting issues concerned with this complex problem.

Despite the existence of legislation on axle load control, the following major shortcomings still prevail:

- **The legal system:** Difficulties with the interpretation of the law, the complex nature of the regulations and the evidential and procedural problems that go hand in hand with bringing a matter before a court of law.

- **Inadequate penalties:** Fines imposed by the courts on conviction are generally negligible in comparison with the damage caused by overloading and can easily be covered in the tariff charge.

- **Malpractice at weighbridges,** involving bribery, which dilutes the effectiveness of the control system.

- **Unharmonised vehicle load limits** and laws and regulations along the SADC transport corridors.

In view of the above, a study was undertaken by SATCC by a SATCC Working Group which culminated in far-ranging recommendations for improving overload control [21]. These included:

(1) A public campaign of awareness to be mounted in all SADC countries to highlight the need for vehicle load control, the high economic consequences of not observing the limits and the strong measures to be taken against offenders;

(2) An "administrative" system to be introduced in place of the "prosecution" system for dealing with vehicle overload offenders. This will treat most offences out of court (like speeding offences). This will ease the burden on the courts.

(3) Penalties to be raised and based on a progressive overload fee system derived from consideration of pavement damage, level of apprehension and travel distance;

(4) Weighbridge equipment to be installed at all major border crossings and along strategic inland routes and to be standardised to facilitate uniformity in the weighing process. Consideration to be given to sharing equipment at borders.

(5) Minimum standards of education and training to be set for all staff and standardised throughout the region following a prescribed syllabus for which a Regional Training Institute should be set up to cater for needs of all the SADC countries.

The recommendations of the SATCC Working Group on Overload Control and Weighbridges were approved by the SADC Ministers of Transport and Communications in June 1994. It is therefore now up to member states to implement these recommendations as soon as possible. However, this will entail amendment of the Road Traffic Act in all SADC countries which should be undertaken as a matter of urgency.

3.4.5 Road User Charges

Funding for road maintenance in the SADC region has usually been provided by Government from general revenue. A result, there has been no direct linkage between provision of a road service and economic charging for it. Experience has shown that when government revenue is less than required expenditure, competition for meagre resources amongst different sectors leads to those sectors which are considered less politically sensitive, losing out. In order to overcome this problem and put roads on a proper commercial footing, consideration is being given by a number of SADC countries to introducing a road user charging with a view to recovering costs attributable to transit traffic as well as to promote efficiency in the transport sector

Both SATCC/PTA and SACU have carried out studies to derive road user charges for cross-border traffic with a view to making recommendations on a harmonised system [22], [23].. The results and recommendations of both reports were discussed at an extra-ordinary meeting held in Malawi in January, 1995. It is apparent that the studies differ in some aspects, notably the method of cost allocation amongst vehicle types and whether a common or country-specific charging system should be adopted. These differences remain to be resolved. ***It is therefore urgent that the SATCC/PTA and SACU Working Groups resolve the differences between the two studies so that an appropriate charging system can be implemented in the SADC region as soon as possible.***

3.4.6 Intra-Regional Road Transport Facilitation

Smooth and efficient intra-regional transport facilitation within the SADC region is essential to avoid unnecessary delays and congestion, particular at borders. However, various cross-border formalities continue to cause inordinate delays to intra-regional traffic. The following have been identified as major constraints affecting the efficient intra-regional flow of road transport traffic:

- Variable operating hours and administration at border crossings;
- Variable transit charges
- Variable axle load and gross vehicle mass limits
- Bureaucratic cross border procedures related to Temporary Importation Permits, Temporary Export Permits, Commercial Vehicle Guarantees, Removal In Bond and Removal Intransit;
- Poor co-ordination at national level ;
- Conflict between national and regional interests;
- Poor timing of national initiatives with resulting adverse effect on traffic movement;
- Action taken in support of national sovereignty irregardless of adverse impact on traffic flow;

It is now vitally important that procedures for the undertaking of cross border transport within the region be streamlined as soon as possible. Based on the success of the committee set up to facilitate drought related traffic in 1992, ***it is recommended that similar committees be set up for each major border post in the region to resolve on a regular basis issues constraining cross border traffic movement.***

3.5 Summary of Key Issues

Road transport remains a dominant mode of freight movement in the SADC region with the potential for promoting much needed economic growth and development. Regrettably, however, the transport industry is essentially a non-integrated one. There is lack of harmonisation of almost all the key factors that affect transport efficiency. Many of the key issues that affect intra-regional transport have been on the SADC agenda for some time and there appears to be apparent lack of commitment by member states to implement decisions and agreements reached by the SADC Council of Ministers. The non-involvement of key stakeholders, such as road transport operators, has also detracted from regional efforts to improve transport efficiency.

There is now an urgent need to conclude all the various studies which centre on key issues and to implement them within an agreed time frame. However, some work is still required to be undertaken in a number of key areas before agreements can be reached on particular issues. For example, unless the costs of implementing a harmonised standard, such as the introduction of a higher legal axle load limits, are known there will always be a tendency to retain the status quo despite the greater cost-effectiveness of the higher limit.

Ultimately, a conducive and competitive environment for efficient road transport operations will only be attained by consensus agreement on the many issues currently affecting the roads and road transport sub-sector. However, such consensus agreement will only be reached if member states are prepared to give up some sovereignty for the greater benefit of the region as a whole. Failure to do so has been the sticking point for a number of key issues where a harmonised approach offers regional advantages but not necessarily national advantages in each case.

In conclusion, the SADC region has to forge unity in order to become a regional economic power. Transport is one of the strongest binding factors to achieve such unity. The development of protocols in the Roads and Road transport sub-sector will undoubtedly facilitate the attainment of the ultimate goal of promoting smooth flow of cross border traffic for freight and passengers in the SADC region.

PROTOCOL DEVELOPMENT

ISSUES FOR CONSIDERATION AND STATUS OF IMPLEMENTATION OF SOME CRITICAL ISSUES IN THE ROAD AND ROAD TRANSPORT SECTOR

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Introduction

Road transport accounts for over 80% of all freight and passenger movements in the SADC region and is therefore essential for operation of the SADC economy, and for the development of national and regional markets. Roads and road transport services in the SADC region are broadly characterized by high cost and low quality of services due to a substantial backlog of road maintenance rehabilitation and weak institutions and an inadequate financing for roads.

Issues

The issues to be considered for the protocol/s for the roads and road transport sub sector of SATCC should include:

a) implementation of a balanced programme of development and management of road transport infrastructure, taking into account particular needs of landlocked countries;

b) rehabilitation, upgrading and maintenance of the most critical elements of the existing infrastructure and equipment in order to improve the efficiency and institutional capacity , as well as prolong their economic life;

c) improvement of human resource planning development and utilisation in order to enhance the administrative measures and availability of agencies to improve their competitiveness, productivity and profitability;

d) improvement of operational efficiency, service quality, introduction of appropriate policies and administrative measures and availability in transport implementing agencies in order to improve their competitiveness, productivity and ;

e) establishment of road transport information systems as a basis for analysis and better management and planning of investments;

f) development of local manufacturing capability for some spare parts components, equipment, to reduce requirements for foreign exchange;

g) improvement of road transport safety and security;

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h) establishment and strengthening of inter-regional road transport links;

i) strengthening of road transport related environmental protection measures;

j) Development harmonised use of institutions of Road Infrastructure and regulatory structure related to the same;

k) collaboration in road transportation research,

l) harmonisation of road transport legislation and regulations,

m) harmonisation and simplification of cross border procedures.

Areas for Special Consideration:

Some of the areas requiring special consideration are listed hereunder:

i) cooperating in completing missing links of the SADC Regional Trunk Road Network;

ii) rehabilitation, upgrading and maintenance of existing Trunk Road Network in order to reduce the backlogs of infrastructure rehabilitation and replacement of equipment tasks built up over the past years;

iii) facilitation of traffic on existing Regional Trunk Road Network by having Member States implement bilateral, multilateral and international agreements pertaining to the road and road transport sector;

iv) harmonisation of design standards specifications and codes of practices, road signs and signals, axle loads and gross vehicle mass limits, national highway codes, route classification and numbering, systems for financing for road rehabilitation and meintenance, etc;

v) human resources and institutional development aimed at building up capacity and enhancement of manpower skills, in order to improve the operation, organisation management and maintenance of roads networks systems;

vi joint review of national road traffic legislation with the aim of harmonisation of legislation across the region;

vii creation of competetive environment for operation of road transport within the industry and across modes;

vii) promotion of road safety;

viii) protection of the environment;

ix) establishment of a harmonised and standard road transport data base system at national and regional levels;

x) cooperating in carrying out road and road transport research.

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Critical issue to be considered for the road traffic and transport subsector will be non physical barriers affecting the efficiency flow of road traffic.

Road Traffic Legislation

The key document to harmonization of road traffic issues will be SATCC Book of Road Traffic Model Statutes.

Some of the issues to be considered for harmonisation include:

- Vehicle dimensions and specification
- Driver training and licensing
- Permit issuing
- Licensing systems
- Insurance
- Custom requirements
- Road safety
- Registration of vehicles
- Road traffic legislation
- Harmonisation of highway codes
- Axle Load and Gross vehicle Mass Limits Including Over load control
- Handling of abnormal, awkward and dangerous loads
- Border Operating hours and administration
- Road Financing and Transit charges

Present Status of Road and Road Transport Sector

The following is the status of progress towards regional corparation in the road and road transport subsector;

Harmonisation of Legislation

The Model Book of Statutes was issued in 1990 and has been adopted by most of the SADC member States. Issues of driver training and licencing, harminisation of axle load and gross vehicle mass limits, conveyance of abnormal, awkward and hazardous load, transit charges, and overload control are in the current SATCC work plan and should be finilised in the near future

Route Classification and Numbering

Agreement has been reached on the the network to be include as part of the SADC Regional Trunk Road Network, its classification and the numbering systems to be adopted. The proposed agreements awaits ratification by SATCC member States after which implementation will commence.

Road Maintenance

A strategy for the development of Road Management Systems in the region has been agreed upon and implementation of the strategy is in process. A sub working Group has been appointed to develop manuals and specifications for carrying road condition assessment and road condition surveys.

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Road Transportation Research

A draft strategy document detailing areas of possible regional collaboration in road transportation research is under preparation.

Environmental Issues

Little attention has been paid to issues related to environmental desturbance attributable to road and road transport. However, the present efforts to review the SATCC Road Design Standards and Specifications requires that environmental issues be addressed.

Facilitation of International Road Traffic

A project has been initiated to review and resolve problem related to cross border movement of traffic. The task force set up for the purpose should commence soon.

Participation of Interest Groups in Management of Road and Road Transport

Projects are under design to look at ways in which interest groups could participate in policy formulation and management of road and road transport. The participation of Road Transport operators associations in SATCC Working Group meetings is part of the projects.

Human Resource and Institutional Development

A training needs assessment has been developed for the road transport sub sub-sector and the first course commences later in the year. A training sub working made up of the members of the regional road truckers associations and the SATCC Technical Unit has been forme to regularly review the training needs and evaluate the impact of training in the sector.

Rural and Inter-Urban Road and Road Transport Policy

The SATCC has not been involved in this area.

Development of a SADC Construction and Consultancy Services

Nothing has been done by the SATCC in this area.

Vehicle and Spare Parts Manufacture

Nothing has been done in this area.

Capital Projects

This is the area where the SATCC has registered the highest success. over 60% per cent of its programme of Action on Road Infrastucture has been implemented.

Gender Issues in Road and Road Transport Sector

Nothing done in this area so far;

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Performance Improvement and Restructuring

A restructuring seminar is scheduled to be held in Pretoria between 3rd and 7th April 1995.

SATCC Road Statistical Database

Efforts are underway to develop a database for the evaluation of the performance of the roads and road transport sub-sector. While comprehensive work in developing the data base is envisaged in the course of implementation of the Regional Transport and Communications Integration Study for Southern Africa and the SADC Transport Efficiency Project (STEP), a specific project proposal has been made to address the immediate needs of gathering, analysis, and dissemination of information on cross- border road traffic. The information will be used to:

- Ascertain the pattern of road freight and passenger flows over time;
- Determine the modal split between road and rail by combining the results with rail data;
- Assess road infrastructure damage by vehicles belonging to neighbouring countries;
- Determine the type of commodities being transported across borders by road;
- Determine passenger transport volumes by type of vehicle;
- Determine time spent at border posts in customs and immigration procedures; and
- Determine the effect of changes in legislation and regulations on the facilitation of cross-border traffic.

Overload Control

A study to identify causes for overloading and measures to be undertaken to ensure effective enforcement of overload control in the region was substantially completed during 1993. This was carried out using experts from five member states assisted by an international consultant. Implementation of the recomendations of the study are underway. Some of the recommendations of the study include:

a) carrying out a public awareness campaign highlighting the consequences of overloading vehicles for both the road infrastructure and vehicles;

b) a common legislation aimed at controlling overloading replacing the current national legislation

c) introduction of weigh-in-motion system aimed at improving the efficiency of enforcement of load limits;

d) review revision of penalties for overloading based on the damaging effect of overloading;

e) the need to review the organisational structure, payment procedures and management of the weighbridge sites to ensure effective overload control operations; and

f) development of training programmes for weighbridge personnel.

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These recommendations have been approved by the SATCC Committee of Ministers and implementation is underway in most SADc Member States.

Road Transit Charges

On the basis of the work previously carried out by the PTA Secretariat and SATCC-TU, a joint review to establish common charging system to facilitate the smooth movement of intra-regional road transport has been undertaken and finalised. The recommended system incorporates the following fundamental principles and concepts:

a) roads need to be preserved through proper maintainance so that they can last their economic life and facilitate smooth and efficient flow of traffic at optimal operating costs;

b) the promotion of the optimal use of resources in the road transport sector through appropriate charging for their use;

c) road users, and specifically transit traffic, should pay charges commensurate with their use of the highway infrastructure;

d) levels of charges must be related to the cost of maintaining the highways used;

e) the charging system should be secure, flexible, simple and inexpensive to implement as well as acceptable to all competing interest groups;

f) revenue realised from payments made by transit traffic must be utilised in maintaining and improving the transit routes.

Axle Load and Gross Vehicle Mass Limits

In 1993 the SATCC Committee of Ministers supported the intention to harmonise axle load limits for the region at 10 tonnes during a transitional period with the ultimate aim of to harmonising at 13 tonnes. The Ministers further directed that the timing for the implementation of this interim axle load limit should take into account the cost implication to the member states of such an action. In this regard, a consultant has been engaged to look into the matter and his fundings are expected to be out by the end of July 1994.

Transit Traffic Facilitation

The following bottlenecks continue to frastrate the efficiency of road transport in the region, especially cross border transport:

a) varying border customs and administrative procedures including temporary importation permits, temporary export permits, commercial vehicle guarantees, removal in bond removal in transit operating hours.

b) varying levels of charges and systems imposed on road transport;

c) varying limits of axle loads and gross vehicle mass;

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d) poor coordination at the national level and slow dissemination of information to the personnel at the border posts;

e) Conflict between national and regional interests manifested by the insistence, member states on national regulations, procedures and systems in violation of agreed regional ones.

Design Standards

The first issue of the SATCC was issued in 1992 and moves are underway to review these standards and develop other related documents.

Driver Training

Drivers Instructors Guidelines are under preparation with a view to improving the quality of drivers and, hence, reduce accidents. The Guidlines are based on the SATCC Manual for Learner Drivers and other related documents which have already been approved.

Road Signs and Signals

Adoption, in a phased manner, of SATCC road signs and signals continued in Malawi, Tanzania, Zambia and Zimbabwe. In the remaining member states, adoption of the Signs and Signals is awaiting the review of the Road Traffic legislation.

Model Vehicle Driving Licence

Following the approval by the Committee of Ministers of the Model Vehicle Driving Licence for the region, measures for adoption of the licence have been initiated in some of the SADC member States.

Road Safety

A Road Safety Editorial Committee, which will also act as an interim Safety Research Advisory Committee, was set up in 1993. The main objective of this Committee is to try and reduce accidents through information dissemination, identification of causes of the accidents and determining solutions for the same. A first issue of a Regional Road Safety Newsletter is now expected during 1994.

Road safety improvement programmes continued are also under way in most of the SADC Member States.

Role of SATCC/TU

The role of the SATCC/TU may need to be reviewed with in line with the new protocol for the Transport and Communications Sector. It is forseen the the role of the SATCC TU will be advisory to the corridor groups and road authorities.

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TRANSPORT AND COMMUNICATIONS PROTOCOLS DEVELOPMENT
Community Building

Southern Africa Transport and Communications Commission (SATCC)

REGIONAL SUB-SECTOR STAKEHOLDER WORKSHOP
Harare, Zimbabwe 20-24 February 1995

Ports and Shipping Sub-Sector

The Case for Efficient Multi-Modal Transport Operations in Southern Africa

By

Stallard Mpata

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1. INTRODUCTION

In general transport is a process by which goods are moved from one point to another. This process involves the use of various modes of transport, the principal of these being road, rail, water and air. In its simplest understanding therefore multimodal transport is the movement of consignments of goods through the use of two or more modes of transport. The multiple nature of the operation necessarily raises questions of linkages between the various players° in a chain that may consist of or involve different carriers, countries and a "score" of intermediaries.

In addition, under international or national rules and regulations each mode of transport has its own regulatory regime, implying that as goods transfer from one mode to another, different rules and regulations apply. For example matters of liability may be governed very differently as a shipment changes from, say, road to rail mode. But to a shipper, involved in a matter of loss of his cargo, the value of his shipment does not change whether the loss occured on rail or road transport. Under these circumstances a harmonized framework governing multimodal operations becomes necessary.

The transport process is also an economic and financial undertaking in which speed of delivery and cost effectiveness are key considerations because they are major factors in the trading of goods and services between and within nations.

It is with this background that attempts by nations have been evolving over the years to enhance the use of multimodal transport or combined transport as a specific transport concept in order to provide an effective and harmonized option in the physical distribution of goods. This development has been accelerated by technological changes, in particular, the introduction of containerisation

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of goods, better communication facilities linking distant points and modern cargo transhipment facilities. Containerization has made it possible that goods stuffed in it can travel as a unit, easily transhiped between modes of air, road, rail or sea from point of despatch to point of receipt without the goods themselves being touched. Under such circumstances it is easy for an individual to take on responsibility for the through movement.

2. DEFINITIONS

It is apparent from the introductory remarks that some definitions are necessary in order to provide some common understanding, and therefore application, of multimodal transport. One of the first terms one meets in the survey and application of multimodal transport is Combined Transport (CT). Combined transport is identical to multimodal transport but as defined by the International Chamber of Commerce (ICC) Uniform Rules as:

> CT - "..... the carriage of goods by at least two different modes of transport from a place at which the goods are taken in charge in one country to a place designated for delivery situated in a different country".

The common application of CT is through transport contract documents such as the International Federation Of Freight Forwarders (FIATA) Combined Transport Bill of Lading. Other CT documents exist, each with different emphasis in such matters as levels of liability.

In order to provide some uniformity in the operation of multimodal transport, a new convention has been adopted under the auspices of the United Nations Conference on Trade & Development (UNCTAD) known as the Convention on Multimodal Transport of Goods of 24th May, 1980.

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The convention, however, has not yet entered into force because only seven states so far (January, 1995) are a party to it, namely Chile, Malawi, Mexico, Morocco, Rwanda, Senegal and Zambia. It requires 30 signatories to enter into force. One of the principal reasons for the slow accession to the MT Convention was linked to the entry into force of the new Convention on carriage by sea known as the Hamburg Rules 1978, which is now in force as of 1992. The Hamburg Rules update the International Convention on Carriage by sea of 1924. The Hamburg Rules give, among other provisions, greater liability to ocean carriers, away from cargo shippers who took greater liability in the original 1924 convention. The MT convention provides for higher levels of liability for the MTO who at times sub-contracts ocean segments. Therefore, if the MT convention were to enter into force without the Hamburg Rules, it would potentially expose the MTO to higher levels of liability, because there is a much wider gap in the levels of liability between the MT Convention and Hague Convention 1924 than between MT Convention and Hamburg Rules 1978.

Under the MT convention multimodal transport has specific meaning, and the key player is the Multimodal Transport Operator (MTO) defined in the convention as:

MTO - "means any person who on his own behalf or through another person acting on his behalf concludes a multimodal transport contract and who acts as a principal, not as an agent or on behalf of the consignor or of the carriers participating in the multimodal transport operations, and who assumes responsibility for the performance of the contract."

International Multimodal Transport (MT):

- "means the carriage of goods by at least two different modes of transport on the basis of a multimodal transport contract from a place in one

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country at which goods are taken incharge by the multimodal transport operator to a place designated for delivery situated in a different country. The operations of pick-up and delivery of goods carried out in the performance of a unimodal transport contract, as defined in such contract, shall not be considered as international multimodal transport."

The above definitions of multimodal transport mean the movement of goods has to be under the responsibility of one transport provider on one transport document covering two or more modes of transport. To the consignor or shipper this transaction becomes a one-stop-shop whereby all responsibility for his shipment are entrusted to a single operator namely the MTO or, under Combined Transport, the Combined Transport Operator (CTO). This is a key aspect of the convention which means liability of the goods rests with the MTO, and to the shipper this creates confidence because he has to deal with only one individual who fully takes responsibility for the goods. To authorities, particularly in transit countries, this arrangement also simplifies matters in that they have a single identifiable party to hold accountable for the goods.

It is clear from these definitions that complementary modes and coordination thereof are the essence of the operation since no single party can always directly operate a transport mode across national borders, and by definition, transport modes have to complement each other for an effective transhipment of cargo between them.

3. WHY IS MULTIMODAL TRANSPORT NECESSARY TO THE SADC REGION?

SADC consists of five maritime and six landlocked countries. These are linked, in some way, through all the four principal modes of transport. As for the hinterlands to the coastal areas, it is obvious that their efficient linkages, through transport corridors, are a necessity in the

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movement, promotion and marketing of their international trade. Through historical reasons all SADC countries, both maritime and landlocked, have greater trade volumes with northern markets, principally in Europe, than between them. These trade channels involve long distances, multiple transhipments and high transport costs. It becomes obvious therefore that any efforts to minimize transport costs and delays would greatly benefit their respective economies. They would gain comparative advantage in the marketing and pricing of their commodities in overseas markets. Imports too would be cheaper for local consumers and industry. The efficient link of each SADC port to its hinterland and to overseas trading points is of vital importance to the regional economies. It would also strengthen trade channels among the member states. When one looks at the region's port network, the following pattern emerges:

SADC Principal Ports

Port	Hinterland	Transport Modes
Dar-es-Salaam	Tanzania	Road/Rail
	Zambia	Rail/Road
	Malawi	Rail/Road/Lake
Nacala	Mozambique	Rail/Road
	Malawi	Rail
Beira	Mozambique	Road/Rail
	Zimbabwe	Rail/Road
	Malawi	Road/Rail
	Zambia	Rail/Road
	Botswana	Rail/Road
Maputo	Mozambique	Rail/Road
	Zimbabwe	Rail
	Swaziland	Rail/Road
	South Africa	Rail/Road
Durban	RSA	Rail/Road
	Zimbabwe	Rail/Road
	Botswana	Rail/Road
	Lesotho	Rail/Road
	Malawi	Rail/Road
	Zambia	Rail/Road
Capetown	RSA	Rail/Road
Walvis Bay	Namibia	Rail/Road
	RSA	Rail/Road
Lobito	Angola	Road/Rail
	Zambia	Rail

Port Elizabeth
East London
Richards Bay

With the above network and its many associated interchange points and players, the advantages of a single contact point, as provided for under the concept of multimodal transport, cannot be over emphasized. One might compare, to some degree, the advantages obtained in air transport with multiple carriers all usually linked through one contact point and where responsibility for goods is easily identifiable.

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Since the SADC region depends on overseas trade and this has to be routed through the region's transport network, the efficient link of this network is evidently apparent. After all, the essence of a transport system is its ability to contribute to the effective promotion of overseas trade and distribution of goods and services. Multimodal transport aims at providing such a service expeditiously and at minimum cost.

4. WHO ARE MTOs?

The principal player in the multimodal transport concept is the Multimodal Transport Operator (MTO) or the Combined Transport Operator (CTO) for Combined Transport. There are two types of MTOs, Vessel Operating Multimodal Transport Operator (VO-MTO) and Non Vessel Operating Multimodal Transport Operator (NVO-MTO) or Non Vessel Operating Common Carrier (NVOCC).

(a) Vessel-Operating Multimodal Transport Operator (VO-MTO)

These are ocean vessel operators who take on the responsibility of MTO. Historically ship operators carry goods from port to port, and their responsibility for the cargo has been restricted to their sector of ship movement. With the improvement of other modes of transport coupled with technological changes in the handling and conveyance of goods, such as through containers, ship operators have found it opportune to link their ocean service to land or air transport so as to serve their customers on a through basis from one point in one country to another point in another country. The marketing advantages of such a service are obvious.

It is worth noting that within SADC, only South Africa has the capability of offering this chain of operation because she has ocean liners. Nevertheless foreign

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ocean liners regularly serve SADC ports and can provide this service.

(b) Non-Vessel Operating Multimodal Transport Operator (NVO-MTO, or Non-Vessel Operating Common Carrier (NVOCC)

These are land based MTOs and may consist of :-

(i) Transport Operators

- Transport operators such as railway, truck or aircraft operators;

(ii) Intermediaries

Transport brokers, freight forwarders, corridor operators, who may not in their own right own transport equipment.

There are many companies in SADC who, depending on meeting other criteria, could qualify as MTOs. But in practice, apart from South Africa, there are not many examples of practicing MTOs under this category within SADC countries. This is largely for reasons that will become apparent later on.

5. K E Y I S S U E S

Before identifying the key issues in multimodal transport, let me recap the main characteristics of multimodal transport, and these are:-

(i) one operator providing through service;
(ii) single document covering entire journey;
(iii) door-to-door service;
(iv) simplified liability claim from point of view of consignor/consignee of goods carried;
(v) faster transit of goods;

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(vi) control of transport movement by MTO.

From these characteristics it is clear that there is need for a coordinated chain of transport services at regional level, to enable multimodal transport as envisaged under the multimodal transport convention to develop in the region, and thereby strengthen the region's economic competitiveness and development.

Looking back at the region's port network and its links to the hinterlands, and putting aside air transport, what are the main factors in the transport chain? One finds the following parties/issues in the through transport system:

(i) SERVICES

(a) Transport

- Rail
- Road
- Sea

(b) Border posts - Customs

(c) Transhipment terminals/Linking hubs

(d) Communications

These are the critical elements in the region's transport chain to the sea and overseas markets. There needs to be proper services in all these for multimodal chains to work. Specific issues under each item are briefly commented upon below.

(a) Rail, Road and Sea

The region's rail and road networks work reasonably well in some transport corridors. An MTO or CTO issuing a multimodal transport contract necessarily means he has to rely on the performance of various complementary transport services in the through movement. However one

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finds various weaknesses in the region's transport services, with regard to:

(i) Unreliability of service, including frequent breakdowns, schedules not being followed and, sometimes, complete absence of service;

(ii) Lack of capacity, in particular, wagons and locomotive power;

(iii) Unstable service cost, particularly with regard to trucking where rates can vary considerably making planning difficult;

(iv) Different documentation, making it time consuming for the MTO to comply with;

(v) Insurance regime is different among the three modes. It often is the case that trucking and railways provide service at owner's risk. Ocean segments too have low limits of liability.

Under these circumstances it is difficult for an MTO to assure service delivery to a shipper.

(b) Border Posts- Customs

The eleven SADC countries have various border posts between them. Border controls, particularly for customs formalities will need to be harmonized, in particular in the following areas:

(i) Transit Bond requirement. In some countries this is a requirement which adds cost, let alone delays in identifying and arranging for bond cover;

(ii) Customs documentation is different among the

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member states;

(iii) Opening hours at adjoining border posts are sometimes different.

All these impinge upon the efficiency of a through service of a multimodal transport operator.

(c) Transhipment Terminals/Linking Hubs

These include ports, warehouse/container terminals, various services at transhipment points. Service delivery is marked by:

(i) Unreliable or lack of service from facilities such as cranes providing ship to shore interchange or transfer of cargo between modes.

(d) Communications

Inter-regional communications will need to be provided and improved if overland control of transport by an MTO and timely documents interchange are to be assured. These will ensure:

(i) Systems control;
(ii) Cargo tracking;
(iii) Installation of modern data exchange instruments.

(ii) ENABLING ISSUES

(a) INTERNATIONAL CONVENTIONS

If the region wishes to promote MT, and the background so far suggests that the region could benefit from MT operations, it is only logical that member states should accede to the rules and

procedures enabling such operations. The convention on MT operations should be acceded to by SADC member states. So far only Malawi and Zambia are a party. It is hoped that since the Hamburg Rules are now in force all SADC countries will take steps to accede to the MT convention. Meanwhile, the region can apply MT operations through the existing UNCTAD/ICC Rules which provide the rules and procedures for such operations.

(b) INTERNATIONAL CHAMBER OF COMMERCE TERMS IN FOREIGN TRADE (INCOTERMS)

Multimodal transport requires the practice of different international business contract terms from the past. The traditional international business contract terms, which developed around shipping services, such as "cost insurance and freight" (CIF), "free on board" (FOB), "cost and freight" (C&F) are no longer relevant in multimodal transport. These have been replaced respectively by "carriage and insurance paid to" (CIP), "free carrier- named point" (FCA) and "carriage paid to" (CPT). These changes have been made because in multimodal transport the critical point of cargo movement/contract can be anywhere, including inland, as opposed to the traditional contract where the cargo journey started from a sea port. The region will need to be familiar with these new international buying/selling terms.

6. REGIONAL COOPERATION IN MULTIMODAL TRANSPORT DEVELOPMENT

6.1 Multimodal transport as provided for under the convention is an ideal transport concept which if implemented can greatly benefit the region. The region needs, however, to act on the following to promote wider application of MT. The region does not have to

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wait for entry into force of the MT Convention because MT operations can be undertaken under the current UNCTAD/ICC Rules governing MT operations.

6.1.1. Border Posts - Customs

(i) Removal of Bond Requirement

Requirements for bond should be abolished for MT/CT documents/shipments, with the proviso that the MTO has to satisfy relevant authorities that the goods have transited the country concerned.

(ii) Adopt uniform customs clearance documents

This would greatly expedite clearance procedures at borders. Details on actual documents should be a matter to be worked out by customs experts.

(iii) Provide service for pre-clearance of cargo

Some states provide this service in the region. If it were extended across all member states MTOs can take advantage of it to speed up through movements.

(iv) Make it mandatory that adjoining border posts observe same hours of operation.

6.1.2. Communication

(i) Provide infrastructure and telecommunications lines at each border post for the installation of

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communication links including those required for data exchange.

This service should be made available by governments directly where government departments control telecommunications or governments should procure such services from the established commercial institutions.

6.1.3. Transport Corridors

(i) Allow for the exchange of key personnel, where requested by a member state to another, to be stationed at critical point(s) in the transport chain in the transport corridors;

(ii) Allow the participation of foreign sea carriers at relevant corridor groupings

Much of external trade of the region is carried by foreign carriers. It is only logical that these be fully involved in relevant operational discussions at corridor groupings to resolve operational problems.

6.1.4. MT/MTO

(i) Undertake extensive awareness campaign for MT

One of the basic weaknesses of MT development is lack of awareness by relevant parties such as government officials, users, carriers, potential MTOs, insurance companies. Some users, for example, just wish to stick to the

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old ways of doing things and are not quite sure how MT can benefit them.

Each government should undertake to mount awareness messages within its territory or, as a region, develop common awareness messages across the whole SADC area.

(ii) <u>Create regional freight forwarders organization</u>

Such a forum would be ideal for discussing commercial concerns in the through transport operations. SATCC would be the ideal body to initiate and convene the first meeting of national forwarders organizations.

6.1.5. <u>Accede to MT Convention</u>

Some of the key advantages of MT are:-

(i) Simplified claim procedures on the part of the shipper;

(ii) The convention is not mandatory for all transactions once a country is a party to it, because a shipper can choose either MT or segmented transport;

(iii) The convention closely follows the ICC Rules, which are already in use in current CT/MT operations, but unifies the current multiple practices in multimodal transport operations, particularly with regard to liability levels and use of different documentation.

6.2 OTHER ISSUES

(i) Training

There is no question that success of MT development will depend on an enlightened staffing team. Regional training in international transport operations will be needed to develop effective staff members. Training is a broad area of need, because skills are also required for crane operators, warehouse staff etc. at national level.

(ii) Regional Economies

The development of appropriate economic policies in the region would greatly facilitate MT development. There is a lot to international transport movement, such as banking, external trade imbalances, upon which any transport system is mutually dependent. Obviously if all regional economies progress in similar or co-supportive manner, such other services or factors would greatly facilitate the development of MT. For example, if in some countries the transfer of funds is too cumbersome, it will be difficult for an MTO to procure services in other countries because he will not easily be able to pay for his external services.

PROMOTION OF PORT EFFICIENCY AND THE EFFECTIVE UTILISATION OF TRANSIT CORRIDORS BY MEANS OF REGIONAL CO-OPERATION AND INTERACTION

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HARARE

ZIMBABWE

1. INTRODUCTION

At the outset it is imperative that the role of ports in fostering the competitiveness of the regional economy and their interface in a multi modal transport environment is placed in perspective.

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Trade, and more particularly international trade, cannot take place without transport. A port as such is essentially a transport node rather than a transport mode and the influence a port has on the transport chain should be considered within this framework.

The basic role and purpose of ports in all countries is to facilitate foreign trade and contribute towards national economic growth.

In economic terms the purpose is reflected in an effort to find the lowest possible overall (total) cost for the transiting of goods through the national port system.

The successful ports will be those that correctly identify their specific roles in the international trade chain, the deepsea and/or coastal trades, those that are responsive to changing market needs and successfully achieve and maintain quality of service for their customers.

Generally, the role of ports has changed from that of being merely a switching point of transport modes to that of being a dynamic and cost effective node in the complex international production/distribution network.

2. *PROMOTION OF PORT EFFICIENCY IN THE SUB-REGION*

In an endeavour to achieve an appropriate and efficient port network system as an integral part of a total transport network it is critical that co-operation and interaction, in the sub-regional context, address the following core critical success factors :

- *integrated infrastructural and service planning*
- *productivity*
- *training*
- *facilitation of information exchange*
- *sourcing of resources*

2.1 *Integrated Infrastructural and Service Planning*

The lack of regional port co-operation will unfortunately not support the development of the regional economies. Integrated planning can be achieved as follows :

- *Competition between the ports in the region should not be allowed to lead to overcapitalisation.*

- *Ports should aim to serve their natural hinterlands as best and as cost-effective as possible.*

- *Ports should co-operate more. Regular regional meetings should be held tackling issues such as port planning, investment and market*

developments.

- *Round table discussions which should include all public as well as private port users should be held to eliminate problems associated with individual ports.*

- *Due cognisance must be taken of international market trends and alignment, where appropriate should take place. A case in point is a concentration on feeder services to complement main liner services in the container trade.*

2.2 *Productivity*

Acceptable service levels appropriately priced is an essential ingredient which will ensure the long term sustainability of a port. In view of the fact that SADC ports form an integral part of the international transport network, it is essential that service level targets and the attainment thereof compare favourably when internationally bench-marked.

The regional ports must accept that productivity improvements on a continual basis become a way of life. Productivity initiatives must embrace the following:

- *clear objectives supported by goal orientated programmes*

- *the pro-active and systematic replacement of outdated infrastructure, superstructure and equipment with appropriate technology*

- *ongoing preventative maintenance programmes must be implemented as a matter of urgency*

- *the service level concept must be expanded from vessel working only to all forms of sea and land transport which interface with a port, namely road and rail transport.*

2.3 *Training*

Training is the most important critical success factor in the deployment of any productivity initiative. Member countries should agree to co-operate with a view to adopting and implementing all measures aimed at improving training

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in the following fields :

- *port management*
- *port operations (cargo and marine)*
- *port engineering*
- *cargo handling techniques*
- *protection of the marine environment*

In pursuance of such regional co-operation, the following aspects must be taken into account :

- *low level training should be port-based for economic reasons;*
- *specialised training should be centralised;*
- *aims should be to train dockworkers to become skilled workers;*
- *multi-skilling is desirable for efficient port operations;*
- *training of dock labour in safety matters should be carried out as early as possible to reduce the accident rate and increase productivity.*

2.4 Facilitation Of Information Exchange

With the ultimate objective of becoming self sufficient from an expertise point of view, member countries must be encouraged to exchange information and make expertise available to one another within the community, without becoming inward looking, for the full spectrum of the various port disciplines.

The practical attainment of this goal probably lies in exploiting the concept of functional workshops and the development of a core port consultancy group sourced from within the member states.

2.5 Sourcing Of Resources

Sourcing of resources from within the sub-region should be encouraged, without necessarily ignoring offshore suppliers, in view of the following :

- *a greater degree of standardisation and uniformity;*
- *economies of scale;*
- *reliability and predictability of supply;*
- *enhancement of appropriate regional technological expertise and capability;*
- *regional expertise in terms of first hand knowledge of local conditions.*

The scope of this envisaged Port Consultancy Group could include the following core disciplines :

- *port management (i.e. cargo and marine)*
- *port planning*

- *port engineering*
- *dredging*
- *lighthouses and navigational aids*
- *all the facets of port administration*
- *regional port related tourism*

3. *CREATION OF AN ENABLING ENVIRONMENT*

Regional port co-operation in a multi-modal transport arena can only be attained by the creation of an enabling environment. The enabling environment refers to the areas of :

- *port and related maritime and land transport legislation;*
- *port specific legislation like harbour regulations, standard trading conditions etc.;*
- *documentation re-engineering and exploitation of EDI;*
- *port tariff principles, policies and structures;*
- *port accounting and invoicing systems.*

The focus of the aforementioned should not be on uniformity and standardisation at all costs but rather on creating an enabling environment whereby the member states can interface with one another in the trade, port and transport arena with the ultimate view of facilitating both regional and international trade. Whilst certain areas are not the exclusive domain of the port business it is imperative that the relevant port authorities play a leading role in these matters, particularly seen against the light that ports have become a logistical platform with greater focus on value adding in the era of advanced transport logistics. The creation of the referred to enabling environment will be a move in the right direction with regard to addressing the issue of liability regimes.

4. *THE IMPORTANCE OF REGIONAL PORT CO-OPERATION IN THE GROWTH OF REGIONAL ECONOMIES AND THE PROTECTION OF MARINE ENVIRONMENT*

Greater regional co-operation greatly enhances the contribution ports can make in the facilitation of regional and international trade. This is perhaps best illustrated by the following examples.

4.1 Hub and Feeder Port Concepts

The recent development of the Ports of Durban and Cape Town as regional hub ports ably supported by name day feeder shipping services and feeder port operations in the sub-region now present importers and exporters in the

region with vastly improved sea transport options in their endeavours in accessing world and regional markets.

4.2 *European/SADC Maritime Workshop : 5 – 6 December 1994 : Cape Town, South Africa*

The participation of the port community in this workshop again highlights the prominent role ports should play in the facilitation of trade particularly in the new era of a new world trade order with the advent of the World Trade Organisation and the resultant GATT legislation.

4.3 *Regional Port Related Tourism*

During the recent Port Management Association of Eastern and Southern Africa (PMAESA) 20th Council Meeting Held in Tanzania, a resolution was adopted that a regional approach to port related tourism be adopted with the view to consolidating current activities and future initiatives and thus providing a regional tourism destination to the international market. This example illustrates the scope of port involvement in the promotion of regional and international trade.

4.4 *Marine Environment Protection In The Coastal States of Eastern and Southern Africa*

The Port Management Association of Eastern and Southern African recently announced that a strategy and action plan for the protection of the marine environment in the Coastal States of Eastern and Southern Africa, prepared by the International Maritime Organisation (IMO) has been adopted by the Association and implementation is to commence early in 1995.

Issues that will have to be addressed from a regional port perspective are, compliance with international certification by way of a percentage reduction in port dues for tanker vessels with segregated ballast tanks or double hulled or having been certificated to comply with the requirements for a "Green Award". In addition the strongest possible co–operation should exist between the ports of the sub–region for the combating of inner port pollution.

5. *RELATIONSHIP WITH LAND LOCKED COUNTRIES*

Ports and specific transport corridors serving land locked countries have an added responsibility towards these countries in that they serve as gateways, thus allowing

access to international and regional markets. These ports, on the other hand, are dependent to a greater or lesser degree on revenue generated from transit cargoes.

From the aforementioned it is evident that a partnership approach between cargo owners, logistical operators, road/rail operators, ports and shipping lines be pursued with the view to developing cost effective, Eastern, Western and Southern transport corridors.

It is imperative that effective corridor specific structures be created where they do not exist with a view to adding value to the process of accessing world markets and ultimately contributing positively to the growth of all regional economies.

6. *CONCLUSION*

The challenges facing the region can be achieved by ensuring that appropriate enabling structures are put in place embracing the following :

- *creation of appropriate streamlined communications structures and processes;*
- *the avoidance of bureaucratic structures that do not add value to the process of co-operation with the ultimate aim of improving efficiency in the region;*
- *the emphasis must be on adding value and facilitation as opposed to purely co-ordination;*
- *an incremental approach must be followed by identifying a limited number of high impact pilot projects managed by project champions with the primary objective of achieving short term results within the desired broad framework.*

In closing, the challenges facing the sub-Saharan transport and port network, lies in the timeous provision of appropriate and adequate inter-supportive infrastructure to meet the increased demand for infrastructural services.

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By M. Tilbury

Southern Africa and International Shipping

Introduction

Having used the recommendations arising from the EU/SADC Maritime Workshop as a basis for my talk I would now like to take this opportunity to then highlight certain key elements, specifically as they relate to the possible role that members of the South African Shipowners Association (SASOA) can play in the region.

The SASOA not only includes shipowners of merchant vessels but those involved in such diverse industries as fishing, mining and salvage. The merchant fleet, which consists of upwards of sixty vessels, operate to the four corners of the globe. My slide shows the spread of so-called liner services which trade on a regular basis on the indicated routes. Members involvement in the industry of course does not end with their investment in vessels, but extends to a comprehensive network of landbased facilities.

This then brings us to the topic at hand, namely: the conditions necessary for the Southern African region to participate effectively in and contribute to international shipping. Firstly, through the establishment of appropriate institutional structures, and secondly, in the development of a strategy regarding cabotage and national interest. The remaining conditions have or will be dealt with by my colleagues in their respective papers.

Appropriate institutional structures

1. Shipowning and Shipoperating institutions

EU/SADC recommendations:

(1.2.1) SADC should examine and establish a strategy to strengthen its tonnage capacity through cooperation, by initially strengthening existing regional capacity followed by expansion using the many methods available. The strategy should also take into account the experiences of other developing countries, particularly in the Far

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East.

(1.2.2) In the shorter term, investment priority should be focused on strengthening the efficient operations of ports and landside facilities, where higher returns on investment can be made.

Shipping is a highly capital intensive, cyclical, low return, and high risk industry. I would like to take some time now to explore these characteristics of shipping as they create the parameters within which decisions should be made.

Shipping is highly capital intensive. As an example of the costs involved in this business I have included a selection of newbuilding and secondhand prices. Once the vessel is acquired there are of course substantial operating costs whether the vessel has gained employment or not.

Next, shipping is highly cyclical; as can be seen in this slide of freight rates. Therefore the timing of decisions is critical.

Shipping typically offers low returns. To illustrate this point I wish to draw from a recent article in a British trade magazine. The article was titled "Carriers' Profit Illusions" from the December 1994 edition of Containerisation International where the results of 14 top liner companies was analyzed.

Finally, shipping is a high risk industry. My slide includes examples of African national lines that have gone bankrupt or where their losses are being heavily subsidised by the state to stay afloat. One just needs to look at the financial results of the shipping lines worldwide to see that this is a common phenomenon. For example the French line, Compagnie Generale Maritime suffered losses of US$ 170 million in 1994. Further a significant number of lines that entered the market last year had already disappeared from the shipping scene before year-end.

The West African experience. In 1975 MINCONMAR was established to foster and promote

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an integrated maritime development programme in the sub region. An appropriate structure was developed including the establishment of four organisations, namely: Association of National Shipping Lines; Union of Shippers Councils; Ports Management Association; Regionalisation of Maritime Academies, and in 1979 the establishment of a permanent secretariat. Today the organisation is apparently defunct and the few national lines that are left are in trouble.

Taking the above four characteristics into account the overriding principle must be to utilize regional expertise and capacity that does exist and that this cooperation takes whatever form the market would require.

2. State Intervention

> *EU/SADC conclusions:*
> *(c1.1.3) There are more advantages in the adoption of a liberal policy as opposed to protectionism (eg. through government direct intervention or cargo allocation) in the development of and participation in shipping. However, in order to facilitate gaining access and participation of new entrants in shipping, some accompanying measures may be needed to compliment the general liberal policy.*

Here I would like to highlight three issues.
Firstly, that government backed shipping lines have a bad track record. This can be clearly seen again in the previously mentioned example of West Africa.

Secondly, that there is significant international pressure on governments to adopt a liberal approach to shipping policy. The latest news is that the Ivory Coast's SITRAM and SIVOMAR will probably suffer from the country's decision -upon pressure from the World Bank- to liberalize shipping.

And finally our experience in South Africa. According to the findings of the recent Committee of Inquiry into a National Maritime Policy, the South African government is committed to a liberal maritime policy. The fact that South Africa boasts a sizable maritime

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industry should then be seen as a role model to the other SADC member states. However the majority of South Africa's cargo is carried by foreign ship operators and if a possible government role could be identified it would be in the area of counteracting unfair foreign trade practices.

Cabotage and National Interest

EU/SADC recommendations:

(1.6.1) A strategy and actions should be taken to promote the developments of SADC coastal shipping and feeder services.

(1.6.2) SADC coastal shipping operators should cooperate in developing the necessary capacity and services.

Greater involvement in coastal shipping should be seen to have higher priority to other forms of ship operations due to the fact that the potential benefits to the region's economy are more direct than that with deep sea shipping involvement.
These benefits include reducing pressure on the regions road and rail network in an area where such infrastructure is requiring substantial capital investment.
The barriers to coastal shipping are lower than to those of deep sea operations. For example, the lower cost of vessel acquisition.
Thirdly, in a highly competitive global industry, knowledge of local conditions can produce a competitive advantage.

To be able to compete equitably with foreign operators the following disincentives to coastal shipping should be removed. Import duties and capital transfer taxes on vessels and spares must be removed. Fuel must be available at international prices without duties and levies.

Conclusion

The African market is relatively small in world terms. In order to compete effectively the SADC must capitalize on the resources it does have in order to gain benefits, such as

economies of scale and technology improvements, that is required of a world-player.

That by the Council of Ministers having now ratified the EU/SADC recommendations we can now move beyond this point to that of detailing the actions of the items identified.

Finally an observation. Nations often enter shipping in an attempt to gain the maximum amount of foreign exchange by implementing restrictive maritime legislation. However nearly without exception the country becomes a net exporter of foreign exchange. The reason for this is that unless the local lines are as competitive as the foreign operators the local country is in effect subsidising world trade. And further that unless policy is market based the local economy soon suffers from an inefficient shipping sector.

Thank you for the opportunity to address you today and in closing let me reiterate our commitment to this initiative.

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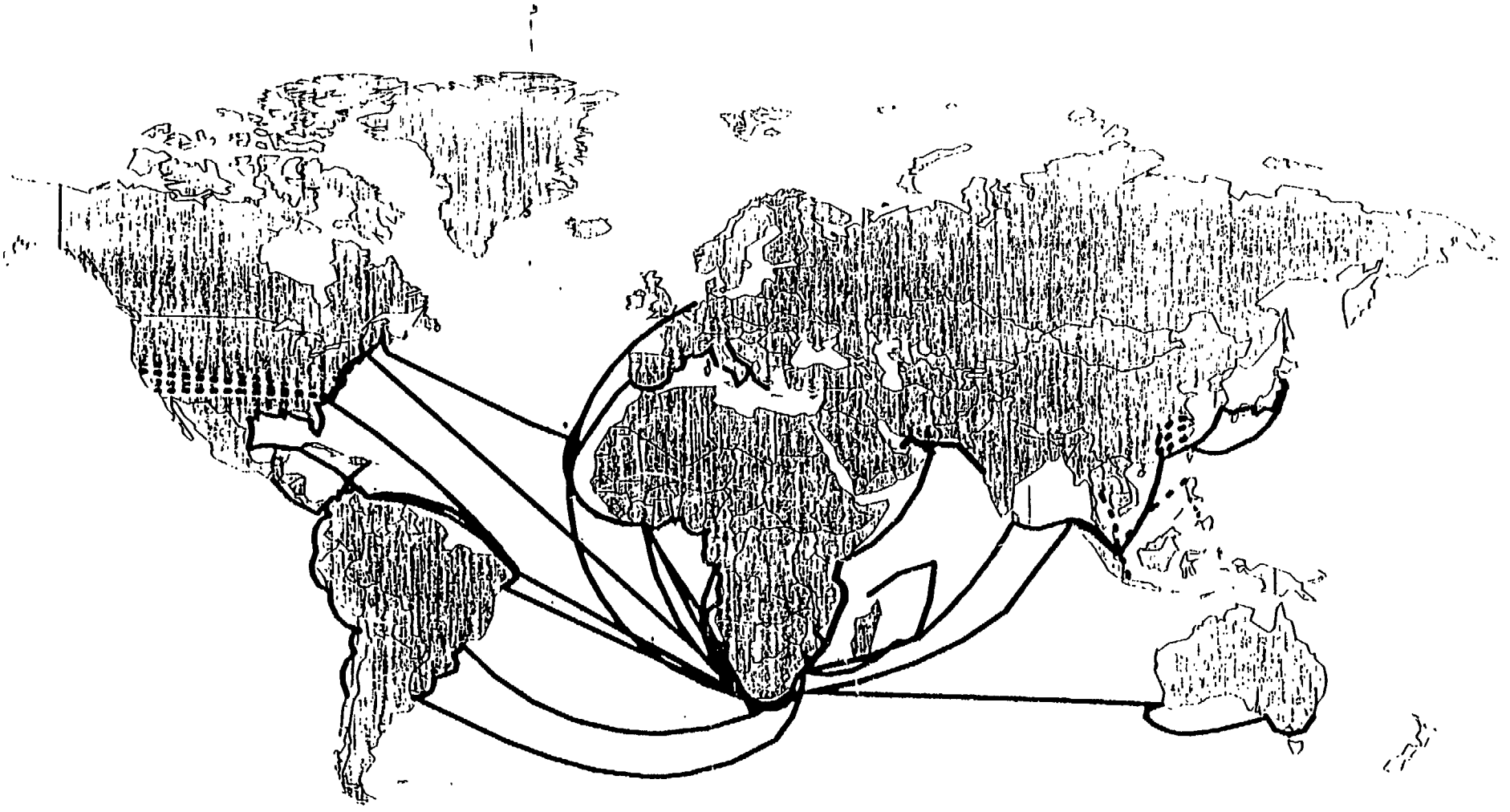
Southern Africa International Shipping

- Introduction and Background
- Appropriate institutional structures
- Cabotage and national interest
- Conclusion

South African Shipowners Liner Services



Characteristics of Shipping

- Highly Capital Intensive
- Cyclical
- Low Return
- High Risk

Prices

Newbuilding Prices (Jan. 95)

Container Vessel 3500 TEU	US$ 50 m
Container Vessel 1100 TEU	US$ 20 m
Capesize Bulker 155000 dwt	US$ 42 m
Handymax Bulker 40000 dwt	US$ 24 m

Secondhand Prices (Jan. 95)

5 Year-old Container Vessel 1600 TEU	US$ 25 m
5 Year-old Bulker 68000 dwt	US$ 22 m

Source : Clarkson Research Studies Limited

SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION

PROTOCOLS DEVELOPMENT REGIONAL WORKSHOP

Harare, Zimbabwe

20-24 February 1995

STATUS OF REGIONAL COOPERATION IN PORTS AND SHIPPING

By

J O Mkinga
Ports and Shipping Expert (SATCC)

Maputo, February 1995.

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STATUS OF REGIONAL COOPERATION IN PORTS AND SHIPPING

Introduction

SATCC's activities in the field of ports and shipping covers cooperation and integration in ports, shipping, inland water ways, multimodal transport operations and freight forwarding in the SADC member countries. Also included in such activities are the operations of transport corridors that link the regional ports with their hinterlands located in the different member states. In discussing the activities of the ports and shipping subsector, one should recall that up to 95% of Africa external trade is seaborne. As such the efficiency of ports and of shipping services provided to shippers from the Region are crucial to the economic development of the Region given that trade promotes development.

The objective of the SATCC's ports and shipping subsector is therefore to provide reliable and efficient services to shippers and shipowners so as to make the Region's exports competitive in world markets and imports into the Region cheaper.

Coordination of activities in the maritime transport subsector has been effected through meetings of the Joint Working Group of the Port Administrations, Shipping, Clearing and Forwarding. Before 1989 there were two separate working group meetings: One working group meeting dealt with Port Administration issues while the other with Shipping, Clearing and Forwarding issues. In 1989 the two groups agreed to form a joint group to facilitate closer coordination of their activities. During the joint meetings however, the two groups revert to their original setups when discussing issues that are specific to each subgroup.

The subsector meetings are held once a year. The next such meeting of the Joint Working Group of the Port Administrations, Shipping, Clearing and Forwarding will be held in Namibia from 24 - 28 April 1995. The Namibian Port Authority will be the host.

Port Administration issues

Port administration issues that have been dealt with by the Joint Working Group meetings have covered mainly implementation reports of the various port investment projects that are being carried out in the SADC member countries, also improvement of efficiency in the SADC regional ports. Presently designated SADC regional ports are:

Luanda and Lobito	- Angola
Walvis Bay	- Namibia
Nacala, Beira and Maputo	- Mozambique
Richards Bay, Durban, East London,	

Port Elizabeth and Cape Town - South Africa

Dar es Salaam - Tanzania

(Zambia's Port of Mpulungu on Lake Tanganyika was also recently admitted as a SADC regional port).

Investment projects and other operational improvement programmes being implemented in the member States and at regional level, are all covered in the SATCC Programme of Action(SPA). Most of the projects included in the Programme of Action are located in Angola, Mozambique and Tanzania. All such projects were designed to raise the installed capacities of the ports in those countries through rehabilitation and modernization programmes of the facilities that were available in those ports. The inclusion of a particular project in the SPA is decided at Working Group meetings on the basis of a set of criteria and established procedures. The Working Group meetings review annually, implementation of the projects and programmes included in the SATCC Programme of Action.

Other issues that have been discussed by the Sub-Group of Port Administration include:

- harmonization of port legislation;
- harmonization of port tariff structures;
- port statistics;
- harmonization of commodity classification nomenclature; and
- performance of the transport corridor.

The Port Subgroup discussions in the above cases were based on the results of short term studies undertaken by SATCC Consultants, both regional and international. NORAD provided funds for most of the studies that were undertaken in preparation for the working group meetings of the port administrations.

Restructuring of state-owned enterprises

The environment in which the ports of the Region have been operating has changed drastically over the past few years. Trade is being liberalized in the entire Region. Further, shippers now have all the ports in the Region to choose from when deciding on the movement of their imports and exports. This is particularly true of transit traffic. Ports now now to compete for cargo.
SATCC is promoting the restructuring of state-owned enterprises to help such enterprises among other things, meet the challenges of the new operating environment. Some port authorities of the Region have already embarked upon commercialization programmes in order to ensure their competitiveness vis a vis other ports in the Region. SATCC has therefore programmed a restructuring seminar for the ports later this year. The seminar should provide the port

authorities of the regional ports with the opportunity to exchange experiences with their colleagues in the industry as well as broaden their perception of this topical subject.

Shipping, clearing and forwarding issues

A comprehensive study on Regional Cooperation in Shipping was undertaken for the SADC Region in 1986. The Study was financed by the Italian Government and undertaken in two phases. The report for phase two of the Study was presented to the Joint Working Group meeting of the Port Administrations, Shipping, Clearing and Forwarding in 1992.

One of the main recommendations of the Shipping Study was the formation of national shippers' councils in the SADC member countries. A regional seminar to sensitize member States in this regard was held here in Harare in 1990. Only one member State has so far formed a national Shippers' Council. The long term objective in this regard is to enable SADC national shippers' councils form a regional Shippers' Council to enhance the shippers' position in the Region against that of the shipowner.

Another project under this Sub-Working Group concerns maritime safety and the protection of the marine environment. This project covers among other things search and rescue operations and prevention and combating of marine pollution. This project is as yet not funded.

Other areas dealt with by the sub-working group of Shipping, Clearing and Forwarding have related to coastal shipping and transhipment, clearing and forwarding also multimodal transport operations. Included here also are performance reports of the transport corridors that serve the SADC Region using the regional ports. Unfortunately, information relating to the corridor operations is no longer readily available as it used to be during the emergency drought traffic movement of 1991/92. This renders detailed analysis of such corridor operations difficult.

Inland water transport systems

There are two projects in the current SATCC Programme of Action(SPA) relating to Inland Water transport systems in the Region. One relates to a Study on the navigability of the Zambezi and Shire Rivers, while the other project concerns also a study on navigation on Lake Niassa/Nyasa/Malawi.

The Study on navigation of Lake Niassa/Nyasa/Malawi was completed in 1992. Subsequently, two member States have agreed to resume joint shipping activities over the Lake. It is hoped that in due course such activities will be extended to include the remaining member State. As regard the Study of the navigability of the Zambezi and Shire Rivers, a Steering Committee comprising member States most directly concerned with the study was formed to monitor its implementation. Progress has however, been slow mainly on account nonavailability of funds.

Training

For a long time now SATCC has been involved in the development of port training schools in the Region in a bid to improve the operational performance of the ports of the Region. Already three such schools have been established in Angola, Mozambique and Tanzania. Funds for this purpose were provided by NORAD. The initial training programmes in these schools however, covered mainly equipment operators, maintenance personnel and junior supervisory personnel. Further, the training programmes of the three port schools only met the national requirements of the three countries in question. Training of mid and senior management staff for the entire Region(excluding South Africa), has meanwhile being undertaken by other training institutions in the Region or overseas.

By way of comparison one would wish to note that in West and North Africa there are well established maritime academies (in Ghana for English speaking countries of West Africa and in Egypt for Arabic speaking countries of North Africa) which cater for all the training needs of those Regions. There is therefore need to review SADC's training facilities and programmes with a view to upgrading them to meet the Region's needs in present day maritime transport setting.

SADC-EU Maritime Transport Workshop

Recently SATCC in conjunction with the European Union organized a maritime transport workshop in Cape Town in the Republic of South Africa. The Workshop was attended by policy makers and maritime transport operators from the SADC member countries as well as representatives of the European Union which also provided funds for the Workshop.

The Cape Town Workshop discussed shipping policy, SADC port operations and multimodal transport operations. It also identified several areas of cooperation between the SADC Region and the European Union also between SADC member States. The areas for cooperation that were identified by the Workshop were:

1. Harmonization of customs and documentation procedures
2. Implementation of cross-border contingency plans for the protection of the environment from various forms of pollution
3. Development of feedering services in international trade
4. Development of coastal and lake services in regional trade
5. Regional training services
6. Development and use of navigation aids and hydrography
7. Dredging
8. Development of a cruise ship environment

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9. Development and optimal use of search and rescue resources

10. Technical cooperation

11. Establishment of a "SADC Maritime Industries Forum"

SATCC is presently drawing out an Action Plan based on the above identified areas of cooperation. The European Union has shown willingness to work together with SATCC in developing such an Action Plan.

Previous to the SADC-EU Workshop, member States of the Organization of African Unity(OAU) adopted in December 1993, a Maritime Transport Charter - a blue print for cooperation in maritime transport issues at a continental level. Simply presented, the OAU Maritime Transport Charter has the objective of:

- providing OAU member States with an intra-African cooperation framework in the maritime transport field;

- serve both as guiding principles and framework for relations between OAU member States and third States.

Future SATCC Activities

Under a four-year Nordic Trust Fund Project which began in July 1994, SATCC plans to carry out several operational improvement studies with the view to raising the efficiency of the maritime transport subsector in the SADC countries. Some of the study reports will be presented in special seminars or workshops while others will be presented at meetings of the Joint Working Group of the Port Administrations, Shipping, Clearing and Forwarding.

Taking into consideration the provisions of the OAU Maritime Transport Charter and the recommendations of the December 1994 SADC-EU Maritime Transport Workshop, the thrust of SATCC's Programme in ports and shipping over the coming few years will be following areas:

- the development of a Shipping Policy for the SADC Region;

- maritime safety and the protection of the marine environment;

- development of transhipment and coastal shipping;

- development of multimodal transport operations covering:
  - improvement of port efficiency; and
  - transport corridor operations.

It is expected that funding for these activities will be provided through the Nordic Trust Fund.

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THE CASE FOR ESTABLISHING COMMON REGIONAL STANDARDS IN THE SOUTHERN AFRICA CIVIL AVIATION INDUSTRY

BACKGROUND:

1. The question of establishing common standards for the civil aviation industry is not new. It is almost a century old question but it gets re-born from time to time. Even before the break of this century, the early pioneers in civil aviation, especially aircraft manufacturers, like any other industry, exchanged ideas on "how things were done" to lift off from the ground.

2. In the same year as the Wright Brothers made their historical flight at Kitty Hawk, North Carolina in 1903, Governments in Europe were putting together Diplomatic initiatives to regulate international air transport in a multilateral sense across State boundaries. Although no agreement was reached in that year, another attempt was made seven years later. In 1910 the Government of France invited twenty-one European States to a Diplomatic Conference in Paris to seek a multilateral arrangement to regulate international air transport. No agreement was reached in that Conference either, although the preparation for the Conference was better that the earlier one.

3. In spite of the apparent failure of the two Diplomatic Conferences, the notion of State sovereignty over the airspace above their territories was rising and ultimately this concept became the basis for air transport regulation.

4. The 1910 conference, however laid the groundwork for the 1919 Diplomatic Conference during which an Aeronautical Commission of the Peace Conference drafted the Paris Convention for the Regulation of Aerial Navigation, which is also known as the Paris Convention. That accord, adopted by the 1919 Paris Peace Conference confirmed, inter alia the notion of States Sovereignty over their airspace. Thirty-eight States became parties to that accord. A permanent Paris-based full time Secretariat was created for the newly formed organization - International Commission on Air Navigation (ICAN) - which was entrusted with the execution, administration and up-dating of the Paris Convention. Due to serious shortcomings of the Paris Convention, several major aviation States at that time chose not to ratify it and some States sought alternative agreements.

5. Seven years later, in 1926, Spain made another parallel attempt and invited State in Madrid to create an Ibero-American Convention Relating to Air Navigation (known as the Madrid Convention). That accord was virtually similar to the Paris convention but with equality of

States rather than weighted voting; an element contained in the Paris Convention. The Madrid Convention did not enter into force.

6. A further initiative was also made in the Americas to create a Pan-American Convention on Commercial Aviation, also known as the Havana Convention, which was similar to the Paris Convention but with no provisions for a governing body. The Havana Convention was signed in 1928 and subsequently ratified by sixteen States in the Americas.

7. In the 1930's several other multilateral conventions to regulate international civil aviation were concluded for application mainly on a regional basis including, in Latin America, the Buenos Aires Convention of 1935 and, in Europe, the Bucharest Convention of 1936 and the Zemun Agreement of 1937.

8. With the break of the Second World War in 1939, the intervening period was marked by a very rapid acceleration of the aircraft manufacturing technology in many countries. The Accords and Agreements which had been concluded were virtually rendered in-operative by the war campaign. There was, therefore, a great need to re-organize the regulatory elements of civil aviation even in that war situation.

9. The Government of the United States of America called the Chicago Conference in 1944 (during the time of the World War II). The Conference opened on the 1 November 1944 and ended, on 7th December 1944, with the signing of the Convention on International Civil Aviation (the Chicago Convention). This Conference also produced the International Air Services Transit Agreement (sometimes referred to as the First and Second Freedom Agreement for overflying and technical landing); the International Air Transport Agreement (sometimes referred to as the fifth Freedom Agreement). Also drafts of twelve technical Annexes to the Chicago Convention were finalized and a Standard Form of Bilateral Agreement prepared. Article one of the Convention on International Civil Aviation (Chicago Convention) affirmed the Sovereignty of States over the airspace over their territories.

The Interim Agreement on International Civil Aviation, also produced during the Chicago Conference, brought into being the Provisional International Civil Aviation Organization (PICAO), which, inter alia, sought to produce a more widely acceptable alternative to the International Air Transport Agreement, but without success. PICAO later (1947) gave birth to the ICAO as we know it today.

10. The negotiation and conclusions of a relatively large body of world-wide air law conventions largely involving

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liability and security, then became the focus of multilateral activity in this field. Similarly the increasing regionalization of international economic activities came to be reflected in expanding air transport policies and regulations developed at regional levels. Increasing internationalization, globalizations, and liberlization during and after the 1980's, as well as the inclusion of some aspects of air transport under a General Agreement on Trade in Services (GATS), have created significant renewed interest in the exploration of possible new multilateral arrangements for the regulation of international air transport.

B. CREATION OF STANDARDS - A REGIONAL APPROACH:

11. The standards in the air transport industry are diverse and specialized ranging from commercial aspects (e.g. passenger and baggage handling, ticketing) to technical aircraft operations, airworthiness, air navigation and communications. In this regard, therefore, regional standards suitable and applicable in the SADC/SATCC regional will comprise of a general frame work agreement accompanied by specialized agreements and arrangements.

12. The SADC/SATCC region has embarked on this path already when the general principles on the civil aviation development strategy were spelled out in two reports: Civil Aviation in Southern Africa - A Development Strategy for the 1990's (Dec 1992) and Civil Aviation Safety Action Plan (January 1991).

13. The contents and recommendations of the two reports were endorsed by the SADC policy making machinery and follow up action was pursued and the current effort in the protocol development is a consequential drive in that desired direction.

C. ACHIEVEMENTS IN POLICY FORMULATION:

14. Although appearing in a general form, the terms of reference of the Southern Africa Regional Air Transport Authority (SARATA) laid down the fundamental principles and approach to the issue of establishing Regional standards in the SADC/SATCC sub-region. The emphasis now has been directed in the commercial air transport. Other aspects including development of regional cooperation in the technical and operational areas are also included in the SARATA terms of reference. It is from these foundations that establishment of common regional standards in civil aviation/air transport wil be based and built on.

15. To recall the effort that has been made so far is to examine the Civil Aviation in Southern Africa - A Development strategy for the 1990's. In that report published in December 1992 as well as the Civil Aviation

Action Plan analysis was made and areas of cooperation in various major displines were identified as:

(a) **Civil Aviation Administrations**:

(i) Air Transport Regulations:

- Overall planning and policy formulation for the civil aviation sector, including statistics and records.

- administration of civil aviation laws and regulations;

- commercial regulation, including the regulation of air services and setting and enforcement of tariffs;

- International co-operation and co-ordination, including bilateral and multilateral agreements, concessions for international flights ICAO, etc.

(ii) **Flight Safety**:

- Establishment of flight safety standards;

- monitoring of prescribed standards by inspection of aircraft, airport, flight operations, airport operations, air traffic services operation and navigation aids;

- Licensing of aircraft, maintenance and repair shops, airports, air operators and aviation personnel;

- incident and accident investigations.

(b) **Air Navigation Services**:

- Aeronautical Fixed Services (e.g. the Aeronautical Fixed Telecommunications Network (AFTN) and the ATS speech circuits (ATS/ADS);

- Aeronautical Mobile Services (AMS);

- Radio navigation aids required for en-route navigation and approach and landing purposes and facilities at runways;

(c) **Airport Operations and Facilities**:

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- Airport operational criterial application of Annex 14 of the Convention and adoption of the applicable standards of the AFI plan and Doc.7030.

- Facilities and equipment specifications installations and maintenance standards.

- Traffic growth projection and planning criteria.

D. WORLD TRENDS IN REGIONAL CIVIL AVIATION STANDARD SETTING:

16. In the global scene civil aviation/air transport standards will emerge from the industry needs and interaction with consumers. States and international organizations (both governmental and non-governmental) will be the main source of generating of the needed standards. The reasons for the creation of regulatory standards may be based on economic, political or social reasons. Whatever the reasons or causes necessitating creation of the standards, in civil aviation, they tend and actually always have a global (extra-territorial) effect.

17. In the Flight International Magazine for February 1995 the Editors comment on "Joining Forces" discussed the recent meeting in Paris on 7th February 1995 of the Germany, French and British Ministers and Aerospace industry leaders "to discuss measures to maintain European competitiveness in the face of growing global competition." It is expressed that "It illustrates the growing acceptance by government and industry that European aerospace is in urgent need of even more co-operation and consolidation than it has yet achieved or planned."

18. When strong expressions emerge from the regions that have moved quite far in the areas of setting standards in the aeronautical industry - both in the commercial, technical and operational fields then the SADC/SATCC, we need to examine our pace with the aim to play catch up if possible - but can we!

19. The current trend in economic groupings is quickly being followed by creation of rules and regulations to facilitate the economic activities in various sectors. In Europe, for example, the recent decisions to form a Joint Airworthiness Authority (JAA),now establishes common air worthiness standards. It is also known that Europe has a common air traffic control (EUROCONTROL) which controls air traffic above agreed levels over the State airspaces in Europe.

20. Other regional groups cooperating in establishment of common standards is the Central American States, which

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has formed an organization (COSESNA) for the provision of civil aviation services in the area. A number of African states and France also cooperate in the ASCENA group which provides a wide range of civil aviation services in the participating states.

E. **WHAT ARE THE GOALS AND OBJECTIVES:**

21. The measure of success in the governmental provision of services for the civil aviation industry falls in two global terms:

- The maintenance of high degree of safety in the industry;

- facilitating the civil aviation industry to grow and contribute to the macro-economic gain of the state and/or the region as a whole.

22. As a consequence of the development of civil aviation in the region, the region would have easy access to the world outside it and although may not have been intended, generate a transfer of technology to the region from outside.

F. **HOW TO ACHIEVE THE SET OBJECTIVES:**

23. (a) In the commercial areas, the ratification and putting in place of the SARATA is a necessary and urgent requirement. The following areas would be included together with the rest of the functions included in the terms of reference in the urgent work of the SARATA:

- develop market accessibility in terms of a computer reservation system code of conduct applicable for the whole region. This can be a modification of the existing ICAO Code of conduct;

- determine investment principles/procedures in the air transport industry;

- set airline product delivery standards in term of consumer needs.

(b) For the technical areas, cooperation for the region is also spelled out in the broad policy terms of referene of the SARATA, more specifically in the functions of the SARATA. Development of regional standards in the following areas is needed urgently to cater for the growing number of airspace users:

(i) Airworthiness standards common and applicable for the entire region need to be in place soon (the technical sub-

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committee, established under the meetings of DCAs/CEOs need to conclude its work and the codes of airworthiness be established). Such a body may be called the Common Airworthiness Requirements for southern African (CARSA). To this area would be included the flight safety operations to monitor flight crew licensing standards, aircraft equipment in accordance with Annex 6 to the Chicago Convention; airport safety requirements and technical standards. (Annex 14 requirements).

(ii) Air Traffic Control, Communications Aeronautical Information Services and Aeronautical Meteorological Services. To facilitate a unified service in this field it is proposed to create one airspace control for the entire region with one Areal Control Centre and 3 sub-regional centres for the north central and southern sectors. The limits of the control centres in relation to the individual state control centres may be agreed upon; but a suitable limit for state control up to (flight level FL150) and above that become control under the regional jurisdiction.

(c) Training and licensing of technical and operational personnel (e.g. pilots, aircraft technicians and engineers, operations staff, air traffic controllers, telecommunication and communication operational staff). These licensing requirements should follow the ICAO Annex 1 as modified to suite regional requirements.

(d) Flight Calibration Unit:

With a unified airspace and air navigation system maintained on a regional basis, the calibration of navigational aids task is even more apparent and pressing. this has been considered as a project for the regional for nearly ten years and a special study made in Tanzania, under the assistance of the UNDP/ICAO project. The navigation facilities were evaluated and the work load for the region was established what slowed down the project was the availability of funds for the acquisition of a more advanced aircraft. It was clearly established however, that the project would be self sustaining financially.

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G. **FUNDING OF THE SARATA:**

24. Governments have a responsibility to administer and provide the air navigation and regulatory services to the air transport industry. These services are charged in general terms arrangement provided by ICAO. A portion of these funds for Air Navigation Charges, licensing of air services, licensing of personnel and airworthiness and aircraft workshop hangar approvals. In other words, the SARATA would operate as a non-profit organisation; and the excess earnings would be refunded to states on an agreed formula.

H. **LEGAL FRAMEWORK:**

25. The establishment of common regional standards in the region would be effective only if there is a legal framework to govern its operation on a regional basis. The ongoing Protocols development is timely and much welcome. It will lead to a much needed machinery to enable the industry to be firmly guided by clearly defined and up-to-date regulations.

I. **COORDINATION WITH REGIONAL AND INTERNATIONAL ORGANIZATIONS:**

26. The region has established a permanent office in ICAO council on a rotation basis. This office, currently having a Council Representative from one of the States, and under certain arrangement, has an alternate to the representative. Time has come when the region could also seek an election of one of its technical experts to the Air Navigation Commission. An establishment of the office of that size would provide a convenient focal point for collection of technical and other data for analysis and use in the regulation and guidance of the air transport sub-sector in the region.

J. **SUMMARY:**

27. To summarize, the following points have emerged:

(i) From the above survey it is apparent that the SADC/SATCC region is set on a course for development and the catalyst elements for such development are present. What is needed is the harnessing of the resources to achieve the set goals and objectives.

(ii) In the civil aviation/air transport sub-sector recognition has been made of the large potential that contribution can be made to the economic activity by air transport.

(iii) It is evident that the economic growth and

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progress would be much more accelerated from the economies of scale and individual states could take longer to exploit the available opportunities.

(iv) The machinery for cooperation in the civil aviation/air transport subsector already exists through the coordination of the DCA/CEO's meetings.

K. **RECOMMENDATIONS**:

28. The following recommendations could be considered for further work.

(a) It is recommended that the SARATA be an instrument to coordinate both technical and commercial civil aviation/air transport matters.

(b) As a matter of urgency, a specialized Expert Group be established to examine and compile detailed regulatory document for adoption as the legal framework through which civil aviation/air transport would be regulated.

(c) The developed legal framework by the experts detail the technical specifications such as:

- Continuing airworthiness of aircraft,
- Aircraft maintenance workshop approvals
- Aircraft operations and performance standards

(d) Licensing of personnel (e.g. pilots, operations officers aircraft/aeronautical engineers, air traffic/telecommunications and communication operation, cabin crew etc).

(e) The SADC/SATCC Airspace from (say FL150) to infinity be established as an integrated one airspace for Air Navigation, Air Traffic Control and Communication.

(f) All aircraft operating through the airspace be controlled from two/three sub-centres and a Central Area Control Centre be established.

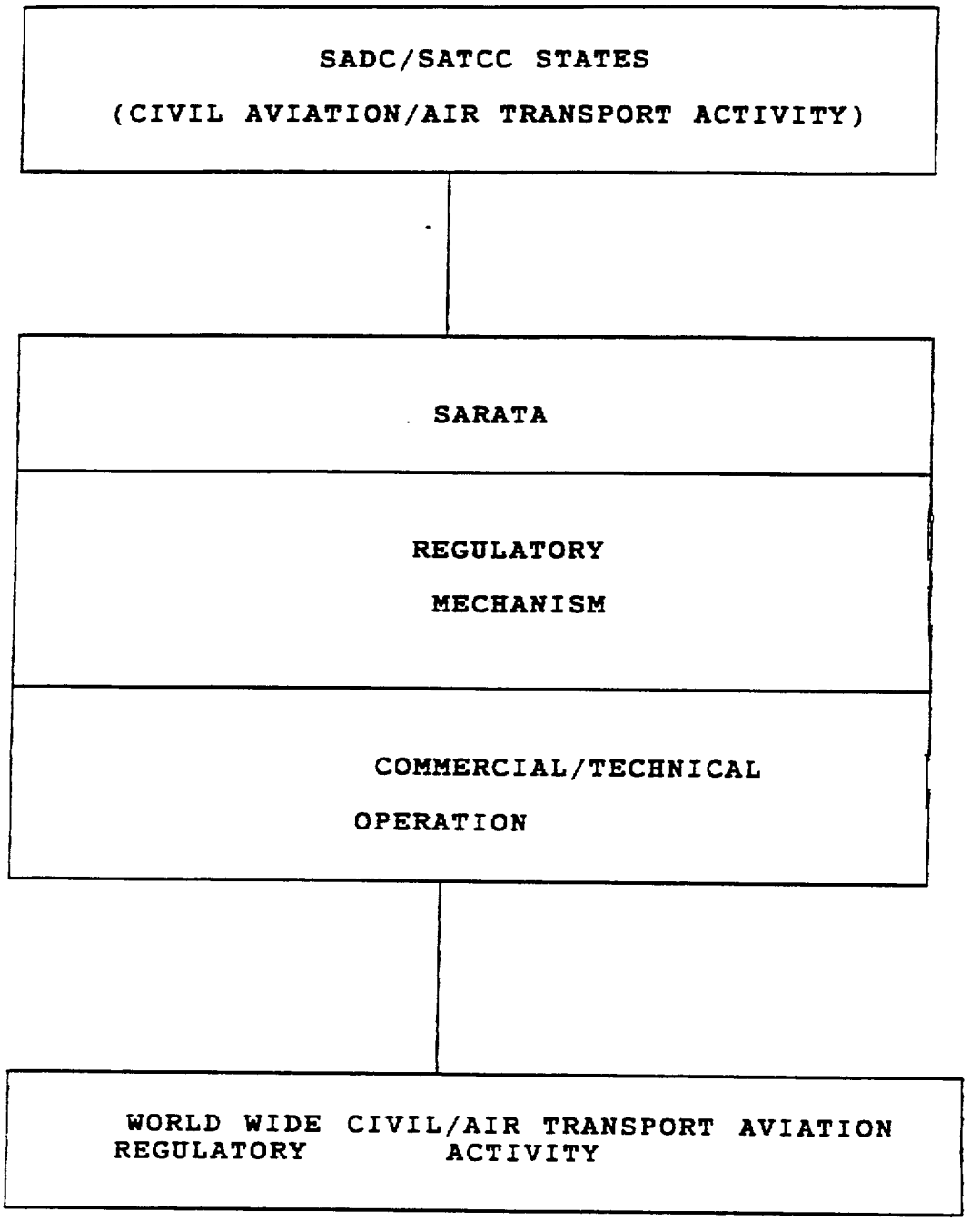
(g) Air traffic below (say F150) be controlled by individual State ATC.

(h) The SARATA Technical group analyse all technical data and prepare guidance proposals for adoption by the coordinating, meeting of Directors of Civil Aviation of SADC as the governing regulatory material to be used in the region.

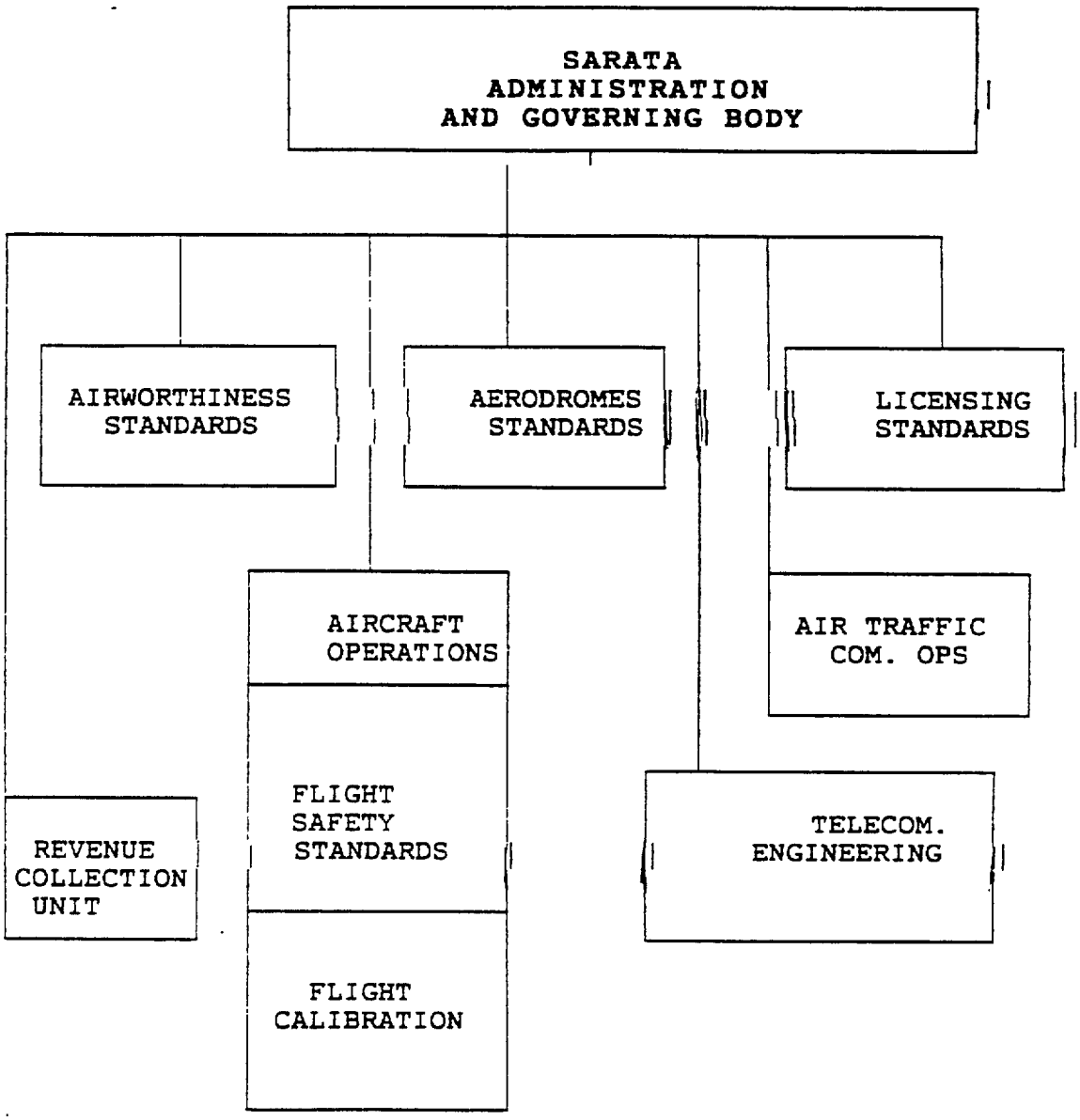
(h) Establish a finance (charges collecting unit) to collect revenue for services rendered by airspace and licensing users on a regional basis.

(i) Work out an agreement with the individual states on how to share the revenue collected.

(j) Launch and coordinate a regional flight calibration unit to calibrate all navigational aids in the region and outside. Such a unit could run on a commercial basis but its operation be administered from one of the SARATA departments.


SADC/SATCC STATES
(CIVIL AVIATION/AIR TRANSPORT ACTIVITY)
SARATA
REGULATORY
MECHANISM
COMMERCIAL/TECHNICAL
OPERATION
WORLD WIDE CIVIL/AIR TRANSPORT AVIATION
REGULATORY ACTIVITY

PROPOSED ORGANIZATION CHART FOR SARATA



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TRANSPORT AND COMMUNICATIONS PROTOCOLS DEVELOPMENT
Community Building

Southern Africa Transport and Communications Commission (SATCC)

REGIONAL SUB-SECTOR STAKEHOLDER WORKSHOP
Johannesburg, South Africa 13-17 March 1995

Air Transport Sub-Sector

Integration in the Southern African Airline Industry

By

George Lewis

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SATCC
PROTOCOLS DEVELOPMENT TECHNICAL ISSUES PAPERS
AIR TRANSPORT

1. Introduction

The SATCC countries are characterised by low disposable income. Therefor the market for the relatively expensive mode of travel, air travel, is limited. Citizens make-up a relatively small proportion of the air travel to, from and within the region. As the real income of citizens has declined with the decline of the economics of countries in the region, the market has been further reduced. The larger part of the market is composed of foreign executives and tourist. For some countries, tourists dominate and thus cause further problems for airline profitability due to the low yield character of this segment.
While the market has deteriorated, the equipment has become more expensive. Airlines are finding it increasingly difficult to re-equip (in order to stay competitive) because of the declining credit rating of their governments who traditionally provide loan guarantees.

The state of aviation infrastructure is deteriorating due also to poor budget allocations. Because of the critical nature of the problems outlined above, regional co-operation in aviation is imperative if the industry is to survive. Even the Mega carriers abroad are getting into strategic alliances. Regulatory bodies out there are also going international. We must follow this trend or perish.

2. Airports

It is gratifying to note that increasingly more countries are making their airports autonomous commercial entities. This has allowed for revenues obtained from giving a service to aviation being made available to the industry for rehabilitation and improvements to the infrastructure. There is need for the airport authorities to franchise out most of the functions including previously sacrosanct areas such as security.

Airport managements in SADC need to meet on a regular basis. This could be done under the auspices of the current DCA and Airline Chiefs meetings, or through a specific SATCC committee. The purpose of these meetings would be passenger and cargo facilitation. Reduced and standardised procedures will benefit air transportation. As members of the International Civil Aviation Organisation (ICAO), countries in the region have largely conformed to ICAO's standards. However there is need for the airports sector to lobby for ;

a) abolition of visas for SADC citizens,

b) a further reduction of form filling.

3. Air Traffic Control

There are two issues regarding air traffic control (ATC) in this region. One is the global satellite surveillance and navigation technology and how it relates to sovereign air traffic control areas; while the other relates to commercialisation of the function. We have noticed some progress in the agreement between countries in the region to rationalise air traffic control by allowing control areas to overlap national borders. The Southern Africa Regional Air Transport Authority (SARATA) should immediately start work to ensure even greater rationalisation.

With even terminal control now possible remotely and without diverse and expensive ground navigation equipment, we need to ask ourselves why we should continue to invest in our separate ground navigation equipment when one centre in the region could control aircraft throughout the region.

Maybe the reason is so we can preserve our jobs and continue to receive Overflying and navigation charges from the airlines. To me, those seem to be the only logical reasons. Well, if this is so, we could still achieve the capital investment reduction and efficiency goals by accepting the technology and dealing with the labour and revenue issues separately. For example initially the charges could go partially to the country overflown (despite it not providing any service to warrant the payment) and some to the control centre. Those employed at the centre would work for a regional organisation similar to the ASECNA of West Africa. Thus the revenue and employment concerns would be largely catered for.

SARATA must study how the region will proceed into this new era uniformly and as soon as possible. We should consider offering ourselves up as a test case for the implementation of this new technology. Our relatively low traffic levels will make us the ideal testing ground.

Commercialisation of air traffic control provides for efficient management of resources and thus an improved service to the industry. It is gratifying to note that an increasing number of SADC members are moving down this road. However, commercialisation of air traffic control is anathema to the conservative minded. (For example while Zambia has been a pioneer in this field some in authority in Zambia would like to now reverse the situation.) They relate this function to that of national security. Such persons should study the evidence from those who have commercialised. This reveals better budgets to improve facilities and to better remunerate employees. All this leads to a better service. SADC countries should be encouraged to move towards commercialisation of their ATC.

4. Policy, Regulation and Air Services Agreements

Currently Civil Aviation Authorities in the region are involved in a diverse array of tasks ranging from the provision of airport services; air traffic control; calibration of navigation aids; ground handling to regulation of the industry. Governments must restrict their activity in civil aviation to the areas of policy, regulation, policing and Air Service Agreement negotiation. Governments in the region should ratify SARATA. Common licensing regulations/standards for aircraft and crew should be agreed upon as a matter of urgency. Liberalised cross border employment legislation will resolve current labour resistance to common licensing. SARATA participation/advice at air service agreement talks should commence immediately. Methods should be found to allow a SADC member to police aircraft, under another member's registration, which aircraft is operating within its borders. This should also apply to crew. All this will facilitate joint use of aircraft.

5. Airlines

Airline integration in our region is dogged with extremes that are peculiar to Africa. Too much money in poverty. The obsession for sovereignty versus the reality of unviable national economies. Third world companies doing open battle with Mega international corporations in a high technology, capital intensive industry.

Too much money in poverty? Yes. Airlines in our region have been given large amounts by their governments at the expense of more deserving national needs. However, while some governments may wish to continue throwing money down the voracious throats of their national airlines, they will just not have the resources to do so. With the newly arrived democracy, our governments will have to explain to the electorate why such money should be spent when there are no drugs in the hospitals. Donors will require that native resources are more rationally utilised before foreign funds are made available.

The European Mega carriers are ruthless and continue predator pricing and dumping of capacity in order to give our ailing airlines that final kick into the grave. They will then have free reign at the expense of jobs for our citizens; our trade balances; and the general collapse of a sophisticated industry.

Regional Co-operation is the only tenable route for home-grown civil aviation to survive in this region. We still underutilise equipment by either having it stand idle, or operating it at unprofitably low load factors. Some of us continue to bury our heads under the comforting cover of government funding. Time ran-out for Zambia Airways. For whom else does the bell toll?

How do we engender an attitude of self- sustainability? The best way devised by economists to date as that of private capital lead business. Private shareholders have but one aim and that is to see a return on their investment. Of course this cannot happen if the concern is not making profits. They will therefore employ management who can ensure profit and not one that would jeopardise even the initial investment. States must move towards privatisation of their airlines with Government holding minority (golden) shares if any at all. This does not mean that government should not subsidise those flights it considers necessary for socio-political purposes or to cater for tourism.

I have been an advocate of the belief that regional co-operation is best achieved when the governments own the airlines. This is because political goodwill would greatly facilitate co-operation. However this political goodwill is long in coming. Maybe market forces can succeed where our politicians have failed. One is more inclined now to move to privatisation and let the self-interest of the entrepreneur drive co-operation. Government's role would be to provide an enabling environment.

SADC governments should assist co-operative ventures by:

a) Making it easy for aircraft registered in one country to operate for another SADC carrier. This should be achieved through standard certification, licensing and inspection regulations and procedures.

b) The interchangeability of crews within the region facilitated. High and standard crew licensing regulations should be adopted region-wise. Crews licensed to fly a particular aircraft in one country, should fly that aircraft between any points within the region. This providing of course that the airline operating the aircraft is licensed to fly that route.

Because we have been down the road for so long without tangible results, I strongly advise against resolutions that require us to source funding (usually begging from donor nations) for the establishment of airline centres of one sort or the other. I agree with efforts to publicise what resources individual airlines have and at what price they are prepared to share these resources with regional partners. Consultancy in identifying and pricing such services on a regular basis would be of great use. Cost conscious managements should consider the cost benefit of creating their own facility (or even closing down an existing inefficient one) as against contracting-out.

We should abandon the idea of forcing a regional airline in the sense of one airline owned by all SADC states providing all the air services for the region. We should encourage natural marriages which make business sense

Co-operation and consolidation is the only realistic make-up of the aviation industry in this region. I would like to re-iterate that Governments' role in promoting civil aviation co-operation and consolidation is one of setting a conducive regulatory and operating environment..

TRANSPORT AND COMMUNICATIONS PROTOCOLS DEVELOPMENT
Community Building

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Telecommunications Sub-Sector

Options for Ownership and Operation of Telecommunications Services in the Southern African Region

By

Tororiro Isaac Chaza

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OPTIONS FOR OWNERSHIP AND OPERATION OF TELECOMMUNICATIONS SERVICES IN THE SOUTHERN AFRICAN REGION.

PREAMBLE

Governments all over the world have now accepted the need for continued development of telecommunications as a prerequisite for promoting economic growth and satisfying social needs. Various international fora on telecommunications have repeated the need to bridge the "missing link" which refers to the enormous gap in development between developed and least developed countries.

Sub-Saharan Africa, the region in which all SADC countries are has the worst development indicators compared to the rest of the world. African countries invest less than 1% of their Gross Domestic Product (GDP) on telecommunication whilst the developed countries invest about 2% of GDP. The telephone density in many SADC member countries is below 1%. Telecommunications development has suffered mainly because the sector competes, for scarce resources with all the other sectors under governments' allocation purview.

Innovative solutions are therefore required to increase investments in telecommunications such that the sector can play a meaningful role in promoting economic development. The solutions invariably propound the greater involvement of the private sector in the provision of services in one form or another.

Solutions are likely to be country specific given the different economic, political and social traditions. However, for SADC member countries it is prudent to cooperate in search of solutions due to similarity of objectives and needs, and in order to maximize resource utilization. The theme of this paper is on options for ownership and operation of telecommunications services in the Southern African region. The paper explores a number of options which can be pursued by individual countries or which can be recommended for adoption by SADC member countries as a whole. Other papers in this forum address regulatory issues in depth and therefore this paper will make scant reference to regulatory issues.

OPTIONS FOR OWNERSHIP AND OPERATION OF TELECOMMUNICATION SERVICES

Traditionally, the provision of telecommunications has been entrusted, in most countries, to a telecommunications administration operating on a self regulating basis under exclusive rights and with access to investment capital determined by government decisions on the allocation of public funds.

This monopoly structure evolved for a number of reasons including:

Economies of Scale:

Telecommunications systems are characterised by such great

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economies of scale (decreasing costs as network expands) that the industry is a natural monopoly. Being a natural monopoly it was viewed that public ownership was the best way since a privately owned monopoly would not operate in the best interest of the public.

Technical incompatibility and technological development:

Competitive private telecommunication enterprise would lead to the emergence of several local systems that need not be technically compatible, and this situation would increase costs, inconvenience consumers and hold back technological development.

Ability to cross-subsidize:

By means of cross subsidization, public ownership makes it possible to extend telecommunication services to more people, especially in the rural areas where costs are higher but necessary to support broad development policies through countrywide extension of physical infrastructure.

Limiting foreign domination:

Public ownership prevents undesirable domination by wealthy foreign countries and limits the influence of multinational corporations.

While the above arguments present a strong rationale for government intervention in the telecommunication sector, there is an emerging body of opinion that this intervention need not take the form of public ownership. For example, market failures could be corrected through the use of regulatory controls, legal constraints, taxes and transfers.

This has been stimulated by a re-examination of the role of the state in infrastructure development following a revelation of serious misallocation of resources, as well as a failure to respond to market demands by state controlled enterprises.

Moreover, the blunt instruments of public ownership, financing, and operation have not demonstrated any advantage in achieving extension of services to the remote areas. Telecommunication services are still mainly concentrated in urban areas. These deficiencies in performance by public owned telecommunication enterprise are not there by accident, they are embedded in the prevailing system of institutional

incentives for the supply structure. Managers of state owned telecommunication enterprises are rarely given the managerial and financial autonomy they need to do their work properly. Managers are often expected to meet objectives at variance with what should be their primary function, the efficient delivery of high quality services. They are compelled to deliver services below cost, often by not being allowed to adjust prices for inflation.

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These weaknesses of state owned enterprises have led governments to search for new ways to act in partnership with private sector in providing infrastructure services. The most dramatic have been the privatization of such enterprises as the telephone systems in Latin American countries. The other options are Management Contracts, Joint Ventures, BTO/BOT and Lease/Franchises. Annex 1 gives a full picture of financial sources some of which are discussed below.

Privatization

The concept of privatization in its wide context is not merely in the structural sense of who owns the enterprise, but in the substantive sense of how far the operations of the enterprise are brought within the discipline of the market forces. Privatization therefore covers a wide continuum of possibilities, between denationalization at one extreme end and market discipline at the other. However it is better for purposes of clarity in this paper to consider privatization as majority shareholding by private ownership rather than the state.

Privatization is achieved through floatation of shares, private placements to specific institutional investors, unit trusts, and specific arrangements to attract foreign investors such as tenders in which foreign companies openly bid for ownership. In order for such privatization to succeed there are a number of factors which must obtain in the environment of the particular country which include, inter alia:-

- a stable political and economic environment,
- a clear and transparent legal and regulatory environment,
- a viable company with growth potential,
- a strong capital market and favourable financial regulation,
- possibility of favourable strategic partnership.

The world is abound with examples of privatization. For instance in the UK, the British Post Office was transformed initially by divesting the telecommunication business through the creation of British Telecom (BT) in 1981 and subsequent privatisation through public offerings. Parallel liberalisation saw the entry of Mercury in 1986 into the sector to compete with BT. In the U.K full competition is now allowed in all services except international networks where a duopoly still exist. In Mexico for example the previously state owned enterprise TELMEX was privatized in 1990 and granted a concession for monopoly provision of basic services up to 1996 but the regulation has permitted regional duopolies in cellular.

The trend seems to be that Telecommunications is separated from postal, and regulation is made independent from the operator. This is followed by shifting the Telecom operator from a government parastatal to a wholly government owned company i.e corporatization. The next logical step is privatization, either fully or partially by reduction of government control over time through public offerings in a series of tranches. Parallel to

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this ownership change is the process of regulatory changes to create an environment which promotes competition but safeguards the universal service obligation.

Corporatization

Corporatization is worth mentioning as it is a stage preceding privatization. Corporatization entails shifting a state owned enterprise from a specific statutory instrument to the Companies Act or an equivalent statutory instrument which subjects the SOE to similar legal status as any private company. This normally affords the SOE more autonomy from government control. Most countries would favour corporatization as it provides a mechanism of implementing change through incremental policy shifts with room for review and refinement.

Corporatization can be accompanied by increased private sector participation through creation of subsidiaries in which joint ventures can be used to attract private sector capital. A good example in this region is Telecom S.A which is the monopoly

operator in basic services in S.A but has a subsidiary, Vodacom for the cellular network. Note also that in S.A there is no competition in basic services but a duopoly exists in the cellular market with MTN as the other service operator.

As mentioned earlier on, corporatization is a milestone in the process of privatisation and it provides a point of review for policy makers. At this point governments can decide to proceed with privatization or to remain in control of the national asset. This stage also permits the process of regulatory changes to occur smoothly as most countries would have to establish and develop the capacity to regulate through an independent regulatory body before full privatization and competition are introduced.

Joint Ventures

Joint ventures are a well-accepted approach to attracting new investment capital through a partnership between the local operator and normally a foreign telecommunications operator. This approach has been actively used in Central and Eastern Europe for the provision of cellular services and overlay networks for business users. Joint ventures, however, while useful for new services, may not be particularly well suited for investment in the core telecommunications infrastructure, such as major urban telephone switching and distribution facilities.

A joint venture partner is normally sought by an SOE for a particular service and the partner is usually a service and the partner is usually a service operator (a foreign company in most cases) with capital, managerial and technical expertise. The joint venture may or may not be incorporated but the trend seems to favour incorporation.

Leases of Franchises

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Leases of franchises are a way of introducing competition even though the market may be able to support only one supplier of telecommunications at any given time. A government agency can sell or lease to a private company the right to provide telecommunication services on a monopoly basis at specified standards and tariffs. The companies compete among themselves for this right. Equipment used for such franchises ought to have a long life (as long as 25 years). Franchises have been used in Hungary for local network operations.

Build-Transfer-Operate (BTO)/Build-Operate-Transfer (BTO)

BTOs and BOTs are a variation of the same theme. In a BTO arrangement a private sector operator builds and operates a new network but with immediate transfer of ownership of the infrastructure to the government owned operator. In a BOT arrangement transfer of ownership of infrastructure is effected at the end of a specified - 10 -
period. The key to attracting BTO or BOT operators is the terms of concessions which enable the operators to recoup their investments and make profits as a reward for their risk.

Thailand has used BTO schemes to attract private sector capital by awarding concessions to private consortium to build and operate specific number of lines in specific areas for a given length of time.

Management contracts

This is when the public telecommunication agency retains responsibility for the service but arranges for private management as in the case of Botswana Telephone Service, which is managed by Cable and Wireless PLC.

In Zimbabwe a management contract will most likely be used for operating the cellular service.

Liberalization

Liberalisation entails a loosening of telecommunications regulatory system with a view to open up chosen sectors within the telecommunications services industry for more competition.

The sectors prone to liberalization are usually the terminal equipment market and value added services or non-basic services, while leaving the basic services for provision by the PTO. Liberalization is a viable policy in that it relieves the PTO of the need to invest in these sectors and divert the financial resources to investment in the basic services.

Other Sources of Financing

The theme of this paper centres on ownership but the paper cannot

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be complete without mentioning other forms of financing which can be used to finance telecommunications development. Annex 1 provides a whole spectrum of financial sources that can be used. Most of them such as bank credits and loans, supplier credits, bonds and public sector loans are already used in many countries. What may be of interest to financiers now is the possibility of debt/equity swaps in the event of privatization. For instance larger domestic institutional investors such as pension funds and insurance companies may be willing to provide long term debt in the form of debentures, bonds etc which can be converted to equity assuring the investors part ownership of the privatized company.

CONCLUSION

The change from a SOE to a private company is a process whose speed of implementation is dependent on various factors such as the political, economic and social traditions of a sovereign nation. The process involves a number of stakeholders, among whom the government is the largest. Relinquishing ownership of strategic and profitable SOEs such as telecommunications organizations is therefore not without political concerns which need to be addressed if the change process is to be achieved successfully. In the long run governments will make their decisions unequivocally having considered the many views of opposing interest groups.

It is in the interest of the SADC region to cooperate and form a well composed team of experts to formulate harmonious regional policies which take into account the right of sovereign states to decide but at the same time edifying national policy makers about the benefits of a unified approach to problem solving. The SADC member countries have similar needs and objectives and therefore the options available for policy changes are most likely to be similar or variations of the same theme. Regional synergies must be exploited to enhance the benefits of cooperation and to mitigate the cost of mistakes in policy changes.

This paper has only given examples of solutions available without prescribing any particular solution. It is the purview of regional fora such as this one to prescribe and recommend specific solutions to member countries that will have to be ratified by the appropriate authorities in the individual countries.

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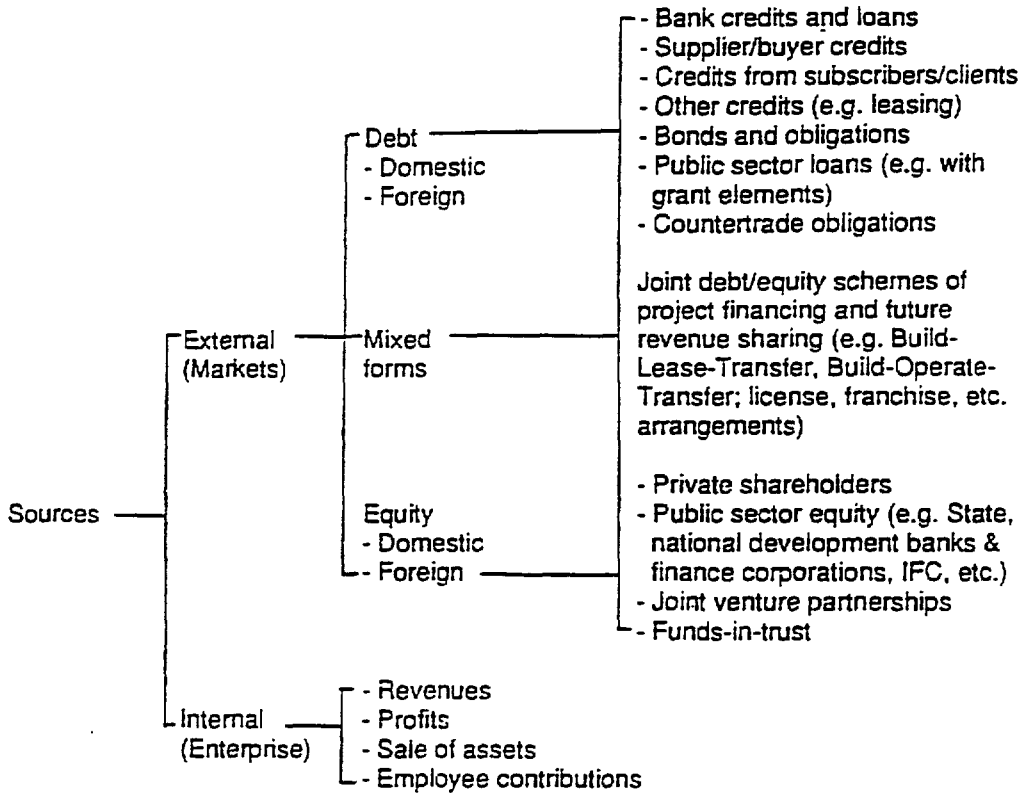
Annex 1

FINANCIAL SOURCES, INSTRUMENTS AND STRATEGIES
depending on the telecommunication sector/market structure
(varying combinations and percentage shares)*



PRIVATE SECTOR REQUIREMENTS

- Political and economic stability (risk assessment, credit rating)
- Unambiguous regulatory framework
- Clear government policy regarding public/private mix, domestic/foreign private participation, rules on establishment of companies, non-discriminatory treatment in respect of ownership of assets, taxes and custom duties, revenue retention and profit transfer, procurement, employment, local content, repatriation of assets, etc.

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2 * Extract from outline for Roundtable on Telecommunication investment and financing strategies - What role for the private sector?, planned for February 1994 in Banjul, Gambia.

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SATCC PROTOCOLS DEVELOPMENT TECHNICAL ISSUES PAPERS

TELECOMMUNICATIONS REGULATION:

INTRODUCTION:

In this paper Communications and Information is covered rather than only telecommunications. This is because as technology changes and the demand by society of telecommunications and information as utilities increases, the borderline between the two disappears. Realistically, the Communications and Information infrastructures in any country are either being integrated into one or working so closely together that there is no definite separation between them.

This paper is intended to generate debate, raise questions and not to exhaust the issues in telecommunication regulation.

BACKGROUND TO TELECOMMUNICATIONS REGULATION:

Historically telecommunications has been provided mostly under the monopoly Posts and Telecommunications Departments of governments or government owned and controlled parastatals. Even in countries that had private sector operations the tendency was to have big monopoly companies like BELL group of the United States of America. As technology advanced, population grew, trade and social interaction became global, standards of living increased and distances contracted, the need for efficient, accurate and fast access to information became imperative.

While a few decades ago we were talking in terms of universal access to a telephone, the twenty-first century is aspiring to universal access to information be it for trade, social services, emergencies or entertainment. Unfortunately in SADC we are still trying to advance a semblance of universal access to a telephone by the year 2000.

As the financial, technological and managerial resources as well as the investment and operational efficiency for achieving the above are enormous, governments and hence the traditional structure of the industry are not able to meet these new demands. The result is therefore the restructuring going on in the sector globally. Generally, and in SADC countries in particular, restructuring can be said to largely involve:

(a) Separation of postal and telecommunications sectors;

(b) Separating political, regulatory and operational functions;

(c) Giving operating entities financial and management autonomy;

(d) Giving regulatory entities financial and legal autonomy to ensure transparency, predictability and public confidence in its decisions and decision making process;

(e) Defining the most appropriate environment for efficient investment of public resources when same are available;

(f) Defining the most appropriate environment to increase participation of domestic and foreign private sector in financing and managing communications and information services.

(g) Taking into account public and social service responsibilities like rural telecommunications, universal access to a telephone, restaffing resulting from restructuring and long term human resource development;

(h) Taking into account immediate specific/dedicated needs for advanced telecommunications like for health, education/research, international financial markets and international trade.

(i) Defining proper environment for efficient planning, management and utilization of the radio frequencies and Geostationary orbit segments of their countries.

(j) Defining a coherent environment that is conducive to effective participation at regional and international bodies and forums.

The above long list is paramount for each country to do before any harmonization or concrete steps can be considered possible at SADC level. The major objectives that can be achieved by the above are:

(a) Encouragement of orderly and systematic expansion of telecommunications networks, and

(b) Protection of the interests of all the parties involved including customers, the state, the public, service providers, investors and personnel.

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REGULATORY INFRASTRUCTURE:

In most countries that are undergoing a sector restructuring, particularly in the developing world, the regulatory scheme is either non-existent, or loosely managed by the dominant or monopoly carrier itself. This creates insecurity for potential foreign operators as certain future market factors cannot be evaluated, and it creates a conflict of interest within the monopoly carrier as to its self-interest as an operator and its duties as a regulator.

The system of passive regulation was logical and even efficient when the sector, and the law of the country, allowed for only one carrier owned by the government. Also regulation was not important where fiscal accountability was not a major concern of the telecommunications provider; and where broad social issues were the main responsibility of the government rather than corporate profit or efficiency in the management of the telecommunications system.

With the private investment in the sector, these roles will change dramatically. Generally, governments have relieved themselves of the responsibility to provide telecom service; and private or "corporatised" government operators have assumed the responsibility of profitability and service improvement; while the government or a specialized agency has stepped into the role of a full-time regulator protecting the needs of the user.

As telecommunications is commercialised and these responsibilities change, a need to regulate that change arises. Governments have a public welfare interest in regulating carriers who otherwise have the ability to control their own market place. Furthermore in the newly restructred industry the former monopoly carriers who are now mostly the dominant carriers, and potential investors/operators have a need to know in advance what the rules of the game will be in the environment in which their investment is sought.

While the regulatory cliche that one should fully regulate monopolies, and not regulate fully competitive services, is often sound, most countries do not find themselves in such clear extremes, particularly in the developing world. Thus, it is in everyone's interest to make and publicise decisions about the kind and amount of regulation appropriate to achieve the government's goals and the potential investor's aspirations.

Having undertaken an in depth review of the albeit brief histories of market reaction to different types of regulatory models around the world, the conclusion is that, in general, a government is better able to encourage healthy economic growth of the telecommunications sector in a developing economy, and an investor is better able to evaluate when and where competetion will be permitted, through a scheme which regulates either by carrier or/and by service. In conceiving and drafting the guidelines of a macro regulatory scheme for the sector a

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developing economy is more likely to achieve typical government and operator goals of universality of service, increase and improvement in quality of service, variety of offerings, and reasonableness of price, through a scheme where the carrier as well as the service is the focus of regulation. Similarly, the investor is likely to be better able to predict his future.

On the corporate side of the legal issues, investors naturally will be interested in the capital structure established by the government. This will provide critical input to the risk/reward formula such as how mush investment will be required, when, and in what forms; what amount of control the investors will have over the operation of the company, and how the balance of the company's stock will be distributed. In this area, there are perhaps as many models as there are privatisation.

The regulator in each country is important in guiding the sector and creating the environment that will act as a catalyst for the rehabilitation, expansion and development of a strong telecommunications and hence communications and information infrastructure in the country. That infrastructure should able to integrate into the SADC "Regional Infrastructure", that in turn can access the "Global Information Infrastructure". To achieve this the following elements are important to be entrenched in the regulatory framework in law, structure and operation:

(a) Transparent regulations and procedures for licencing, equipment certification, tariff regulation, frequency allocation and all decision making;

(b) Transparent operating system;

(c) Integrity of its systems and personnel;

(d) Objectivity and efficiency;

(e) Accessibility by the major players in the sector and public;

(f) Continuous professional competence;

(g) Freedom from undue influence be external pressures not to the public interest be they biaral political or material.

COOPERATION AND INTEGRATION:

Communications and information and especially telecommunications have a catalytic role in the evolvement of the Southern Africa Development Community in the same way they have on the economic social and stabile development of the individual countries. To date some humble steps have been taken within SADC especially with the head of SATCC in Maputo in the areas of coordination in

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telecommunications and especially frequency planning and management. These have been aimed at encouraging individual members to:

(a) Implement the removal of "gaps or missing links" in the crossborder telecommunications network especially under the PANFTEL Network;

(b) Encouraging adequate maintenance of telecommunications networks;

(c) Cooperation in human resource development and institutional capacity building;

(d) Reduction of cross border frequency interferences;

(e) Harmonization of frequency allocations and licencing procedures;

(f) Harmonization of routing plans;

(g) Introduction of harmonized new technologies for compatibility hence communication and informatics.

With the advent of SADC replacing SADCC there is urgent need to accelerate the process to move from coordination through harmonization to integration, and even immediate integration in some areas. Traditionally one would be tempted to wait for the national restructuring and development to be completed then move to the regional level. However the rate of change of technology, the speed of global development in information, trade and etc, as well as the demand by our societies to have efficient intra SADC trade and interaction require immediate action.

Furthermore it is no more questionable that effective telecommunications and information have a critical and catalytic role in capturing all opportunities for SADC economic, social, political and technological development, and enhancement of improved quality of life, social stability unity and political tranquillity. A fitting coinage would be "ICAVSID" of SADC which translates into:

> "Information and Communication Are Vital for Integration and Development of SADC".

To achieve this governments of both the restructured and the yet-to-be-restructured telecommunications and information sectors in our countries should:

(i) Institute the following changes in the sector:

(a) Separation of Political, Regulatory and Operational responsibilities;

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(b) Provision of regulatory institution that are politically independent, able to create the right conducive regime and free from operational responsibilities;

(c) Provision of managerial, financial and personnel autonomy to operating entities.

(ii) Have clear understanding of the various telecommunications interests and needs of the general public, present and potential investors, present and potential users, taxpayers, and special interest groups (defense, trade; entertainment and etc);

(iii) Have clear understanding and acknowledgement of the available and potential resources and capacity be they public or private;

(iv) Create the requisite regulatory and market/operational regime that is conducive to the most efficient and effective mobilization of resources and capacity in an integrated and sustainable way;

(v) Define and set strategies for the development of basic and value added services in a way that recognizes and addresses the specific circumstances, priorities and peculiarities of different communities (e.g. rural and urban) within each member country, but harmonized between countries so, as to finally lead to integrated national networks, and an integrated SADC network that can access the "Global Communication Village" or the "Global Information Infrastructure";

(vi) Identify and enhance the specialized telecommunications needs of special areas like health, transportation, customs, international trade, mail, education, data, disasters, broadcasting (including cable TV), information and etc.

(vii) Take advantage of convergence of technologies so as to enhance cost reduction and enhance "leap-frogging" of intermediate development steps. SADC needs to do better than run if it is to hope to catch up with the pace of development telecommunication and information in the rest of the world.

(viii) Develop SADC local manufacturing capacity;

(ix) Although external resources are useful for the development of telecommunications in SADC, the ultimate success or failure is the ability of SADC to both mobilize internal public and private resources, and management the investment technologies and resources (financial and human) generated within the telecommunications sector.

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(x) On the questions of deregulation and privatization, there were and will always be many options and opinions. However while all agree that there must always be a form of regulation or even re-regulation, and most agree that privatization while important cannot by itself be the panacea to the solution of problems facing SADC, it is my considered view that a combination and fine tunning of private and public participation within the objectives and strategies to achieve the issues under (i to ix) above are what each of our countries and SADC should strive to achieve. The speed of same should be such as to be within the total national individual and SADC joint technological, resource and managerial capacity. There is no textbook formula.

(xi) Finally recognize the need to evolve forums and systems through which all players participate in the development of policies and strategies in the sector at national and SADC levels.

CONCLUSION:

In conclusion:

(1) SADC member countries should immediately accept the reforms taking place in the sector worldwide, immediately do the sector restructuring and create the autonomous regulatory authorities legally, financially and operationally;

(2) In recognition that Information and Communications Area Vital for the Integration and Development (ICAVSID) of SADC, the following protocols be prepared and implemented at SADC level so as to accelerate the creation of integrated SADC information and telecommunications networks that can access the continental and global information infrastructure:

(a) Immediate restructuring of the sectors at national level through:

(i) Separation and creation of autonomous telecommunications and postal operators from the present Postal and Telecomms Corporations or Departments;

(ii) Creation of one independent regulator for both communications and information;

(iii) Consolidation of communications and information to be handled together.

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(b) Immediate harmonization of national policies in communications and information including reserved and non-reserved services as well as universal access or availability of services.

(c) Harmonization of legal instruments leading to integration of regulatory issues and institutions.

(d) Harmonization of regulations, standards and practices leading to integration of frequency planning and management;

(e) Harmonization of policies and regulations leading to standardization of technologies and equipment standards;

(f) Harmonization of policies and entry conditions hence creating an environment conducive to private sector participation in the sector and efficient public investment.

(g) Harmonization leading to integration of licencing and tariff procedures and structures.

(h) Removal of cross boarder barriers to public and private investment including cross border buying of shares in value added and new services and basic telecommunication services;

(i) Harmonization of policies giving encouragement (positive discrimination) to intra SADC investments as opposed to investment from outside SADC;

(j) Consolidation of representation in international organizations and joint preparation of positions on issues at international forums;

(k) Integrated consideration and implementation of regional projects especially:

(i) Joint research and Training Centres;
(ii) Joint local manufacturing
(iii) Joint networks like marine cables, satellites etc;
(iv) Regional Communication Centres;
(v) Rural telecommunications Development projects especially along common borders.

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3. The above can be done in an evolving approach but with the recognition that evolution can be accelerated, and that quite a few things can be done sysmultaneously not everything has to wait for another to happen.

4. Above all it is imperative to recognize and accept that, political commitment, mutual not equal benefit and moral authority to achieve the objectives we set for ourselves are the most dominant pre-requistites for a successful Community.

E. N. OLEKAMBAINEI
DIRECTOR GENERAL/TCC

NB: These views do not reflet the official position or views or the Tanzania Communication Commission or the Tanzania Government,

JANUARY, 1995

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SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION
(SATCC)
STAKEHOLDERS REGIONAL WORKSHOP ON SADC TREATY PROTOCOL DEVELOPMENT - POSTAL SUBSECTOR
JOHANNESBURG - HOLIDAY INN (GARDEN COURT)
15 MARCH 1995

SUBJECT TITLE : THE STATUS OF REGIONAL COOPERATION IN POSTAL SERVICES

PRESENTED BY:

JOHN S. SIKHONDZE - SATCC-TU POSTAL EXPERT: FORMERLY MANAGING DIRECTOR, SWAZILAND POSTS AND TELECOMMUNICATIONS CORPORATION (1988-1992), DIRECTOR OF POSTS AND TELECOMMUNICATIONS, SWAZILAND (1974-1988)

MAPUTO, MOZAMBIQUE
MARCH 1995

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OVERVIEW

It is indeed an honour and a pleasure for me to have been invited to speak to you at this workshop on the status of Regional Cooperation in Postal Services. There is a strong tradition in the Postal field for sharing of experience among operators of Postal Services in such areas as network planning, utilization, use of new Technologies, standards of effective interconnection and administrative procedures and so on. I believe that this forum presents both a formal and informal opportunity for all the stakeholders for such dialogue. As we all know, international regulatory mechanism for Postal Services worldwide is exercised through the Universal Postal Union which was founded in 1874 and became a UN specialised agency in 1947/48. The UPU principles as enshrined in the constitution are universality, reciprocity and freedom of transit as all members of the Union Constitute a single Postal Territory for the exchange of mails.

Southern Africa as a sub–region of the African Continent globally regarded as a region of the world has already been coordinating and harmonising postal activities in close cooperation with regional economic and development communities. The harmonisation and coordination of Postal Services in Southern Africa began in 1985 when SADC Postal Directors agreed to meet annually for this purpose. The Tenth Meeting of Postal Directors was in February 1994 in Maputo and the Eleventh meeting will be in Windhoek early in May this year.

It can be said here that Regional Cooperation STEMS from economic requirements, cultural ties and political realities and that it can be enhanced if reliable and efficient regional networks are in place. In short, we require to increase community interest in the postal field as a spur to regional network cooperation. In this connection, it is important for SADC countries to introduce computerised track and trace system to provide information to customers on the location status of accepted mail items from the point of acceptance to the final point of delivery, the system must also provide the operators and customers with performance and service information for quality control purposes.

We have seen the establishment of the Pan African Postal Union (PAPU) through regional cooperation when 38 OAU Member States signed the First Arusha Convention subject to ratification on the 18 January 1980. The Union celebrated its 15th Anniversary early this year and it is hoped that cooperation will be enhanced to cover common approaches in operational procedures and the expansion of Postal Services in Africa. The issue of common standards for integration in a single postal market must be addressed by the entire PAPU membership if Postal Services have to move forward in Africa.

It may be a case that the Postal Protocol to the SADC Treaty once in place may witness the establishment of a Restricted Union for the 11 SADC countries within the meaning of Article 8 of the Universal Postal Constitution to strengthen the cooperation that already exists and to serve as the successor of the now defunct African Postal Union (APU) had which its last meeting in Cape Town in November 1948. At this stage, it is important to note that 5 SADC Member States have signed a Multilateral Agreement which came into force 1 April 1994 for purposes of exchanging Postal Parcels and money Transfer Services for issuing and payment of money orders and postal orders within these countries under certain conditions.

The Parcel Post Agreement covers the exchange of ordinary parcels. Insured parcels and cash on delivery (COD) parcels. The tendency in the past since the collapse of the African Postal Union (APU) which was a restricted Union of the Universal Postal Union (UPU) was that Intra-SADC Postal Relations were mainly regulated by Bilateral Agreements for purposes of exchanging mails and money transfer services within the region. The extra-SADC relations were regulated under the Universal Postal Convention and the UPU Parcel Post Agreement including other optional Agreements appropriate for application within the Region. All SADC countries are members of the Universal Postal Union now that South Africa has been re-admitted during the 1994 UPU Congress in Seoul, South Korea. The majority of SADC Member States are also members of the Pan African Postal Union (PAPU) - (a specialised agency of the OAU in the postal field).

It is anticipated that other member states of SADC may accede to the Multilateral Agreement which has been signed by the 5 other countries in 1994. Perhaps this is an important matter to be addressed by the parties to this Agreement when they meet in Windhoek at the end of April as there appears to be no accession provision in that agreement. The non-signatory Member States of SADC have been invited as observers in that meeting with the object of becoming party to the multilateral agreement. It would of course be advantageous if all SADC countries were party to the said agreement in the near future.

On the issue of continued PAPU membership of SADC Member States if a decision was taken to establish a restricted union within the meaning of article 8 of the UPU Constitution, it may be appropriate to note that other African countries especially in North Africa are members of both PAPU and the Arab Postal Union (APU) (a specialised agency for the Arab League in the postal field).

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Regional cooperation in Human Resources Development, we have seen the advent of multi country approach on training – MCTC in Malawi is a case in point. However there is an urgent need to upgrade the level of training to include management and specialist training in this centre. The MCTC in my opinion must be commercialised and it must allow participation in courses by all SADC countries whether signatory or not to the Inter–Governmental Agreement which was signed by Botswana, Lesotho, Malawi and Swaziland in July 1987. The MCTC must in my opinion be incorporated under companies law and the Postal Entities being regarded as shareholders after signing a Joint Venture Agreement. The centre could be under the direction of the Board of Directors appointed by the shareholders in accordance with Memorandum and Articles of Association.

FUTURE CHALLENGES TO REGIONAL COOPERATION IN POSTAL SERVICES

The days of routing intra–SADC Postal Traffic via extra–regional/international centres are over and these practices where still applied are stunting to the increase of the community of interest within the SADC Region.

We need to know the level of Postal traffic for intra–SADC relations as a single market covering approximately 6.9 million square kilometres with a total population of 125.3 millions. It will be noted that the penetration of Post Offices in relation to population is very low (see table attached to this paper). The Universal Postal Union standard for developing countries of one Post Office to serve on average 25000–30000 persons and we are nowhere nearer in achieving this standard in view of the increase in population not matched with the provision of more Post Offices and Private Boxes. There is very little investment in Postal Services if not nil – this has a negative effect on business growth and profitability.

During the 19th century the Postal Service was a subject of quite a number of social reforms, the most important of which was the introduction of the Universal Penny Post in Great Britain in 1840 following the principle attributed to Sir Rowland Hill (the Great Postal Reformer) of a Universal Postal Service at a Universal Letter tariff. The evolution in monopoly, quality of service and competition in Global Postal Services and the ability of Postal Administrations to adapt to an ever changing market will no doubt determine what our future will be. This is perhaps nowhere more true than in Africa in particular the SADC Region. Governments not the Post Office has power over monopoly – Governments must choose to provide further scope for competition and take

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upon themselves power over monopoly which may have vested with the Post Office – once that happens it will be Government not the Post Office which will have power to alter or even suspend the monopoly whenever the Post Office does not or is unable to provide a decent standard of service.

At the same time Government will licence people to operate in areas that would otherwise fall within the scope of the monopoly. In Great Britain for example the most important of the changes mentioned above was the issuing of a general licence to allow anyone to convey urgent letters at a price of one pound sterling or more per item. The effect of this was to legitimise the activity of private courier firms, a sector of the market which has grown dramatically since. This is equally true in the SADC Region – in my opinion there is an urgent need to re–define the role of the post and to establish an appropriate regulatory framework to level the playing field and let market forces at play. The roles in policy, regulatory framework and operations call for re–definition in view of the changing environment. Competitive pressures will increase even further now that Southern Africa is a Community. The single market principle will certainly bring increased de–regulation and more intense competition in all areas of economic activity including Postal Services.

FOSTERING

Cooperation amongst States to strive for a well developed and balanced national postal network as well as the establishment of regional networks poses many challenges but at the same time opportunities for effective and efficient solutions. We must explore possibilities for regional cooperation in research and development, local manufacture and procurement of postal equipment. We must establish programmes for extending postal facilities into the remote areas of the region where the majority of the population live.

Thank you for your attention.

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ANNEX I

Southern Africa Transport and Communications Commission (SATCC)

General Postal Statistics for SADC Countries

Country	Size (000) (Square Kms)	Population 1993 (Million)	LC / AO Penetration	Post Office Penetration	Private Boxes Penetration
Angola	1246.7	9.7	0.19	68125	330
Botswana	581.7	1.4	23	7143	27
Lesotho	30.4	1.9	27	9091	77
Malawi	118.5	9.1	15	19868	290
Mozambique	801.6	16.5	1	35759	905
Namibia	824.3	1.5	32	21687	95
South Africa	1221.0	35.1	8	16786	24
Swaziland	17.4	0.9	28	11429	38
Tanzania	945.1	26.0	6	36892	260
Zambia	752.6	8.3	8	13732	156
Zimbabwe	390.6	10.4	30	39179	328
Total	6929.9	120.6	9	22884	66

Source: Social Indicators of Development (1994 World Bank Book)

Sub - Saharan Africa : Area = 24.3 Million Square Kilometres
Sub - Saharan Africa : Population = 546.4 Million
UPU Standard : 1 Post Office = 25 000 - 30 000 Persons

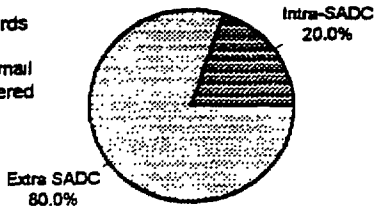
ANNEX II

GENERAL POSTAL STATISTICS FOR INTRA AND EXTRA SADC COUNTRIES

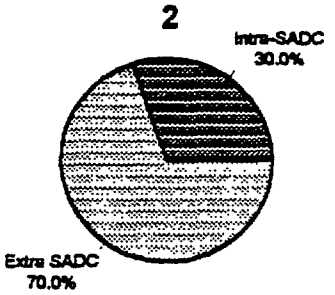
Intra SADC Traffic Assumptions

1

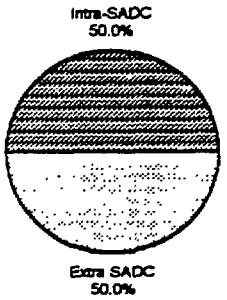
Letters / Postcards (LC/AO) Surface and airmail including registered items (Posted and delivered)

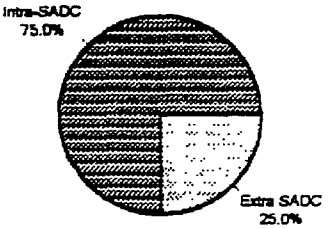


2

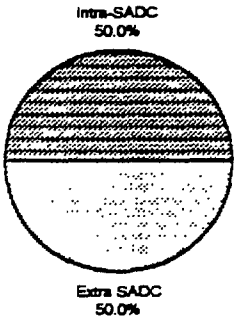


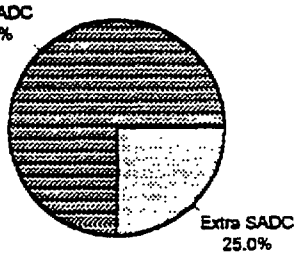
Parcel Post (CP) (Posted and delivered)



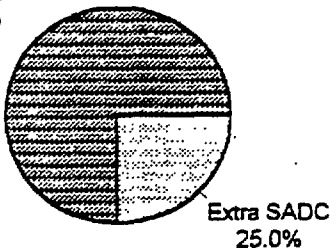


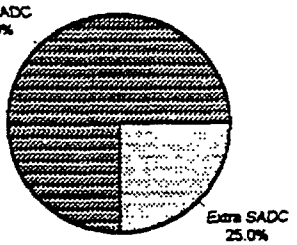
Money Orders (Issued and Paid)





Postal Orders (Issued and Paid)





Note: SADC country A reported 1994 mail traffic - total number of posted postal items 4 868 975 - items destined to SADC countries, 882 125 which represents 18.1% of the posted mail traffic.

Total number of postal items delivered in country A is 5 383 370 - mail items received from SADC countries are 2 283 415 which is 42.4% of the total mail delivered in country A.

ANNEX III

Some SADC Postal Services Performance Statistics for 1993 and 1994

Country	Angola		Botswana		Lesotho		Malawi		Mozambique		Namibia		South Africa		Swaziland		Tanzania		Zambia		Zimbabwe	
Year	1993	1994	1993	1994	1993	1994	1993	1994	1993	1994	1993	1994	1993	1994	1993	1994	1993	1994	1993	1994	1993	1994
1. Population (Million)	9.73		1.36		1.88		9.08		17.3	17.3	1.52		35.1		0.850		25.85		8.27		10.38	11.1
2. GNP/ Per Capita (USD)	650		2790		590		210		90	80	1810		1875		1090		110		450		570	585
3. Area (000 Square Kilometres)	1246.7		581.7		30.4		118.5		801.6	801.6	824.3		1221.0		17.4		945.1		752.6		390.6	390.6
4. Number of Post Offices			100		45				313	325	74		1638		41		203		164		190	181
5. Number of Postal Agencies			68		95				164	162	9		453		29		537		236		89	88
6. Total Staff			1144		622					324	605		23891		289		2104		1100		1887	1843
7. Total Mail Posted (LC / AO) (000 000)			27		1				3	1	30		156		17		60		36		292	298
8. Total Mail Received (LC / AO) (000 000)			10		1				6	6	47		141		14		60		13		56	54
9. EMS Items Posted (000)			16		4				21	7	N/A		4		4		11		9		63	95
10.EMS Items Received (000)			8		1				8	3	1		136		1		9		3		19	15
11.Private Boxes (000)			55		23				7	7	54		1438		26		105		46		87	87
12.Parcels Posted (000)			12		4				8	0	N/A		394		3		45		30		220	148
13.Parcels Received (000)			193		37				3	7	N/A		449		31		74		22		168	31
14.No of Persons per Post Office	ERR	ERR	8095	ERR	13286	ERR	ERR	ERR	36268	35524	18313	ERR	16786	ERR	12257	ERR	35068	ERR	20675	ERR	37133	41284
15.No. of Persons per Private Box	ERR	ERR	25	ERR	82	ERR	ERR	ERR	2662	2662	28	ERR	24	ERR	33	ERR	247	ERR	190	ERR	159	168
16.No. of Letters per Person	0	ERR	27	ERR	1	ERR	0	ERR	0	0	50	ERR	8	ERR	35	ERR	5	ERR	6	ERR	34	32
17.Mail Volume (000) / Per Staff	ERR	ERR	32.7	ERR	3.9	ERR	ERR	ERR	ERR	21.1	126.5	ERR	12.4	ERR	105.0	ERR	57.2	ERR	44.6	ERR	184.8	191.1
18.Average Airmail Transit Time within SADC Region			3 Days		5 Days				4 days	4 days	4 - 5 Days		4 days		4 Days		3 days		3 Days		3 days	3 days

Key:- LC / AO = Letters & Cards / Any Other

EMS = Expedited Mail Service

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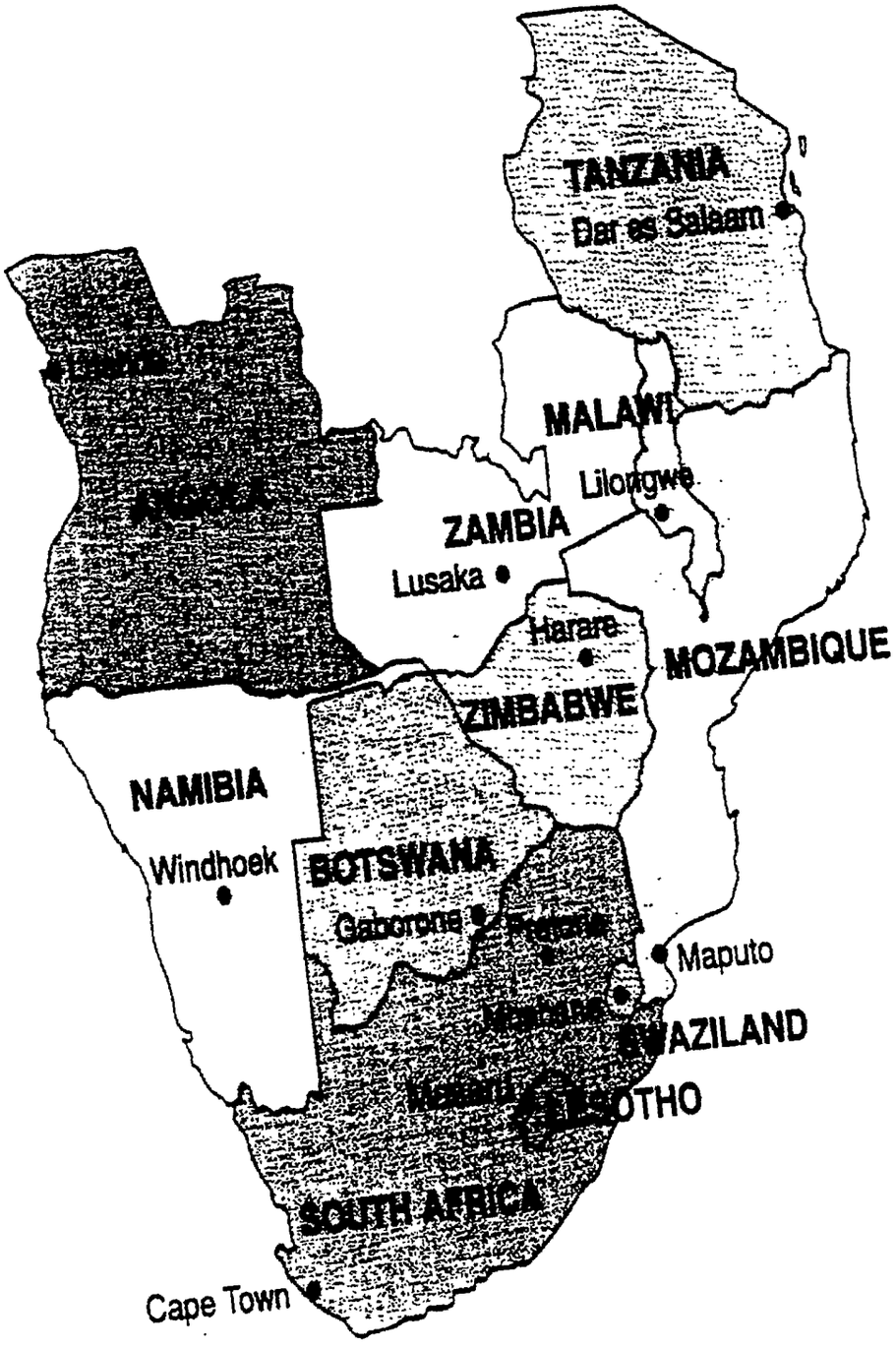
TANZANIA
Dar es Salaam
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ZAMBIA
Lusaka
Harare
MOZAMBIQUE
ZIMBABWE
NAMIBIA
Windhoek
BOTSWANA
Gaborone
Maputo
SWAZILAND
LESOTHO
SOUTH AFRICA
Cape Town

LIST OF REGIONAL TECHNICAL EXPERTS AND WORKSHOPS ATTENDED

NAME	REGIONAL WORKSHOPS	NATIONAL WORKSHOPS	OMNIBUS WORKSHOP (Y/N)
Bernard Mlenga	Johannesburg	Malawi, Zimbabwe, Lesotho	Y
C.V. Mpinga Mgana	Johannesburg		N
David Zausmer	Harare	Malawi, Zimbabwe, Swaziland	Y
E.A.M. De Paauw	Harare, Johannesburg	South Africa, Namibia	Y
E.N. Olekambainei	Johannesburg	Botswana, South Africa	N
George Lewis	Johannesburg		Y
Michael Pinard	Harare		N
Mark Tilbury	Harare		N
Nick Lostrom	Harare		Y
Heather Chalcraft		Zambia, Tanzania	Y
Peter Khomonngoe	Johannesburg		Y
Sidney Bird	Harare		N
Stallard Mpata	Harare	Malawi, Zambia, Tanzania	Y
Isaac Chaza	Johannesburg	Namibia, Zimbabwe, Lesotho	Y
Martin Kuzviwanza	Harare		Y
Louis Siwande	Harare		N
Francisco Fernandes	Harare, Johannesburg	Mozambique, Angola	Y
Winton Gibbs	Harare		N

National Workshop Staff

Country	Facilitators	Technical Experts	Dates
1. Malawi	Fred Fisher William Thomas	David Zausmer Stallard Mpata Bernard Mlenga	May 3-5
2. Botswana	Peter Falion Richard Wall	E. Hachipuka E. Olekambaine	May 3-5
3. Namibia	Jim Billings Paul Riecks	E.A.M. De Paauw Isaac Chaza	May 3-5
1. Zambia	Fred Fisher William Thomas	Stallard Mpata Sikhondze Hachipuka	May 10-12
2. South Africa	Peter Falion Richard Wall	E. Olekambaine E.A.M. De Paauw W. Gibbs	May 10-12
3. Zimbabwe	Jim Billings Paul Riecks	David Zausmer Isaac Chaza B. Mlenga	May 10-12
4. Angola	Ed Connerly Ed Robbins	Alfredo Namitete Francisco Fernandes	May 10-12
1. Tanzania	Fred Fisher William Thomas	Stallard Mpata Sikhondze	May 17-19
2. Swaziland	Peter Falion Richard Wall	David Zausmer E. Hachipuka	May 17-19
3. Lesotho	Jim Billings Paul Riecks	Gibbs B. Mlenga	May 17-19
4. Mozambique	Ed Connerly Ed Robbins	Alfredo Namitete Fernandes	May 17-19

SATCC PARTICIPANTS

ALFREDO NAMITETE
CHAIRMAN, SATCC COMMITTEE

SMAK KAOMBWE
ACTING DIRECTOR

O.R. NUNDU
CIVIL AVIATION SPECIALIST

JOHN S. SIKHONDZE
POSTAL EXPERT

J.O. MKINGA
PORTS & SHIPPING EXPERT

D. GOREJENA
FINANCE OFFICER

A. NEMAKONDE
STATISTICIAN

REMIGIOUS MAKUMBE
RAILWAY ENGINEERING SPECIALIST

B.K. MLENGA
METEOROLOGY EXPERT

WILFORD D. MBVUNDULA
ROADS SPECIALIST

GODWIN PUNUNQWE
RAILWAY EXPERT

HENRY MUSONI
TRAINING SPECIALIST

MARCELINO TAYOB
TELECOMMUNICATIONS EXPERT

Maputo, 16.11.94
TU/L/925/94

Permanent Secretaries

Attn.

RE: SATCC PROTOCOL DEVELOPMENT PROJECT

I am pleased to inform you that after securing the necessary funding from USAID, SATCC has finally commenced the process of developing the Transport and Communications Protocol/s as was mandated by the SADC Council of Ministers in January 1994.

This process is principally based on the programme which was approved by the SADC Council of Ministers in January 1994 and which has been discussed at various SATCC meetings especially the Working Group, Coordinating Committee and Committee of Ministers. However, some further refinement and modifications have been introduced particularly to ensure fulfilment of the SADC Summit and Council directive that protocols defining areas and the mode of cooperation in specific areas should emerge from a process which entails popular participation or extensive consultations with a wide range of people concerned i.e. Stakeholders.

Hence, the process to be used in this case will involve a programme of action that will include the preparation of technical papers, the convening of regional and national-level brainstorming workshops, and will culminate in a single, regional omnibus workshop. As previously indicated, this ambitious effort will require for its success your co-operation, participation, and support.

The process is one that seeks the input and consensus of public and private sector institutions and individuals. These interested and affected parties -- called stakeholders -- include ministries, trade associations, user groups, and others.

With the participation of each SADC member state, SATCC will study the technical issues, analyze stakeholder interests, positions, and expectations, identify constraints and obstacles, and build commitment toward the Protocol/s themselves.

During the course of 1995, the programme objective will be to develop specific agreements on a number of policy and operational issues of regional concern -- in the railways, roads, ports and shipping, air transport, telecommunications, postal service and meteorology sub-sectors. Such agreements are vital to the development of Protocol/s in these areas. It is therefore important that individual countries ensure that there is broad-based dialogue involving a cross-section of interested parties at the national level.

The participatory consultative process is at the heart of SADC/SATCC's approach. Hence, stakeholders from throughout the SADC region will be invited to voice their views during a series of regional and national workshops which will take place between February and August 1995. There will be many workshops -- some for two to four days, some with 50-75 participants, some national only, some regional. Around August 1995, the omnibus workshop will be organised for the development of regional agreements and discussion of inter-sectoral and linkage issues.

Over the course of the project life, there will be frequent communication between SATCC and stakeholders in SADC-member countries. Mr Shemmy Simuyemba, formerly with United Nations Commission for Trade and Development (UNCTAD) in Malawi and the Ministry of Communication and Transport in Zambia, has been engaged, through project funds, to assist SATCC in coordinating this Protocol Development Project. You will be hearing from him soon and I urge your active participation in this important effort.

SATCC's Protocol Development Project is being supported by a USAID contract (Implementing Policy Change) and will be carried out through the assistance of Abt Associates Inc. and Management Systems International.

I look forward to your co-operation and support.

Sincerely,

Percy M. Mangoaela
Director

SOUTHERN AFRICAN DEVELOPMENT COMMUNITY

SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION (SATCC)

CP 2677 MAPUTO
MOZAMBIQUE

TELEPHONE: 420214/420246
FAX: 420213
TELEX: 6606/6597 SATCC MO

TO: MR. FRANCISCO LOURENCO FERNANDES
National Director
Ministry of Transport & Communications
Luanda - Angola
FAX 391032

9 Pages

19th January 1995

Dear Mr. Fernandes,

INVITATION TO REGIONAL WORKSHOPS ON PROTOCOLS DEVELOPMENT

Let me take this opportunity to thank you for your support during the visit of Mr. Shemmy Simuyemba , Protocol Dvelopment Co-ordinator to your country`s participation to the two regional workshops which will be the first step towards defining the framework for strengthened co-operation in transport and communications in the new SADC.

1. HARARE WORKSHOP
The first **Regional Sub-sector Stakeholder Workshop** will be held in Harare, Zimbabwe at the Holiday Inn, from Monday 20th to Friday 24th February 1995. This workshop will cover the sub-sectors of; Railways, Ports and Shipping and Roads and Road Transport including Customs Cross Border Facilitation issues.

2. JOHANNESBURG WORKSHOP
The second **Regional Sub-sector Stakeholder Workshop** will be held in Johannesburg, South Africa at the Holiday Inn Garden Court from Monday 13th to Friday 17th March 1995. It will cover the sub-sectors of; Meteorology, Civil Aviation, Postal Services and Telecommunications.

PARTICIPATION
You will appreciate that this process is a " One off " one which will not recur and is intended to define the future course of our co-operation in the region for years to come. It is for this reason that I urge that you personally head your country`s delegation to the two workshops.

Equally, it is important that the various sub-sectors are headed by Directors or Chief Executives of the departments or institutions concerned.

Attached, please find the Workshop Programmes and other details of the workshops. Please do not hesitate to contact Mr. S. Simuyemba should you require further information or any clarification.

With my Sincere Regards,

p.p. **Percy M. Mangoaela**
Director

SOUTHERN AFRICAN DEVELOPMENT COMMUNITY

SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION (SATCC)
CP 2677 MAPUTO
MOZAMBIQUE
TELEPHONE: 420214/420246
FAX: 420213
TELEX: 6606/6597 SATCC MO

To: Dr. F. Williams
Permanent Secretary
Ministry of Works, Transport and Communications
Windhoek, Namibia
Fax: 264-61-228560

6th February 1995

No. of Pages: 8

JOHANNESBURG PROTOCOLS WORKSHOP

Further to the communication by the Director of SATCC, inviting your country's participation to the regional workshops on the development of Transport and Communications Protocols, attached, please find, guidelines for selecting participants and the agenda for the Johannesburg workshop.

The second **Regional Sub-sector Stakeholder Workshop** will be held in Johannesburg, South Africa at the Jan Smuts Holiday Inn Garden Court from **Monday 13th to Friday 17th March 1995**. Monday will be devoted to Civil Aviation, Tuesday to Meteorology, Wednesday to Postal Services and Thursday and Friday to Telecommunications.

Kindly let us have the names of your country's delegation at your earliest but not later than Monday, 13th February 1995.

Yours Sincerely,

Shemmy Simuyemba
Protocol Development Co-ordinator
For Director of SATCC

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SATCC-IPC PROTOCOL DEVELOPMENT PROJECT
REGIONAL SUB-SECTOR STAKEHOLDER WORKSHOP
HOLIDAY INN, HARARE, ZIMBABWE, 20-24 FEBRUARY 1995

WORKSHOP INFORMATION

PARTICIPATION

SATCC through the Protocol Development Project, will meet the cost of participation of three delegates per sub-sector. Guidlines are provided in the Work Plan circulated during the country consultative missions. In addition, this should include a representative from the road freight association, department of customs and the Ministry of transport, making a total of twelve participants per country.

Please note that countries are free to include additional delegates provided they meet their own cost of participation. However, in all cases, **names of participants must reach SATCC, Maputo not later than 6th February 1995** to facilitate timely finalisation of logistical arrangements.

WORKSHOP SCHEDULES

The workshop schedule is as follows; Monday 20th, Railways; Tuesday and Wednesday, 21st and 22nd, Ports and Shipping; Thursday and Friday, 23rd and 24th, Roads and Road Transport. In this regard, it is important that participants arrive in Harare no later than the evening prior to their respective sessions. For example, participants involved in railways would be expected to be in Harare by the weekend and those to be involved in roads by Wednesday 22nd February 1995.

TRAVEL AND COSTS

The Project will pay for an economy return fare per eligible participant. In addition, other costs to be met will include; hotel accomodation and lunch. A flat daily rate for incidental expenses will be paid in line with current USAID applicable rates, being the sponsors.

Tickets can either be sent by Prepaid Ticket Advice (PTA) or re-imbursed in Harare. Information on delegates preferences in this respect, **should be indicated when lists of participants are sent.**

TRANSPORT

A hotel bus will be available for airport transfers. In this respect, **please indicate specific itineraries when advising names of delegates.**

ACCOMODATION

Accomodation has been block booked at Holiday Inn, Harare, which is also the venue for the workshop. Eligible participants can only be paid for at Holiday Inn and not at any other hotel.

AGENDA

The workshop Agenda is attached with the invitation.

DOCUMENTS

Measures are being taken to ensure that the necessary technical discussion documents are made available to delegates before departure from their respective countries. In this regard, delegates should liaise with their respective Ministries of Transport which are the focal points for co-ordinating arrangements for the workshop in each country.

REGISTRATION

Registration will be done prior to the commencement of each sub-sector session.

OTHER INFORMATION

Other information as necessary will be made available to delegates at the workshop site. For any assistance that may be required during the workshop, please do not hesitate to contact Ms Suzana Cristavao, Administrative Assistant, who will be available throughout the duration of the workshop.

Maputo, January 1995.

ORIGIN: AID-1
INFO: DCM-1 AMB-1

DISTRIBUTION: AID
CHARGE: AID
APPROVED: DIR:RCARLSON
DRAFTED: PIS/PDM:TBORN
CLEARED: 1.PDM:ACATES, 2.PPA:CMCCARTHY, 3.DD:JSMITH

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INFO RUDKLD/AMEMBASSY LUANDA 0152
RUEHRU/AMEMBASSY MASERU 1618
RUEHOR/AMEMBASSY GABORONE 4515
RUEHWD/AMEMBASSY WINDHOEK 0524
RUEHMB/AMEMBASSY MBABANE 2128
RUEHDR/AMEMBASSY DAR ES SALAAM 9850
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AIDAC

AID/W FOR IPC, JEANNE NORTH

E.O. 12356: N/A
SUBJECT: IPC PROJECT SUPPORT TO THE SOUTHERN AFRICA DEVELOPMENT COMMUNITY (SADC) AND SOUTHERN AFRICA TRANSPORT AND COMMUNICATION COMMISSION (SATCC) FOR REGIONAL INTEGRATION

1. SUMMARY: THIS IS TO ADVISE MISSIONS IN SADC-MEMBER COUNTRIES OF A USAID ACTIVITY UNDERWAY TO ASSIST SATCC'S DEVELOPMENT OF PROTOCOLS IN SUPPORT OF REGIONAL INTEGRATION. THIS ALSO ADVISES MISSIONS THAT THESE ACTIVITIES ENTAIL WORKSHOPS IN EACH MEMBER COUNTRY. SINCE THESE WORKSHOPS ARE SPONSORED BY SATCC, REQUIRE NO MISSION SUPPORT, AND ARE ON A FAIRLY TIGHT SCHEDULE, WE PROPOSE TO ALLOW SATCC TO PROCEED WITHOUT REQUESTING COUNTRY CLEARANCES FOR EACH WORKSHOP. USAID/MAPUTO AND IPC WILL ENSURE THAT USAIDS ARE INFORMED OF THE DATES, VENUES AND SUBJECTS OF THE WORKSHOPS, AND OFFERED A BRIEFING AND/OR A CHANCE TO PARTICIPATE.

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2. BACKGROUND: SATCC IS RESPONSIBLE FOR COORDINATING THE DEVELOPMENT, MANAGEMENT, AND OPERATIONS OF THE REGIONAL TRANSPORT AND COMMUNICATION SECTORS IN SOUTHERN AFRICA. SATCC COORDINATES THE ACTIVITIES OF THE MEMBER STATES RELATED TO THE SECTORS, PROVIDING MEMBER STATES WITH POLICY GUIDANCE AND TECHNICAL ASSISTANCE IN SEVERAL TECHNICAL FIELDS.

SATCC HAS BEEN CHARGED BY ITS PARENT ORGANIZATION, SADC, WITH PREPARING PROTOCOLS TO THE SADC TREATY. THESE PROTOCOLS WILL, IT IS HOPED, IMPROVE COOPERATION AMONG THE 11 MEMBER STATES IN THE AREAS OF TRANSPORT AND COMMUNICATION.

3. TO ASSIST SATCC, USAID/MAPUTO (UNDER THE SADC TRANSPORT EFFICIENCY PROJECT) AND USAID/HARARE (UNDER PD&S) HAVE FUNDED A BUY-IN TO G/DG'S IMPLEMENTING POLICY CHANGE PROJECT (IPC) TO SUPPORT, THROUGH A PARTICIPATORY PROCESS, THE PREPARATION OF THE PROTOCOLS. THE REGIONAL PROTOCOLS COVER ALL AREAS OF SATCC RESPONSIBILITY: RAILWAYS, ROADS, PORTS AND SHIPPING, AIR TRANSPORT, TELECOMMUNICATIONS, POSTAL SERVICE, AND METEOROLOGY.

4. MANAGEMENT OF ACTIVITY: MR PERCY MANGOEALA DIRECTOR OF SATCC AND SMAK KAOMBWE, PLANNING DIRECTOR, BASED IN MAPUTO, ARE LEADING THE ACTIVITY. THE LEAD CONTRACTOR FOR THE IPC PROJECT IS MANAGEMENT SYSTEMS INTERNATIONAL (MSI). THE TEAM ASSISTING SATCC IS LED BY JOHN MILLER OF ABT ASSOCIATES (A SUB-CONTRACTOR). HE IS BASED IN ABT'S BETHESDA OFFICE. SHEMMY SIMUYEMBA, AN ABT ASSOCIATES CONSULTANT, IS BASED IN MAPUTO AS THE FULL-TIME RESIDENT TECHNICAL COORDINATOR. MR. SIMUYEMBA'S OFFICE WILL BE IN THE SATCC'S MAIN OFFICE IN MAPUTO.

THE USAID/MOZAMBIQUE PROJECT OFFICER IS TIMOTHY BORN. THE IPC PROJECT MANAGER, JEANNE NORTH, HAS TECHNICAL OVERSIGHT OF THE CONTRACTOR.

5. STRATEGY AND APPROACH: THE IPC PROJECT IS ORGANIZED TO ASSIST HOST COUNTRY ORGANIZATIONS TO USE STRATEGIC MANAGEMENT APPROACHES TO IMPLEMENT POLICY CHANGE. THE TECHNICAL "POLICIES" IN THIS SITUATION ARE AFFECTED BY MULTIPLE INTERESTS AND PERCEPTIONS. IPC ASSISTS AFFECTED PARTIES TO USE A PROBLEM-SOLVING APPROACH WHICH INCLUDES ISSUE IDENTIFICATION, A REGIONAL PERSPECTIVE ON SELF-INTEREST, A CONCERN FOR TECHNICAL QUALITY, EXCHANGE AND COLLABORATION BETWEEN PLAYERS. IT IS HOPED THAT -- APART FROM THE PROTOCOLS -- A SIDE-PRODUCT OF THE PROCESS WILL BE STRENGTHENED REGIONAL CAPACITY FOR CROSS-BORDER COLLABORATION ON INFRASTRUCTURE.

THE SATCC/IPC APPROACH CENTERS AROUND REGIONAL AND COUNTRY WORKSHOPS TO BE HELD IN EACH MEMBER COUNTRY (AUGMENTED BY PREPARATORY INTERVIEWS WITH PARTICIPANTS AND SYNTHESES OF TECHNICAL RESEARCH). THESE WORKSHOPS WILL INCLUDE THE KEY INTERESTED PARTIES IN THE SUB-SECTORS OF TRANSPORT AND COMMUNICATIONS.

REPRESENTATIVES FROM THESE WORKSHOPS WILL LATER PARTICIPATE IN AN OMNIBUS MEETING WHI
CH WILL PROVIDE A
FORUM FOR THE DEVELOPMENT OF REGIONAL AGREEMENTS AND FOR A DISCUSSION OF INTER-SECTORAL AND LINKAGE ISSUES.

6. REQUEST FOR MISSION ASSISTANCE: THIS ACTIVITY IS ON A TIGHT TIME-LINE, WITH ABOUT 15 WORKSHOPS PLANNED BETWEEN NOW AND SEPTEMBER 1995, WHEN THE IPC CONTRACT ENDS AND THE PROTOCOLS SHOULD BE NEARING COMPLETION. USAID/MAPUTO AND IPC WILL ENSURE THAT MISSIONS HAVE THE INFORMATION THEY NEED AND ARE GIVEN THE OPPORTUNITY FOR COORDINATION AND PARTICIPATION WHERE THESE ARE IMPORTANT TO THE MISSION AND THE SATCC ACTIVITY.

UNLESS MISSIONS SPECIFICALLY OBJECT, WE WILL USE THE FOLLOWING PROCEDURES FOR THE NATIONAL-LEVEL WORKSHOPS TO BE HELD IN EACH OF THE 11 SATCC COUNTRIES, AND THE OMNIBUS MEETING:

A) THE CONTRACTOR OR USAID/MAPUTO WILL E-MAIL OR FAX THE SCHEDULE FOR ALL OF THE WORKSHOPS AND MEETINGS TO ALL SOUTHERN AFRICA MISSIONS, AND, WHERE KNOWN, THE CONSULTANCY TEAM AND LOGISTIC PLANS. THE MISSION WILL RECEIVE TIMELY INFORMATION AS TO CHANGES IN THE PLANS.

B) MISSIONS ADVISE USAID/MAPUTO OR THE CONTRACTOR OF THEIR INTEREST IN PARTICIPATING IN THE WORKSHOP IN THE RESPECTIVE COUNTRY; AND WHETHER A MISSION BRIEFING IS REQUESTED.

7. FOR FURTHER INFORMATION, CONTACT CAN BE MADE WITH THE FOLLOWING PEOPLE: USAID/MOZAMBIQUE, TIMOTHY BORN; G/DG, JEANNE NORTH; JOHN MILLER, ABT ASSOCIATES, BETHESDA, MD (301-913-0500, FAX: 301-913-0562; INTERNET: JOHN MILLER@ABTASSOC.COM); SHEMMY SIMUYEMBA, C/O SATCC, MAPUTO (PHONE 258-1-420-214; FAX; 258-1-420-213).

8. PLEASE ADVISE IF THE ABOVE IS ACCEPTABLE. JETT

TO: The Permanent Secretary
Ministry of Works, Transport and Communications
Gaborone, Botswana
Fax: 267-313303

FM: Shemmy Simuyemba
Protocol Development Co-ordinator
For Acting Director of SATCC

6th April 1995
Pages:

NATIONAL WORKSHOPS ON PROTOCOLS

This serves to remind you that the National Sub-sector Stakeholder Workshops on the development of Transport and Communications Protocols will be held in each of the eleven SADC countries during May 1995 as a continuation of the consultative process which started with the regional workshops.

The workshop for Botswana will be held from 3rd to 5th May 1995 at the Gaborone Sun Conference Centre. The provisional agenda is attached together with the list of stakeholders which reflects potential participants. In addition, it is necessary to place an advert in the local press so as to publicise the event and ensure that interested parties who may not be on the list are accorded the opportunity to participate.

We would be grateful for your kind assistance in undertaking the following;

1. Re-confirming bookings for the the workshop venue. The contact is Aletta Thahane, Banqueting Co-ordinator, Gaborone Sun Conference Centre, Tel 351111
2. Sending out invitations to stakeholders as per attached list
3. Placing the attached invitation advert in the local press

The relevant documentation for the workshop is being finalised and will be sent to you in readiness for the workshop. Please note that the team of facilitators and experts who will conduct the workshop will arrive at least a week in advance. Their itineraries will be communicated in due course.

Kindly note further that SATCC, through the project will re-imburse the costs incurred by yourselves in preparing for the workshop. It is therefore important that the supporting receipts are retained.

The success of the national workshop will depend on our joint efforts and in this regard, we look forward to your usual support and facilitation. Please do not hesitate to contact me or my Administrative Assistant, Suzana Cristovao should you require further information. Kindly advise the name of the officer who we can liase with on a day- to- day basis.

Regards

SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS
INVITATION TO NATIONAL SUB-SECTOR STAKEHOLDER WORKSHOP

Background

The Southern African Development Co-ordination Conference (SADCC) came into being in 1980 following the signing of the Lusaka Declaration. In August 1992, the Heads of State and Government of the region signed a Treaty transforming SADCC into the Southern African Development Community (SADC), as a further step towards evolving an integrated economic community in Southern Africa.

Objective

The objective of the workshop is to consult as widely as possible in order to define issues that can form the basis of protocols or legally binding agreeements as a means of creating a strengthened Southern African economic community. This should include an elaboration of measures to be taken to improve the efficiency, competitiveness and profitability of transport and communications services at both the national and regional levels.

Framework

The consultative process is being carried out under the auspices of the Southern Africa Transport and Communications Commission (SATCC) and funded by the United States Agency for International Development (USAID). The process is being managed by Abt Associates Inc. and Management Systems International (MSI).

Participation

The workshop is open to any stakeholder (affected or interested party) from government, public companies, the private sector, professional associations, academic and research institutions, NGO's, donor agencies, providers and operators of transport and communication services, users and individuals who feel they have something to contribute to this process.

Interested stakeholders should submit their names to;----------
----------not later than----------
It is important that prior notification is given of the intention to participate.

Costs

Subject to notification and confirmation, participation in the workshop is free. The organisers will meet the cost of lunch and coffee breaks during the workshops. Unfortunately the organisers cannot pay for travel and accommodation for any participant including those coming from outside the workshop city location.

SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS
REGIONAL OMNIBUS WORKSHOP
LUSAKA, ZAMBIA, 24TH TO 28TH JULY 1995

Workshop Objectives

The objectives of the workshop are to obtain endorsement of the Technical Protocols across the seven sub-sectors of roads and road transport, railways, ports and shipping, civil aviation, telecommnications, postal services and meteorology.

Member States are expected to react to the specific proposals and recommendations on each protocol area across the seven sub-sectors and either endorse them, or indicate modifications or alternative proposals. Written submissions are welcome.

Workshop participants are also expected to define and agree on a strategy and and timeframe including specific measures that need to be taken so as to meet the deadline of getting the protocols signed by the time of the next SADC Summit in August 1996.

Country Preparations

Documentation has been made available in advance to enable countries to prepare adequately for the workshop. It is recommnded that each country convene internal consultative meetings covering the seven sub-sectors. Each country has a wealth of experience and expertise from delegates who participated in the regional and national workshops and it is important that they are involved in these consultative meetings.

The country consultations should seek to review each protocol area in detail in line with the country's own experiences, expectations and priorities; come up with a country position on the proposals being made either in the form of endorsement or alternative proposals; and ensure the country's effective participation at the workshop.

Agenda and Organisation of Work

The workshop agenda is attached. The workshop will be conducted in parallel sessions in order to allow adequate time for discussions. The central theme of the discussions will be to arrive at specific proposals that will enable a better understanding of the protocol area and facilitate decision making where possible or define practical recommendatons that will carry the protocol area further.

There will be a plenary session covering all the sub-sectors at the beginning and the end of the workshop. In between, there will be a mix of plenary and group discussions on each sub-sector. The final output is a workshop report which will be formally adopted by delegates.

Participation

Each country's participation is restricted to a maximum of six delegates. Out of these six, at least two should be from the private sector. SATCC will send invitations directly to private sector organisations for the two nominations. The names will be communicated to the SATCC Focal Points in each country to facilitate contact and enable their participation in the internal preparatory meetings. This means that the Ministry should nominate a total of four public sector delegates to participate at the workshop.

Budgetary constraints and the fact that extensive consultations on the issues were made during the regional and national workshops, has necessitated the limitation of country delegations to the Regional Omnibus workshop. It is therefore expected that each country will put together a delegation that will best articulate the country's position during the workshop.

Costs of Participation

SATCC through the USAID sponsored Protocol Development Project will meet the cost of participation of the six delegates from each country. This involves return air fare (economy class), airport fees, hotel accommodation and lunch (during workshop session days only). In addition, each participant will be paid an out-of-pocket allowance of US$50 (fifty dollars only) per day for incidentals and other expenses including lunch on days when group lunch will not be served. SATCC can only pay for a maximum of 7 days including travel.

Travel Arrangements

Names of participants should reach SATCC by 7th July 1995 at the latest to allow for travel arrangements to be made in time. Pre-paid tickets will be sent through the national airline or South African Airways office in each capital. All efforts will be made to ensure that tickets reach participants in time to avoid re-imbursement of ticket costs in Lusaka. Where delegates wish to purchase their own tickets, this should be communicated to and confirmed by SATCC in advance.

Venue

The workshop will be held at Hotel Inter-Continental, Lusaka where accommodation for delegates has also been reserved. The Hotel contact is; **Tel: 260-1-250661/252046 and Fax: 260-1-251880.**

Transport

There will be transport to meet delegates at the airport on arrival and on departure. The hotel also operates a shuttle bus service to and from the airport.

Information

For further information, please don't hesitate to contact **Shemmy Simuyemba,** Protocol Development Co-ordinator or **Suzana Cristovao,** Administrative Assistant at SATCC-TU, **Tel 258-1-420246/420214 and Fax 258-1-420213.**

REGIONAL SUB-SECTOR STAKEHOLDER WORKSHOP
13-17 MARCH 1995, HOLIDAY INN GARDEN COURT JAN SMUTS
JOHANNESBURG, SOUTH AFRICA

WORKSHOP INFORMATION

REPRESENTATION

The representation of each country is limited to a maximum of ten participants for the entire workshop. This adjustment has been necessitated by the large number of participants at the Harare workshop and the need to keep within budgetary limitations. The ten participants should include representatives from the private sector. In the event that you have already submitted a list of participants with more than ten names, please send a revised list.

Should there be more than ten representatives, the additional participants will have to meet their own cost of participation. Names of delegates should reach SATCC, Maputo by Friday 3rd March 1995 at the very latest. Names received after that date will not be processed.

TRAVEL

Prepaid tickets will be sent for travel using the most convenient direct route from respective Capital cities to Johannesburg and return. Changes in routings and associated costs are the sole responsibility of the individual participant. Delegates should check with South African Airways where an office is available, or the national airlines in the respective countries for tickets.

Submission of a list of participants does not mean automatic approval of the participants by SATCC. Only participants who receive prepaid tickets should travel. No ticket re-imbursements will be made without a prior written request which should be approved by SATCC before the departure of the participant. Participants who purchase their own tickets because they have not received their PTAs do so at their own expense.

EXPENSES

SATCC, through the USAID sponsored Protocol Development Project, will meet the cost of hotel accommodation at the Holiday Inn Garden court which is also the venue of the workshop. This includes breakfast and lunch only.

Delegates wishing to stay at other hotels will have to meet their own cost even though their tickets may have been paid for by the project. No cash payments will be made in lieu of the cost of accommodation.

The project will pay for a maximum of three days accommodation and per diem per participant and it is expected that delegates will attend only their respective sub-sector sessions and depart on the earliest available flight. Please indicate the sessions delegates are attending.

Participants will receive a per diem of one hundred South African rand per day. This is to cover the cost of dinner and other incidental expenses including lunch on days when group lunch will not be served. Delegates who choose to have lunch other than that arranged for the workshop must meet the cost of such lunches.

TRANSPORT

A hotel bus is available at the airport. When you exit the arrivals hall, cross the road to the car park directly in front of the arrivals hall. In the car park, there is a bus every 15 minutes to the hotel. It is marked with the hotel name. Please inform the driver that you are attending the SATCC workshop and are staying at the Holiday Inn Garden Court just a few minutes drive from Jan Smuts. The hotel contact is; Tel 27-11-3921062, Fax 27-11-9748097 and Telex 745503. Please note that there is another hotel at the airport called Holiday Inn - Jan Smuts. This is not the workshop venue.

DEPARTURES

Participants should make arrangements with the hotel reception for transport to the airport upon departure. Ticket reconfirmations can be done by phoning the South African Airways reservations office.

INFORMATION

Should you require further information, please do not hesitate to contact **Shemmy Simuyemba, Protocol Development Co-ordinator** or Suzana Cristovao, **Administrative Assistant** at SATCC, Maputo, Mozambique on **Fax 258-1-420213** and **Tel 258-1-420246**. During the workshop, you can liaise with Scott Fisher or Suzana Cristovao.

Maputo, 27th February 1995.

SOUTHERN AFRICAN
DEVELOPMENT COMMUNITY

SOUTHERN AFRICA TRANSPORT AND
COMMUNICATIONS COMMISSION
(SATCC)

CP 2677 MAPUTO
MOZAMBIQUE

TEL:+258-1-420214/420245 FAX; 420213 TELEX; 6606/6597 SATCC MO
E-MAIL:

23rd July 1995

Dear Delegate,

Welcome to Lusaka and to the Regional Omnibus Workshop on the Development of Transport and Communications Protocols. We trust you had a comfortable journey.

Attached, please find information on arrangements for the workshop.

Should you require further information or assistance, please do not hesitate to contact Suzana Cristovao, Administrative Assistant. The secretariat office is on the ground floor of the hotel (Siavonga room).

We wish you a pleasant stay in Lusaka and look forward to your contribution to the Protocol Process.

Shemmy Simuyemba
Protocol Development Co-ordinator

Member States: Angola, Botswana, Lesotho, Malawi, Moçambique, Namibia, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe

SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS
REGIONAL OMNIBUS WORKSHOP
LUSAKA, ZAMBIA 24-28 JULY 1995

PARTICIPANT INFORMATION

VENUE: The workshop will be held at Hotel Inter-continental, Lusaka, in the North/South Ballroom.

REGISTRATION: Registration can be done upon arrival or before the start of the session on the morning of Monday, 24th July 1995. Registration will be conducted in the Siavonga room or the entrance to the conference room.

DOCUMENTS: The workshop agenda and discussion document is available for collection upon registration. Kindly ensure that you complete the Registration Form. Please indicate your hotel room number and intended departure including flight number and time.

COSTS: SATCC through the USAID sponsored Protocol Development Project will meet the cost of participation of a maximum of six delegates per country. Please note that the costs to be met by the project relate to;

- transport to and from the airport
- accommodation which includes full breakfast
- a stipend of US$ 50 per night
- airport departure fees
- buffet lunch from Monday to Friday. Lunch coupons will be issued every day for this purpose.

Please note that delegates are responsible for and must settle all other expenses incurred such as; laundry, telephones, other meals, drinks etc. Lunches on non-workshop session days will be borne by participants within the stipend provided.

Delegates who are meeting their own costs will benefit from the conference rate negotiated with the hotel of US$ 70 per night bed and full breakfast.

STIPEND: The stipend will be paid to eligible delegates upon registration in the Siavonga room. Please see **Scott Fisher.**

DEPARTURES: Please notify the Administrative Assistant of your intended departure well in advance to facilitate timely arrangements for transport. Transport will be available to take delegates to the airport.

Delegates are advised to kindly make arrangements with the hotel Guest Services desk for re-confirmation of their tickets.

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SADC TRANSPORT AND COMMUNICATIONS PROTOCOLS DEVELOPMENT

BACKGROUND

In August 1993, the Southern African Development Co-ordination Conference (SADCC) was transformed into the Southern African Development Community (SADC) when Heads of State and Government of the ten countries then belonging to the economic grouping signed the treaty which facilitated this change. SADC now has eleven Member Countries when South Africa, upon attainment of majority rule and accession to SADC, became a full member of this economic grouping.

However, the transformation of the economic grouping from SADCC to SADC was not merely a change in name, but a commitment to fostering closer economic and social integration among the countries and peoples of Southern Africa as a whole. In January 1994, the Council of Ministers, which is the highest policy organ of SADC, directed all the sector coordinators (SADC has a decentralised system of operation whereby each country is assigned the responsibility of coordinating a particular sector of co-operation) to prepare protocols that would further strengthen co-operation among the countries of the region.

Under this arrangement, Mozambique coordinates the transport and communications sector through the Southern Africa Transport and Communications Commission (SATCC), which is one of the more institutionalised and established of the SADC technical organs. SATCC coordinates the seven sub-sectors of railways, roads and road transport, civil aviation, ports and shipping, telecommunications, meteorology and postal services. As the technical coordinating unit, SATCC has the responsibility of developing protocols in the transport and communications sector.

THE CATALYTIC ROLE OF TRANSPORT AND COMMUNICATIONS

Efficient transport and communications are a pre-requisite to any development process. Transport and communications play a vital role in the consumption-production cycle including social mobility, interaction of populations and information exchange. In the case of Southern Africa, transport has even greater significance because six of the eleven countries of Southern Africa are landlocked, making transport critical to the overall economic competitiveness of the economies of these countries. Meaningful economic and social integration of Southern African can not take place without an efficient transport and communications system. In this respect, the evolution of meaningful and relevant transport and communications protocols takes on special significance.

THE PROTOCOL DEVELOPMENT PROCESS

The SADC Council of Ministers, in directing sector coordinators, to develop protocols in various areas of co-operation, emphasised the need for a consultative participatory approach, involving not only government officials, but a cross section of the SADC population including the private sector and public at large through what has been termed brain-storming workshops. The rationale for this approach was that in defining the issues and setting priorities in areas of co-operation, all viewpoints must, as far as possible and feasible, be taken into account. This approach would not only facilitate ownership, but also ensure that a broad section of the SADC population would be proud to have been consulted and to have been a part of the process of building an integrated Southern African community.

APPROACH AND STRATEGY

It is evident that such a wide consultative process requires funding. It is in this context and recognising the importance of the whole programme, that the United States Agency for International Development (USAID), within the framework of a broader co-operation effort with SATCC, (the SADC Transport Efficiency Project (STEP)), provided financial assistance to countries of the region through SATCC, to undertake the protocol development process in transport and communications. Management Systems International (MSI) and Abt Associates Inc. are providing technical assistance to SATCC in this respect. This is also in line with USAID's global project, Implementing Policy Change (IPC).

The SATCC-IPC Protocol Development Project involves at the execution level, virtually the whole SATCC Technical Unit (SATCC-TU) team. The SATCC-TU input is led by the Director, Percy Mangoaela, the Planning Coordinator, SMAK Kaombwe and sub-sectoral experts who have all been involved at the planning level. Shemmy Simuyemba, formerly Chief Technical Advisor of the Transit Traffic and Support to the Technical Sector project based in Blantyre, Malawi, until July 1994, has been appointed Protocol Development Coordinator effective 1st November 1994. Other key players are, John Miller, who is Project Coordinator based in Washington with Abt Associates, Scott Fisher, also of Abt and Jim Billings of MSI.

THE CONSULTATIVE PROCESS

The consultative approach adopted, will involve a series of regional and national workshops to be held between February and July 1995. The workshop will involve as many affected and interested parties and stakeholders as possible. They will seek to identify and prioritize issues in each sub-sector, isolate those issues where common agreement can be reached, ascertain areas of contention, propose measures to be

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taken to reach agreement, indicate areas where further consultation or negotiation may be required and generally, work towards defining a framework upon which meaningful regional co-operation in transport and communications can be based.

The first regional sub-sectoral stakeholder workshop will be held in Harare, Zimbabwe, from 20th to 28th February 1995 and will deal with issues related to; railways, roads and road transport, civil aviation and meteorology. The subsequent regional workshop will be held in Johannesburg, South Africa, from 13th to 17th March 1995 and will cover; ports and shipping, telecommunications and postal services. This will be followed by national workshops to be held between 3rd to 19th May 1995 in all the eleven countries covering all seven sub-sectors. An indication of the magnitude of this consultative process, is reflected in the fact that, in all, about a thousand individuals, either as participants, workshop facilitators or technical experts from the region, will have been directly involved in the process. "From the region" is worth emphasising, because a deliberate decision has been made to ensure that, as far as possible, the protocol development process is managed and executed by exports from the region and to keep external inputs, particularly in terms of expertise to the minimum.

In preparation for the start of this important initiative, the Protocol Development Coordinator has embarked on a briefing and consultative mission to all the eleven countries which should be concluded by mid-January 1995. At the time of going to press, six countries had been visited: Zimbabwe, South Africa, Swaziland, Lesotho, Namibia and Zambia in that order.

THE FINAL PROCESS

The current SATCC-IPC Project will, by September 1995, have produced a well elaborated framework upon which the actual legal protocols will be drawn. The regional and national workshops will be followed by a meeting of technical experts to be held in Maputo from 22 - 25 May 1995. This meeting will synthesise previous consultations in the workshops. This will provide the basis upon which the final consultative meeting (the regional meeting held from 10 - 14th July 1995) will define the final protocol framework and mark the end of the consultative process.

The next step will be to translate the framework into a legal document for consideration and negotiation by Member States. Upon agreement, this will be followed by signature and ratification and the coming into force of the protocols in transport and communications marking a new chapter in co-operation among countries of Southern Africa.

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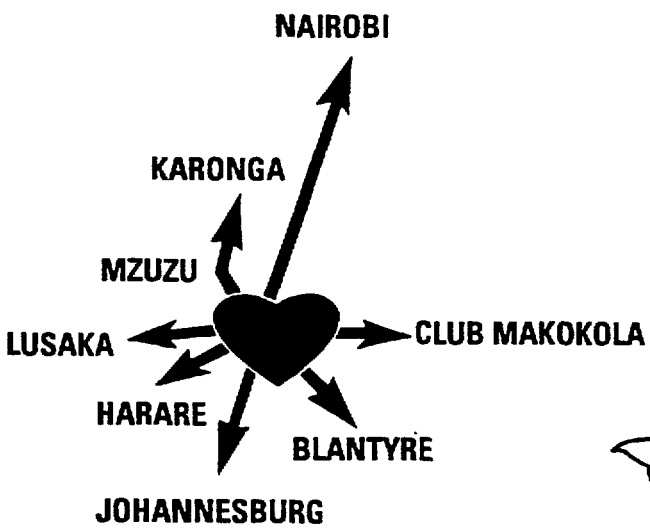

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BCG BULLETIN

No 45 March 1995

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DELAYS IN DURBAN

Congestion has become a major problem at Durban's container terminal, with 1994 seeing an increase of 128 000 teu over the previous year, and the number of calls by cellular ships rising from 406 to 619 a year.

Speaking to reporters at the end of January, Portnet marketing manager Mr Ronnie Holtshausen said, "There has been very strong growth on the import side, mainly from companies investing in capital equipment and gearing up for economic growth." He added, however, that other factors have contributed towards Durban's problem. Sea trade with the "new" South Africa, he said, is attractive to international shipping lines looking for business, and with more ships heading for Durban, congestion at the container terminal and other handling facilities has worsened. Strike action at the port over the past year, and the increasing use of Durban as a regional shipping hub have exacerbated the difficulties.

General Manager of Ahrenkiel Liner Service (ALS) Mr Peter Nash attributes the problem to shipping lines making their service patterns more competitive. Extra calls, he said, are being made against similar volumes previously carried by fewer vessels. According to the shipping lines, Durban's container terminal no longer has the capacity to offer an efficient discharge or loading function. "What concerns ALS is despatch," stressed Mr Nash, adding, "It is no longer acceptable for lines operating on liner service schedules to lose 4 to 5 days on every round voyage."

In an effort to ease the problem, the port has commissioned two new gantries which will be operating by the end of May, together with two recently installed cranes already in use. Older cranes are being overhauled, and two more berths are scheduled to come into operation soon. (FREIGHT AND TRADE WEEKLY)

FUNDING PROGRESS

Donors and international institutions have pledged US$780 million in loans and grants and US$350 million in debt relief to Mozambique, but have made it clear that continuing reform in the country is the basis of their support.

In a statement after the Paris donor conference in mid-March, the World Bank said that in granting the funds, donors had focused on specific reforms proposed by the Mozambican delegation headed by Prime Minister Sr Pascoal Mocumbi. The reforms included increasing health and education budgets, while reducing defence to 2,4% of the gross domestic product. The bank stressed the need for Mozambique to maintain its economic stabilisation programme, and to push ahead with reforming state-owned banking and promoting privatisation.

The aid meets 1995 external financing requirements, but is not given lightly. The British Embassy in Maputo stated after the conference that the £10 million (US$16 million), promised in balance of payment support by the British delegation, was conditional on "significant progress in good governance, in democratisation and in economic reform programmes".

Mozambique, which depends on overseas assistance for two thirds of its annual budget, last year received US$1,45 billion from the international community. (ZIANA)

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A QUESTION OF PROTOCOL

The Southern African Transport Communications Commission (SATCC), hosted a workshop in Harare at the end of February, to develop ideas for the formulation of future transport protocol agreements between countries of the Southern African Development Community (SADC).

With the rehabilitation of the regional surface transport system almost complete, the transport division of SADC is focusing on establishing regional protocols, legal agreements which lay down modalities for cooperation between states within a specific area, to ensure that the system works as intended.

Funded by the United States Agency for International Development (USAID), the workshop aimed at identifying institutional, bureaucratic and policy constraints which reduce the efficiency and cost effectiveness of railways, road transport and ports in the region. Commercial and operational constraints, although outside the scope of protocols, were also discussed as issues requiring action by administrations or operators. The week-long workshop was attended by delegates from all 11 SADC countries, and included representatives of government, parastatal and private sectors.

The meeting concluded that many problems faced by the region's railways were caused by slow implementation of measures necessary to develop a seamless rail network. The absence of common operating procedures, qualifications and training standards, the lack of a rolling stock information system and the need for a more commercial and customer-orientated attitude have been discussed often, yet continue to be cited as problem areas. Most non-railway delegates believed it necessary to form an independent monitoring body to report on progress in harmonising regional procedures.

It was recognised, however, that the rail sector has to contend with problems beyond its control. Participants noted that governments expecting railways to provide services below cost should fund the difference between reduced tariffs and true service costs, especially in countries where transit traffic revenues subsidise domestic transport.

Also cited was the capitalisation of donor grants as debt rather than equity which results in funding government spending rather than lowering transport costs, and causes debt servicing problems. Government on-lending of development bank loans at increased interest rates was another area of concern, with one administration stating that its government charged 11% annual interest on a 4% loan from the World Bank.

These issues seem equally to affect ports redeveloped with donor assistance, but in discussions on ports and shipping, right of access to the sea emerged as being of prime importance to the landlocked states of the region. Despite international conventions, to which most SADC countries are signatories, some states maintain discriminatory tariffs and fees which are prejudicial to the landlocked states. The coastal nations focused more on port, maritime and environmental safety issues, stressing that their policies were not only governed by regional considerations, but by existing worldwide conventions. The meeting unanimously accepted that conventions agreed under the auspices of the International Maritime Organisation (IMO), particularly those relating to technical, manpower, safety and environmental matters, should be adopted as the bases of new protocols.

On shipping capacity, the high cost of vessels and risky nature of the shipping business was emphasised, and the general consensus was that regional resources should go to developing feeder services. Delegates were, however, undecided whether cabotage, shipping between ports in the same country, should be opened freely to all SADC states or left to bilateral negotiations. The parallel between cabotage and the accepted practice of reserving road haulage of local goods for national carriers was noted.

Road transport discussions centred around haulage, the area seen to have the greatest need for the development of protocols relating to technical standards and the removal of inequitable tolls. Delegates agreed, however, that the passenger transport sector should also be fully involved in future consultations.

It was felt that there is sufficient existing technical material to reach agreement on operating and safety issues, as well as infrastructural standards, including bridge formulae, vehicle configurations, tyre pressures and axel loads, as well as operating and safety issues. More contentious were protocols relating to economics. Participants agreed that tolls are an acceptable method of financing road maintenance, but objected to toll fees and other charges funding general government expenditure. Debate also arose over whether protocols should be formulated to distribute transit haulage among SADC nations or whether it should be opened to a free market.

On general issues, the meeting isolated several areas where regional cooperation is vital to the proper functioning of the entire network. Unified customs regulations and procedures, and the establishment of inland dry ports were matters that recurred throughout the meeting. Customs representatives, excluded from previous workshops, were present. There were numerous recommendations to form specific industry associations and centres, following the success of the Regional Road Freight Association. Regional associations for the shipping and forwarding industry and the road passenger industry were also seen to be necessary, as were regional road research centres and a SADC maritime industries forum.

The meeting succeeded in highlighting measures to ensure that the physical infrastructure developed over the past decade operates efficiently, and is used to greatest advantage.

With protocol issues identified, a series of national workshops are to be held in each SADC country in May, and there will be a second regional meeting in July to define the final framework and mark the end of the consultative process. Details should be finalised by September, to be transcribed into a legal document before being presented to member states for consideration and negotiation. It is hoped that the final protocols will be signed and ratified by August 1996. Their ultimate success, however, depends on national governments accepting that some concepts of sovereignty may have to be sacrificed in the interests of regional development.

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SATCC Protocols Underway!!!

A broad based representation of stakeholders gathered in Harare and Johannesburg during February and March 1995 as a first step in the consultative process leading to the conclusion of protocols in transport and communications. This is an integral part of the strategy to build a new economic community in Southern Africa based on a legally binding co-operation framework.

Private Sector and Government Partnership

Since the Lusaka Declaration of 1980, which saw the birth of the then Southern African Development Co-ordination Conference (SADCC), the region has moved toward creating a common identity. The co-ordination mechanisms, involving Summit Meetings (Heads of State and Government), Council of Ministers, Ministerial Committees in the various sectors and officials at the technical level, have fostered contact, dialogue, consultations and a common understanding of the regional co-operation agenda.

Unfortunately, this process has, to date, largely involved government officials to the exclusion of the private sector. This is not surprising given the conventional paradigm that international relations are based on political considerations of governments. An added factor is the economic policies pursued by most countries in the region at the time which were based on central control of economic activities resulting in a luke-warm relationship between the government and the private sector.

As market-oriented economic policies take root in the region, there is a greater willingness by governments to work hand in hand with the private sector. This change of attitude is both timely and inevitable. With the parastatal culture, it was easier for governments to give directives to these institutions even regarding their involvement in regional fora.

With the private sector this will be more difficult because companies will not participate in regional meetings just because the government has said so. As commercially oriented businesses, these companies will have to be convinced that they will derive some benefits from participating in regional activities. Thus, there has to be a new partnership between government and industry.

Consultative Process a Success

The definition of protocols in transport and communications started with a consultative process to identify and define key issues that would provide the basis for a strengthened regional co-operation agenda over the coming years.

The consultative process was in the form of workshops. The first Regional Sub-sector Stakeholder Workshop was held in Harare at the Holiday Inn from 20 - 24 February 1995. The workshop considered issues related to the railways, roads and road transport and ports and shipping sub-sectors. A second workshop was held in Johannesburg at the Holiday Inn Garden Court (Johannesburg Airport) from 13 - 17 March 1995 and addressed the civil aviation, telecommunications, postal services and meteorology sub-sectors.

The outcome of both workshops in terms of participation, content and quality of discussions, number of participants and diversity of representation was better than had been anticipated. In attendance were government policy makers, operators, providers of transport and communications services and representatives of users and consumers in the form of chambers of commerce and industry and consumer associations.

Issues for the Regional Agenda

The diversity of representation at the workshops which ranged from Permanent Secretaries and Chief Executives to technical specialists ensured a rich mix of viewpoints. The combination of plenary and syndicate discussion group sessions also accorded an opportunity for everyone to participate.

The result was elaboration of a wide range of issues. These were further categorised into policy, commercial, operational and technical. There was general consensus that for the new regional co-operation framework to work, there is need for well defined and enforceable agreements. The first step should be to ensure that any agreement reached is binding with appropriate measures for non- compliance.

However, it was recognised that some agreements had financial implications and were long-term in nature, while others could easily be implemented fairly quickly without massive financial outlays. For example, agreement on common road construction standards for the trunk road network means that countries with poor roads need to be assisted to mobilise the necessary resources to upgrade their roads. On the other hand, common customs formalities for the region to facilitate quick cross-border movement of traffic can be put in place fairly quickly at minimal cost but with huge financial savings to the regional economy.

It was further recognised that not all issues were necessarily protocol issues. For example, issues concerning the viability and profitability of parastatals and their ability to provide efficient services were more related to the current ownership patterns of these institutions and the lack of management autonomy than any constraints of a regional nature to be resolved through protocols.

The solution is to rationalise these institutions through restructuring commercialisation and privatisation with the aim of ensuring that they

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operate as businesses ought to and that is, to make a profit.

There was general agreement that government should leave the business of business to business. Instead, the role of government should be to create the necessary conducive environment and legal framework to facilitate the proper conduct of business. The regulatory role of government was acknowledged, but it was agreed that this should be done on a systematic rather than ad-hoc basis.

Enforcement of Agreements

There was common consensus that there was little point in concluding agreements or protocols without the commitment to implement them.

Further, that there is need to put into place mechanisms at the regional level to ensure compliance and to generally monitor the implementation of protocols. It was however agreed that such mechanisms should not result in the creation of supranational regional bodies and bureaucracies with little relevance to practical needs and that before such bodies are set up, there should be careful assessment as to their relevance and sustainability.

It was also recognised that such bodies need not and cannot always be inter-governmental as some can be private sector specific. Allocation of frequencies for telecommunications is best done by the industry itself while formulation and management of an inter-sectoral programme of co-operation involving the whole region would be best carried out by a body such as SATCC. However, even regional bodies such as SATCC need to be rationalised to ensure that they play a meaningful role within the new co-operation framework and have adequate capacity in terms of personnel and budgetary resources to effectively carry out their enhanced responsibilities and functions.

The Next Step

The next step is to continue the process of consultations. The results of the two regional workshops will be documented and distributed to participants. This will constitute a draft regional agenda for co-operation and will also form the basis of the National Sub-sector Stakeholder Workshops to be held in each of the eleven countries of SADC. The aim of the national workshops is to further decentralise the consultative process to ensure that as many stakeholders as possible are consulted. This should also help to build understanding and ownership of the agreements that will arise from the protocols and hopefully, in the long-term, lead to a better implementation record.

The national workshops will be held in all eleven countries during the month of May. From 3 - 5 May 1995, workshops will be held simultaneously in Botswana, Malawi and Namibia. This will be followed by workshops in Angola, South Africa, Zambia and Zimbabwe from 10 - 12 May 1995. The workshops for Lesotho, Mozambique, Swaziland and Tanzania will be held from 15 - 17 May 1995. These three day national workshops will cover all seven sub-sectors: railways, roads and road transport, ports and shipping, civil aviation, meteorology, postal services and telecommunications. The expected main output will be an initial indication of country stakeholder views and positions regarding the regional agenda for co-operation.

Building Regional Capacity

This extensive consultation process was made possible by the sponsorship of the United States Agency for International Development (USAID) who are also financing the Protocol Development Project through SATCC. Although the project is being carried out with the support of two established American companies, Management Systems International Inc. (MSI) and Abt Associates Inc., the strategy adopted is to utilise regional expertise to the fullest possible extent in carrying out the whole protocol development process.

This is on the premise that the region knows best what is good for the region. Equally, this is also an integral part of building regional capacity. Of the experts who contributed to the two regional workshops, only one of the co-facilitators at the two workshops was from outside the region. ■

Ever since the Heads of State and Government of the SADC countries signed the treaty establishing the Community in Windhoek in August 1992, intensive efforts have been made to accelerate the drawing up of protocols that will add flesh to the bare skeleton that is the treaty. Whilst the treaty provides the framework for co-operation across all sectors, the protocols enable the member countries to define in detail the scope and depth of their co-operation in each sector thereby enhancing the attainment of the objective of a unified economic community.

The transport and communications sector has been no exception and has likewise assiduously sought to elaborate as speedily as possible, a single sectoral or several sectoral protocols. Happily for the sector, considerable work has already been done which lays the foundation for a consensual co-operative instrument. What was lacking in previous efforts to hammer out an agreement was to involve non-governmental actors. The main thrust of the SATCC/TU's recent efforts to elaborate a protocol, therefore, has consisted of identifying a wide spectrum of interested parties, in conformity with the general guidelines laid down by the Council of Minister regarding the involvement of a broad cross-section of stakeholders in the protocol development process.

The two original sectoral workshops held respectively in Harare for transport and Johannesburg for communication, have generally been considered a success. The range of interests and expertise of the participants was quite wide and brought to bear on the discussions these varied experiences. The outcome was rewardingly deep discussions which satisfied the concern to identify issues on which there were prospects of consensus as well as those on which they were remote. It has become clear that agreement is easier to reach on questions of a technical and/or operational nature but more elusive when the matters being considered touch on policy. It is, however, not surprising that for a community that is barely beginning to take shape there has not yet emerged common values necessary to underpin common policy perceptions.

The challenge facing the SATCC Technical Unit, therefore, is to continue to undertake analytical studies into policy issues and organise consultative meetings at which agreed common policies can be forged. The task is not easy nor can it be achieved precipitately; it requires the capacity to accept setbacks and not to be deterred by them, but instead to persevere until the hurdles are overcome.

Regarding technical and operations issues, the task is less complex insofar as it only requires the reduction to treaty from agreed measures. There are, however, a few cases where additional studies to work out the details of implementation are still necessary. Based on previous experience, it can sometimes take a long time to pin down the agreed measures, as has been the case in the roads subsecor with axle load limits and transit fees for international traffic.

The most gratifying result of the regional workshops has been the enthusiasm of the private operators for the whole protocol development process. The involvement of this important sector in regional policy formulation had made a tentative start in the roads subsector, but now it has been extended to all subsectors and should henceforth be a permanent feature of SATCC's work. Our conviction that policy instruments are sustainable only when they take into account the interests of the actors who are directly touched by the policies, has been further strengthened.

Buoyed by the success of the two regional workshops, SATCC is now well set to advance to the next phase of canvassing support for the regional consensus at the grassroots level in each country.

'Swaziland cannot survive without her neighbours'

By Pat Jele

MINISTER for Transport and Communications, Mr Ephraim Magagula said yesterday that national development cannot take place without an efficient transport and communications system.

The Minister said this during the official opening of a three-day SADC workshop on Protocol Development at the Convention Centre. He said Swaziland, being landlocked, cannot survive without cooperating with her neighbouring countries.

The objective of the workshop is to brainstorm and exchange ideas on how the regional transportation and communications system can better serve the region in fostering and promoting closer economic and social development.

"The issues in the sector must be identified and priorities set out which are not only important for Swaziland but also affect her cooperating partners.

"Let us maximise this exchange and meaningfully contribute to the shaping of our leaders' vision for the future of the community."

He said the involvement of government, private sector, parastatal organisations and everybody who is interested in the sector should ensure acceptable and realistic recommendations.

"I am sure that you will agree with me that this is the best formula for ownership and success of implementation of the protocols resulting from the exercise."

He said the transformation of the Southern Africa Development Coordination conference to the Southern African Development Community in August 1992 calls for higher commitment and closer cooperation among the countries of the region than was the case before.

"In line with the directive of the Sadc's Council of Ministers that each Sadc sector should prepare protocols that would further strengthen cooperation, our commission decided on a programme that would be participatory, particularly by critical roleplayers in the sector."

The Minister in conclusion said this includes national workshops which would accommodate as many roleplayers as possible who could not all attend if it was regional.

The three-day workshop was sponsored by the US Aid.

Mr Ephraim Magagula

SWAZI OBSERVER. THURSDAY, MAY 18 1995

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EZULWINI: Chatting at the Swazi Sun Convention Centre yesterday are Mr Gideon Mahlalela (left) from Swaziland Railway and Mr Leonard Sithebe. This was during the Transport and Protocol Development Workshop which was officially opened by the Minister of Transport and Communications, Mr Ephraim Magagula. (Pic: Timothy Mambo)

No national development unless there's an efficient transport system – minister

BY SONNYBOY Z. FAKUDZE

EZULWINI: The Minister for Transport and Communications, Mr Ephraim Magagula said national development cannot take place without an efficient transport and communications system.

He said transport and communication is the mainstay of economic development.

Speaking yesterday at the Swazi Sun Convention Centre during the official opening of a Transport and Protocol Communications Development Workshop, the minister said the workshop will help the participants to brainstorm and exchange ideas on how the new Ministry of transport and communications can better play the role in fostering social development.

The issues in the sector must be identified and priorities set out which are not only important for Swaziland but also meet the objectives of operating partners.

The workshop is of paramount importance for Swaziland because of her being landlocked.

Hence we cannot survive without good operating with our neighbours, he said.

The workshop is attended by participants from the transport sector in the SADC region and members of both the Swaziland Parliament.

It will be officially closed tomorrow.

Mr Magagula said the ideas by the participants will be incorporated into a protocol which will be legally binding to all member states in the realisation of agreed objectives.

Let us maximise this exchange and meaningfully contribute to the shaping of our leaders' vision for the future of the community.

The involvement of all of us in government, private sector, parastatal organisations and everybody who is interested in the sector should ensure acceptable and realistic recommendations, he said.

Mr Magagula then expressed his disappointment that most of the private sector were unable to attend the workshop.

TIMES OF SWAZILAND, THURSDAY, MAY 18 1995

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Workshop seeks to co-ordinate - regional roads network

A-FOUR day regional workshop opened in Lusaka yesterday to work out protocols under the Southern African Transport and Comminications Commision.

Officials from Southern African Development Community (SADC) countries aim to reach agreements to facilitate intergration in transport and communications.

Once the protocols have been agreed upon a report will be submitted to the SADC council of ministers for ratification.

SADC is seeking intergration and cooperation in posts and shipping, postal services, roads and transport and meteorological services.

The other sub-sectors are railways, civil aviation and telecommunications.

Speaking at the opening of the workshop, SADC chief economists, Mr Teddy Kalebe, stressed the need for intergration in the region as individual countries were too weak and small to go it alone.

Mr Kalebe said the workshop was one of the community building exercises which should eventually achieve a common market for Southern Africa.

Meanwhile, Zambia yesterday stressed that the global trend towards formation of trading and economic blocs was an economic imperative.

Deputy Minister for Transport and Communications, Mr Gilbert Mululu, told the regional workshop on development of transport and telecommuncation protocols workshop that regionalisation was not a matter of fashion in international relations.

He told participants the Southern African region had no choice in the regionalisation of the global market.

The minister explained that formation of trading blocks like the European Union and the North America Free Trade Area arose from economic imperatives.

He stressed the need for efficient transport and telecommunication systems as they contributed to the competitiveness of the region's goods and services.

Intergration in transport and telecommunication sector should firstly satisfy the needs of the customer and secondly those of the operator.

Mr Mululu underscored the need for a new definition of a regional agenda in transport and communications in Southern Africa.

The private sector should be brought into the forefront in formulating policies and legislation affecting cooperation in transport and communications.

There was need for countries belonging to economic groupings to be ready to surrender part of their sovereignty to supra-state organisations.

This was not only necessary but inevitable in today's international economics relations. - ZANA.

ZAMBIA DAILY MAIL TUESDAY JULY 25 1995

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SATCC condemns border searches

By Times Reporter

THE Southern African Transport and Communications Commission (SATCC) has condemned the alleged discrimination of public transport passengers in borders through "humiliating searches" and other practices tantamount to violations of human rights.

A technical protocol policy framework tabled at a SATCC regional workshop in Lusaka yesterday proposed the establishment of a regional road passenger association to check the humiliating practices which had allegedly slowed cross-border trade among member states.

"There is disturbing evidence of discrimination of public transport users (bus passengers) in terms of treatment by officials at borders relative to private motorists.

"Interrogations, searches and delays and other humiliating practices bordering on harassment and violation of human rights are not uncommon at some border posts. Bus users tend to be from low-income groupings, people who deserve to be protected by governments," the report said.

It was suggested that as a pre-requisite to building a strong economic community in Southern Africa, SATCC should initiate a regional meeting by the end of this year where national passenger associations would address and resolve some of the concerns hampering regional cooperation in trade.

At a one-week workshop opened yesterday, the delegates from 11 SADC member countries noted that while cross-border issues had been always on the region's agenda, insurance companies, customs, immigration, police authorities and other specialised security wings which were supposed to address such concerns were not being represented in regional fora.

There was need for a regional cross-border facilitation committee to bring such wings together to agree on border operating hours, abolishing visas for SADC nationals travelling in the region, creating immigration channels for SADC citizens at airports and streamlining, simplifying and standardising customs documentation and procedures.

Stressing the need for a stronger and well coordinated transport network in the region as an engine for economic growth and cooperation, it was suggested that a Southern African Railways Association (SARA) be formed on January 1, next year and become the regional body to monitor railways.

It was observed that apart from the railway chief executive conference (RCEC), there was no regional body to monitor railways in terms of operating standards and performance, specifically quality of service to customers.

An integrated and coordinated regional transport policy which would lay down basic premises for the operation and regulation of the transport industry in the region should be formulated immediately.

"It should include modalities for attracting investment which in turn would encourage growth of the sector in line with the socio-economic and political demands of the region and SADC's overall objective of regional cohesion and integration."

TIMES OF ZAMBIA. TUESDAY JULY 25 1995

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1-

4/25/95 Malawi

SPECIAL REPORT 11

SADC COMMUNITY BUILDING DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS INVITATION TO NATIONAL SUB-SECTOR STAKEHOLDER WORKSHOP

Background

The Southern African Development Co-ordination Conference (SADCC) came into being in 1980 following the signing of the Lusaka Declaration. In August 1992, the Heads of States and Government of the region signed a Treaty transforming SADCC into the Southern African Development Community (SADC), as a further step towards evolving an integrated economic community in Southern Africa.

Objective

The objective of the workshop is to consult as widely as possible in order to define issues that can form the basis of protocols or legally binding agreements as a means of creating a strengthened Southern African economic community. This should include an elaboration of measures to be taken to improving the efficiency, competitiveness and profitability of transport and communications services at both the national and regional levels.

Framework

The consultative process is being carried out under the auspies of the Southern Africa Transport and Communications Commission (SATCC) and funded by the United States Agency for International Development (USAID). The process is being managed by Abt Association Inc. and Management Systems International (MSI).

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Participation
The workshop is open to any stakeholder (affected or interested party) from government, public companies, the private sector, professional associations, academic and research institutions, NGO's, donor agencies, providers and operators of transport and communication services, users and individuals who feel they have something to contribute to this process.

Interested stakeholders should submit their names to **Att: Mr. Kaunda, Ministry of Transport and Civil Aviation, P/ Bag 322, Lilongwe 3**, not later tan 28th April 1995. It is important that prior notification is given of the intention to participate.

Costs
Subject to notification and confirmation, participation in the workshop is free. The organisers will meet the cost of lunch and coffee breaks during the workshops. Unfortunately the organisers cannot pay for travel and accommodation for any participant including those coming from outside the workshop city location.

Sectors
Discussions will focus on the transport and communications subsectors of; railways, roads and road transport, ports and shipping, civil aviation, meteorology, postal services and telecommunications.

Venue	:	Mount Soche Hotel
Dates	:	3rd - 5th May 1995
Timing	:	8.00 - 18.00 p.m.

The Ministry of Works, Communications and Transport

SADC Community Building Development of Transport and Communications Protocols Invitation to National Sub-Sector Stakeholder Workshop

The Ministry of Works, Communications and Transport invite your participation to the Nationals-Sub sector stakeholder workshop on the development of transport and communications protocol.

Background

The Southern African Development Co-ordination Conference (SADCC) came into being in 1980 following the signing of the Lusaka Declaration. In August 1992, the Heads of State and Government of the region signed a Treaty transforming SADCC into the Southern African Development Community (SADC), as a further step towards evolving an integrated economic community in Southern Africa.

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The objective of the workshop is to consult as widely as possible in order to define issues that can form the basis of protocols or legally binding agreements as a means of creating a strengthened Southern African economic community. This should include an elaboration of measures to be taken to improve the efficiency, competitiveness and profitability of transport and communications services at both the national and regional levels.

Framework

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Participation

The workshop is open to any stakeholder (affected or interested party) from government, public companies, the private sector, professional associations, academic and research institutions, NGOs, donor agencies, providers and operators of transport and communication services, users and individuals who feel they have something to contribute to this process.

Interested stakeholders should submit their names to: **THE ACTING DIRECTOR OF SURFACE TRANSPORT IN THE MINISTRY OF WORKS, COMMUNICATIONS AND TRANSPORT** not later than 14.05.1995. It is important that prior notification is given of the intention to participate

Costs

Subject to notification and confirmation, participation in the workshop is free. The organisers will meet the cost of lunch and coffee breaks during the workshops. Unfortunately the organisers cannot pay for travel and accommodation for any participant including those coming from outside the workshop city location.

Sectors

Discussions will focus on the transport and communications sub-sector of, railways, roads and road transport, ports and shipping, civil aviation, meteorology, postal services and telecommunications.

VENUE: KILIMANJARO HOTEL, DAR ES SALAAM
DATES: 17TH — 19TH MAY, 1995
TIMING: 08:00 HRS — 18.00 HRS

15042

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...o Motang, ... Linkgang and com-
...ny?
Are we convinced *gore go ne go*

Shono Ngaka play the game to the finish?

And now for Desmond Molefe, *ganwe o palela batho ka eng*, is

This column wishes the Botswana National Under 23 team the best of luck in a return game against their Zambian counterparts. *Tinto.*

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOL

MINISTRY OF WORKS, TRANSPORT AND COMMUNICATIONS

On Behalf Of SATCC

Wish to invite representatives from all stakeholders as listed below from cooperations and organisations from the private sector to the national workshop on the development of Transport and Communications Protocols to be held from 3rd to 5th May 1995 at the Gaborone Sun Conference Centre.

The sessions will commence at 8. 00 a.m. each morning.

For the purpose of providing background information to the prospective participants, an abstract on "What is a protocol" is reproduced below:

A protocol is an agreement with a legal basis laying down the modalities for cooperation within a specific area or areas. It spells out the objective to be achieved, the strategy for achieving the set objectives and more importantly, the obligations and/or responsibilities of the parties to the protocol or agreement towards realising the set target or objective.

Because it has a legal basis, a protocol therefore has or should have a framework for enforcing the agreed arrangements, including an indication of measures to be taken in the event of a party to the protocol, not abiding by the provisions of that protocol.

The list of stakeholders from the private sector is as follows:

Clearing and Forwarding Association/Members
Road Transport Operators Association/Members
Insurance Association
Bankers Association
Bus Operators
Travel Agents Association/Members
Tour Operators/Members
Air Charter Operators Association/Members

For any further information please contact Mr. A. Makepe of the planning unit, Ministry of Works, Transport and Communications at telephone number 358500/537.

BOTSWANA GUARDIAN 4/28/95

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State transport companies to get autonomy

By CORRESPONDENT ZEPHANIA UBWANI

STATE-OWNED transport and communication bodies would be granted full autonomy to enable them operate on commercial basis.

The measure is aimed at ensuring such institutions operated in the most efficient and cost effective manner, the Deputy Minister for Works, Communications and Transport, Edgar Maokola-Majogo said yesterday.

To implement the desired scheme the target institutions would be restructured organisationally and operationally alongside with the provision of appropriate legislations.

The Deputy Minister was opening a three-day national workshop on Southern Africa Transport and Communications (SATCC) protocols development at the Kilimanjaro Hotel.

He told stakeholders in the transport and communication sector from various local public and private institutions that Tanzania would continue to consolidate the transport and communication systems to cater for the growing demand.

"Transport and communications play a vital role in the consumption-production cycle including social, mobility, interaction of populations and information exchange" he added.

The sector (transport and communications), the Deputy Minister further stated had even greater significance to the Southern Africa region where six out of the eleven countries in the region are landlocked.

"Therefore, there is need to have an efficient transport and communications systems so that a meaningful economic and social integration of Southern Africa can take place in a congenial environment" he added.

Mr Maokola-Majogo commended the United States Agency for International Development (USAID) which has provided funds to undertake the protocol development process in the sector within the SADC region.

According to him, Tanzania has vigorously pursued the implementation of various projects falling under the SATCC umbrella.

These include the Dar es Salaam port modernisation project, the ten year development programme for Tanzania Zambia Railway (TAZARA) and the roads projects related to the Dar es Salaam corridor transport.

Similarly, in the air transport, telecommunications and meteorology sub-sectors, a number of projects have been implemented through SATCC.

The Deputy Minister could not say which state-owned transport and communications bodies would be granted full autonomy and when the programme would start.

During their deliberations, the work shop participants called for easier cross-border facilitation within the SADC region especially in terms of tariffs and vehicle standards.

INVITATION NAMIBIA

SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS
NAMIBIA NATIONAL SUB-EDITOR STAKEHOLDER WORKSHOP
INVITATION DETAILS

Background
The Southern African Development Co-ordination Conference (SADCC) came into being in 1980 following the signing of the Lusaka Declaration. In August 1992, the Heads of State and Government of the region signed a Treaty transforming SADCC into the Southern African Development Community (SADC), as a further step towards evolving an intergrated economic community in Southern Africa.

Objective
The objective of the workshop is to consult as widely as possible in order to define issues that can form the basis of protocols or legally binding agreements as a means of creating a strenghtened Southern African economic community. This should include an elaboration of measures to be taken to improve the efficiency, competitiveness and profitability of transport and communications services at both the national and regional levels.

Framework
The consultative process is being carried out under the auspices of the Southern Africa Transport and Communications Commission (SATCC) and funded by the United States Agency for International Development (USAID). The process is being managed by Abt Associates Inc. and Management Systems International (MSI).

Participation
The workshop is open to all stakeholders (affected or interested parties) from government, public companies, the private sector, professional associations, academic and research institutions, NGO's, donor agencies, providers and operators of transport and communicatior services, as well as individuals who feel they have something to contribute towards this process.

Cost
Participation in the workshop is free. Unfortunately the organisers cannot pay for travel or accommodation for any participant, including those travelling in from outside the workshop city location.

Sectors
Discussion will focus on the transport and communications sub-sectors of railways, roads and road transport, ports and shipping, civil aviation, meteorolgy, postal services and telecommunications.

Attendance
Those wishing to attend the workshop should forward their names as soon as possible to **Mr E A M de Paauw at tel no 208 2047 or 208 2035** or to **Ms H S Wieland at tel no 208 2237** or by **fax (224040)** for attention of these two persons. An indication should be given as to which of the subsectors will be attended. It is important that prior notification be given of the intention to attend.

Venue :	**Kalahari Sands Hotel : Moringa Room**
Dates:	**03 to 05 May 1995**
Time :	**starts at 08h30**
Agenda :	**Will be forwarded on request**

REPÚBLICA DE MOÇAMBIQUE

MINISTÉRIO DOS TRANSPORTES E COMUNICAÇÕES
DIRECÇÃO DE RELAÇÕES INTERNACIONAIS

Seminário Nacional sobre Desenvolvimento do Protocolo dos Transportes e Comunicações da SADC
— Maputo de 17 a 19 de Maio de 1995 —
HOTEL ROVUMA

CONVOCATÓRIA

No âmbito da realização, em Maputo do Seminário Nacional sobre o Desenvolvimento do Protocolo dos Transportes e Comunicações da SADC, convoca-se a todos os participantes a uma reunião a realizar-se no dia 15 de Maio, 2ª-feira, às 11.00 horas, no 13º andar do edifício do Ministério dos Transportes e Comunicações, sito na Avenida Mártires de Inhaminga, nº 336.

Para mais informações contacte-se: Sr. Miranda Bernardo Sumine ou Srª Rosa Cesaltina, telefone 420497, Fax 430159 ou 424240 — Maputo

A DIRECÇÃO

11-185038

REPÚBLICA DE MOÇAMBIQUE

MINISTÉRIO DOS TRANSPORTES E COMUNICAÇÕES

Direcção de Relações Internacionais

SADC — Construindo a comunidade

Seminário Nacional sobre o Desenvolvimento do Protocolo dos Transportes e Comunicações da SADC

Maputo, 17 a 19 de Maio de 1995

HOTEL ROVUMA

O Hotel Rovuma, na cidade do Maputo, acolherá de 17 a 19 de Maio do ano em curso, o Seminário Nacional sobre o Desenvolvimento dos Protocolos dos Transportes e Comunicações da SADC.

O seminário prevê ter a participação de cerca de 100 delegados, representantes de instituições e empresas estatais e privadas do sector dos Transportes e Comunicações e outras que directa ou indirectamente contribuem para o funcionamento da actividade dos Transportes e Comunicações.

Os temas a serem abordados durante o seminário estão relacionados com a área dos Portos e Caminhos de Ferro, Transporte Rodoviário, Aéreo, Marítimo, Meteorologia, Telecomunicações e Serviços Postais.

É de recordar que em 1992, os Chefes de Estado e de Governo da Região, assinaram o Tratado de Estabelecimento da Comunidade de Desenvolvimento da África Austral — SADC, com objectivo de uma integração das economias dos países membros.

Um dos processos para essa integração é o estabelecimento de Protocolos em várias áreas da actividade económica sendo um destes o de Transportes e Comunicações.

Neste âmbito realizaram-se em Fevereiro e Março últimos, em Harare e em Joanesburgo os dois primeiros Seminários Regionais sobre o Desenvolvimento dos Transportes e Comunicações.

O passo seguinte é a realização dos seminários nacionais em todos os países membros da SADC ora programados para o mês de Maio do corrente ano, o que levará mais tarde à realização do último Seminário Regional, onde se apresentará o Draft do Protocolo a ser submetido à Região da SADC.

Esperamos que a realização do Seminário Nacional em Moçambique permita um debate aberto e construtivo que espelhará o contributo de Moçambique para a consolidação da Cooperação Regional e construção da SADC.

A Direcção
(Ilegível)

11-184810

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Transportes e comunicaçoes

Moçambique prepara protocolo regional

5/18/95

JAIME CUAMBE

MOÇAMBIQUE iniciou já a preparação do projecto de elaboração de protocolos sobre os transportes e comunicações da Comunidade de Desenvolvimento da África Austral (SADC). Cerca de 100 representantes de instituições e empresas estatais e privadas do sector começaram ontem, em Maputo, a debater temas relativos aos portos e caminhos de ferro, transportes rodoviário, aéreo, marítimo, meteorologia, telecomunicações e serviços postais.

Os promotores deste evento comungam a ideia segundo a qual uma integração económica e social efectiva da África Austral não pode ocorrer sem um sistema eficiente de transportes e comunicações.

Com efeito, o seminário de Maputo está integrado num processo iniciado em Agosto de 1992, quando os Chefes de Estado e de Governo dos 10 países da SADCC rubricaram o tratado de estabelecimento da Comunidade de Desenvolvimento da África Austral (SADC), com o objectivo de uma integração das economias dos países membros.

Neste âmbito, realizaram-se em Fevereiro e Março últimos, em Harare e Joanesburgo, os dois primeiros seminários regionais sobre o desenvolvimento dos transportes e comunicações, com a participação não só de representantes governamentais, mas também de todo um grupo diversificado da população da SADC, que inclui o sector privado e o público em geral.

Segundo apurou o nosso diário, os seminários regionais e nacionais serão seguidos de um encontro de especialistas e técnicos a ser realizado no nosso país de 22 a 25 de Maio corrente, destinado a sintetizar as questões, conclusões e estratégias que tenham derivado de consultas anteriores em seminários, sob forma de um documento do quadro de referência.

O quadro do protocolo final será definido em Julho próximo, na capital zambiana, Lusaka, e o passo subsequente será traduzir o mesmo num documento legal para ser submetido à consideração e negociação pelos estados membros da SADC. "Uma vez alcançado um acordo seguir-se-á a sua assinatura, ratificação e entrada em vigor dos protocolos de transportes e comunicações", segundo informou o Vice-Ministro dos Transportes e Comunicações de Moçambique, António Fernandes, que abriu o encontro de Maputo.

Segundo defendeu, "os esforços de paz em Angola, a democratização na África do Sul, após as eleições de Abril do ano passado, o sufrágio realizado no Malawi e ainda a consolidação da paz e aprofundamento da democracia em Moçambique, são alguns sinais indicativos que mostram inequivocamente que a nossa região está a caminhar a passos largos para a sua total pacificação, estabelecendo assim os pressupostos para o relançamento das suas economias".

Reconhecendo a importância de todo o programa, a Agência Americana para o Desenvolvimento Internacional (USAID) e dentro do quadro de cooperação mais vasto com a SATCC, forneceu assistência financeira a países da região, a fim de empreender o processo de elaboração de protocolos no domínio dos transportes e comunicações.

DESTAQUES

PÁG. 3 — Lidimo desfaz equívocos: o problema é que nesta terra há muitas línguas. O novo Chefe do Estado-Maior General das FADM jura a pés juntos que no seio do Exército não há mais oficiais que soldados como se ainda a dizer por aí.

PÁG. 6 — Venda de carne fresca vira grande ameaça à saúde pública. É exactamente isso mesmo, pois é vendida nos "dumba-nengue" e mercados onde não existem as mínimas condições para o efeito. Mais grave é que isso ocorre ante a passividade de quem por lei devia zelar pela defesa da saúde pública.

PÁG. 10 — Maxaquene vai utilizar todas as armas ao seu dispor para vencer o seu adversário de sábado, o El Merreikh, com quem empatou a uma bola há quinze dias no Sudão, em jornada da primeira "mão" da Taça das Taças de África em futebol. Quem assim promete é o treinador "tricolor", que faz mais explanações sobre o jogo do Estádio da Machava.

ISIDRO PASCOAL

Moçambique quer contribuir para relançar o sector dos transportes e comunicações ao nível dos países da SADC. Na imagem, os participantes ao seminário nacional do sector

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Nos países da SADC

5/20/95

Impõe-se simplificação de barreiras fronteiriças

— conclui seminário do sector dos transportes e comunicações

JAIME CUAMBE

OS países membros da Comunidade de Desenvolvimento da África Austral (SADC) pretendem reduzir as formalidades burocráticas fronteiriças e outras similares, num esforço tendente a promover uma efectiva integração económica e social mais estreita entre os estados e povos da região.

Trata-se de uma das mais importantes conclusões saídas do seminário nacional do sector que ontem terminou em Maputo, destinado a esboçar um protocolo regional a ser ratificado ainda este ano pelos estados membros da SADC.

Nos encontros realizados em Harare e em Joanesburgo foi também consenso que os problemas relacionados com a facilitação das formalidades fronteiriças causam atrasos consideráveis nos movimentos de tráfego e resultam em custos adicionais evitáveis.

As deliberações saídas dos três encontros apontam para a necessidade de se tomarem medidas para harmonizar e simplificar os horários de abertura das fronteiras, documentação e procedimentos aduaneiros, formalidades de imigração, inspecções de cargas e outras práticas que causam atrasos às cargas.

Para corporizar as conclusões saídas do seminário, foi também recomendada a necessidade de criação de uma política regional em cada subsector de transportes e comunicações da região austral de África, bem assim de um órgão regulador e harmonizador.

Outrossim, chegou-se a um entendimento em como é premente dar-se uma maior atenção à problemática da formação técnico-profissional ao nível da região, de modo a assegurar uma maior eficiência na prestação de serviços ao nível do sector dos transportes e comunicações.

Outra recomendação importante tem a ver com a atenção que deverá ser dedicada a questões do meio ambiente. Nesta base, ficou assente ser necessário instituir um processo de gestão ambiental que inclua linhas de orientação política em questões tais como poluição, transportes de mercadorias perigosas.

Chegamos também à conclusão de que é necessário criarem-se mecanismos que garantam a segurança, tanto dos meios, como dos serviços que cobrem a actividade de transportes e comunicações dos países membros da SADC, afirmou uma fonte próxima da organização do seminário.

O Vice-Ministro dos Transportes e Comunicações do nosso país, António Fernando, defendeu no encerramento do encontro de Maputo que uma comunidade regional de economias integradas passa necessariamente por uma harmonização dos diversos sistemas de transportes e comunicações regionais.

Segundo aquele governante, este esforço vai resultar numa maior fluidez na circulação de passageiros e mercadorias, arrastando consigo o consequente desenvolvimento económico.

Uma equipa de especialistas, vai reunir-se já na próxima semana, também na capital do país, para sintetizar aquilo que foram as conclusões do seminário de Maputo, que envolveu cerca de 100 representantes dos diversos ramos dos transportes e comunicações.

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Abt Assists with Southern African Protocols

By Scott Fisher

Recent articles in the *New York Times*, *The Economist* and other publications have proclaimed the arrival of the southern African region on the world economy. Indeed, after years dictatorships, civil wars, Marxist governments and in the case of South Africa, apartheid, the countries of Southern Africa are in general democratic, peaceful, and poised for strong economic growth. Key to this growth will be the region's ability to strengthen commerce and investment not only with respect to the rest of the world, but also internally.

Through a buy-in to USAID's Implementing Policy Change Project, Abt Associates has recently begun a $ 1.7 million, 11 month project to assist the Southern African Transport and Communications Commission (SATCC) in designing regional protocols for the seven sectors that it oversees; namely rail, roads, ports and shipping, telecommunications, civil aviation, postal service, and meteorology. Once enacted, these protocols will provide a common set of standards and agreements designed to make transportation and communications across the region more seamless, and less governed by the practices of each individual country. For instance, trucking companies currently face an array of differing operating requirements, depending on the country. This makes border crossings in many cases extremely costly and time consuming. Similarly, railways -- often state owned enterprises -- cannot conduct international shipping efficiently because each has its own accounting system, hampering inter-railway billing. In resolving these and other issues, the protocols will promote a more stable, and consequently more dynamic, business environment across the region.

Abt's role in this effort is to guide the protocol development process by organizing and managing a series of workshops to be held in the spring and summer of 1995 in various locations around the region. The workshops will include representatives from the public and private sectors and will culminate with working agreements covering all seven sectors.

Across the board success is by no means certain. Many of the protocols are controversial and at the very least involve abdicating some level of national authority to a regional approach. Furthermore, even with appropriate protocols, there is no guarantee that agreements will be implemented effectively. Yet, underlying the project is a strong belief that "the process" is as important as the eventual outcome. By bringing together the stakeholders -- users, government officials and business leaders -- the workshops will help foster increased public/private collaboration in policy making; and final results will more likely be acceptable to both sides. By including a large number of government ministries in the protocol development process, the workshops will also help ensure that the protocols, once made into law, will be implemented and abided by more effectively.

The project is being managed in the United States by John Miller with assistance from Scott Fisher. Shemmy Simuyemba, a native of Zambia, who recently completed a five year project with UNCTAD in Malawi, is the project's overseas advisor and has started work out of SATCC's Maputo, Mozambique office. In addition, the project will contract with a number of workshop facilitators and telecommunications and transport specialists, many of whom will be from the southern African region.

Abt

Abt Associates Inc.

SATCC/IPC PROTOCOLS DEVELOPMENT PROJECT
(Southern Africa Transportation and Communication Commission)
(Implementing Policy Change)

CONCEPT FOR A VIDEO

John Miller, Abt Associates Inc.

5 May 1995

Purpose: To demonstrate to a wide audience (of U.S. Agency for International Development, USAID, and Southern Africa institutions) of the Implementing Policy Change (IPC) approach to development assistance, the effectiveness of stakeholder understanding, building consensus, participatory meetings, private sector user participation.

To promote the development of protocols among the stakeholders, and to promote agreement and ultimate signing by the Ministries, SATCC, and ultimately the SADC Council of Ministers.

Objective: To produce a 20 minute video that conveys the following:

- Southern Africa transportation and communications problems;
- What SATCC is (in the context of SADC);
- The importance of regional integration;
- What are Protocols and the importance of developing Protocols;
- The IPC approach being used;
- The process of developing Protocols (private and public, participatory, etc.); and
- The institutions involved (USAID, Abt Associates Inc., Management Systems International, MSI)

Distribution:

- USAID/Washington and field missions
- 11 SADC (Southern Africa Development Community) countries, via television and other means

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MEMORANDUM

DATE: June 22, 1995

TO: Jessica Glick, MSI

FROM: John Miller, Abt Associates Inc.

SUBJECT: IPC/SATCC Protocols Video

A. General Description of the Subject of the Video.

The Video will:

- demonstrate an approach to problem solving and managing change, specifically that the Implementing Policy Change (IPC) approach to development, change, and policy formulation is effective;

- illustrate the gap between policy formulation and implementation and the importance of process and strategic management approaches in developing solutions to what might appear to be entirely technical problems; and

- illustrate the importance of democratizing the process through widening stakeholder involvement in order to achieve greater ownership of policy and greater effectiveness at the implementation level.

The Video will convey the following ideas:

- that problems with a relatively simple technical solution may be fraught with political conflict and have major difficulty in implementation;

- that it is important to expand the formulation process from the normal, relatively narrow base of technocrats to include the full participation of stakeholders;

- that stakeholders must be defined and identified; that stakeholders must include those affected by policies -- user groups, private and commercial interests, public sector and parastatal institutions;

- that stakeholders must participate in the analytic process;

- that the participatory, consensus-building approach can be applied to a specific sector in a single country, or to multiple sectors in an economic region;

- that using workshops and other participatory mechanisms smooths the discussion of political issues and that it is important to provide such forums for venting concerns before they become issues;

- that policy problem solving requires both the technical and political views and can be aided through the introduction of appropriate analytical/management tools;

- that there is a vital role that outsiders with broader vision (or no brief of their own) can play in facilitating the debate and consensus building across countries; and

- that there is a need for a strategic manager, such as SATCC, one with a vision and commitment to organize the process and follow through once engaged.

B. The intended audience and distribution plan.

The video is intended for a wide audience of senior, host country officials in policy-making positions with public, private, and parastatal institutions. It will be distributed to institutions working with AID throughout Africa.

The 11 member SADC country Ministries of Transportation and Communication, which have been closely involved in the Protocol process, will be the central distribution channel in each of the SADC countries. AID Missions in other African countries will identify institutions in those countries. The video will also be distributed to television programming managers in the SADC countries and others.

FINAL REPORT: VOLUME III: WORKSHOP REPORTS

PROTOCOL DEVELOPMENT PROJECT

COMMUNITY BUILDING BY THE SOUTHERN AFRICA DEVELOPMENT COMMUNITY (SADC)

DEVELOPMENT OF PROTOCOLS BY THE SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION (SATCC)

Implementing Policy Change (IPC)
Contract Number DHR-5451-Q-00-0110-00
Delivery Order Number 47
United States Agency for International Development

Management Systems International (MSI)
Abt Associates Inc.

November 1995

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Volume I: Final Report -- Executive Summary and Text

Volume II: Annexes -- Overview, Technical Papers, Correspondence. Information Dissemination,

Volume III: Workshop Reports -- Summaries of each of 14 workshops

VOLUME III: WORKSHOP REPORTS

Omnibus Workshop, Lusaka, Framework, July 1995

Omnibus Workshop, Lusaka, Reports, July 1995

Synthesis Workshop, Maputo, May 1995

National Workshop Angola, May 1995

National Workshop Botswana, May 1995

National Workshop Lesotho, May 1995

National Workshop Malawi, May 1995

National Workshop Mozambique, May 1995

National Workshop Namibia, May 1995

National Workshop South Africa, May 1995

National Workshop Swaziland, May 1995

National Workshop Tanzania, May 1995

National Workshop Zambia, May 1995

National Workshop Zimbabwe, May 1995

Regional Workshop Harare, February 1995

Regional Workshop Johannesburg, March 1995

SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

TECHNICAL PROTOCOLS POLICY FRAMEWORK

REGIONAL OMNIBUS WORKSHOP
JULY 24–28, 1995
LUSAKA, ZAMBIA

SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION
(SATCC)
Maputo, Mozambique, July 1, 1995

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PROTOCOL DEVELOPMENT PROJECT

The development of protocols in transport and communications is being carried out under the auspices of the Southern Africa Transport and Communications Commission (SATCC) based in Maputo, Mozambique. This is an integral part of a broader initiative to build a strengthened economic community in Southern Africa within the framework of the Southern African Development Community (SADC). The countries belonging to SADC are; Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

The Protocol Development Project is funded by the United States Agency for International Development (USAID) under the global Implementing Policy Change Project (IPC). SATCC is being assisted in the management of the protocol development process by Abt Associates Inc. and Management Systems International Inc. (MSI)

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I. INTRODUCTION

The southern African region has over the past few years, undergone unprecedented transformation of its socio-economic and political fabric and the region is now poised for strong economic growth. Key to this potential growth is the region's ability to strengthen its commerce and investment by creating the necessary conducive environment. There are obvious constraints and problems associated with trade and growth - practices and rules and regulations, some of which have vestiges from the colonial era which now, must be revisited and revised.

In line with the decision of the SADC Council of Ministers made in January 1994, the Southern Africa Transport and Communications Commission (SATCC) is developing protocols in the seven sub-sectors of;

- roads and road transport
- railways
- ports and shipping
- civil aviation
- telecommunications
- postal services and
- meteorology.

By hosting numerous workshops held in the region over the past six months, SATCC has identified numerous issues, problems, and potential solutions within respective sub-sectors. There are, for example, among the industries disturbingly weak systems in organizational development, management, business practices, and customer service orientation. The workshops permitted a wide-ranging perspective as protocol issues were first identified, then later transformed into a protocol framework to be considered at the Lusaka workshop this month.

Once enacted, these protocols will provide a common set of principles, standards, and agreements designed to make transport and communications activities across the region more efficient, competitive and seamless. But success of these protocols is by no means assured. A few of these protocol are controversial. In many cases respective governments will need to amend their existing laws or national policies in order to comply with the regional protocol. But there will be a strong advantage in doing so as member States will realize the strength of operating within a regional economy, one in which exports are maximized and imports are minimized.

Some level of national authority will be surrendered to the regional level in exchange for improved economic performance at the national level. As member states of SADC, all will continue to exercise full sovereignty and maintain their

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national identities. The reason for regional integration, including economic integration is to promote national objectives and interests through collective action, not to undermine or threaten those national objectives. It is assumed the protocols implementation will promote a more stable and dynamic business environment across the region. As a collective group the countries of southern Africa have the potential to become a vital and sustainable economic force in the global market. This Report recommends specific regional protocols for discussion and action by stakeholders.

II. BACKGROUND

A. Southern African Development Community

The Southern African Development Community (SADC), formerly known as the Southern African Development Coordination Conference (SADCC) was created to encourage close cooperation among the governments and people of southern Africa. Under SADCC, the Lusaka Summit of 1980 brought member states together to declare their commitment "to pursue policies aimed at economic liberation and integrated development of our national economies."

The summit adopted the *"Southern Africa: Toward Economic Liberation."* It formally adopted a program of action which included food and agriculture, industry, manpower development and energy. The Heads of State also identified transport and communication as the main priority for regional co-operation.

By the late 1980's, SADCC was ready to strengthen its organization. In 1989, the Summit of Heads of State and Government meeting in Harare, Zimbabwe, decided that SADCC should be formalised to "give it an appropriate legal status taking into account the need to replace the Memorandum of Understanding (creating SADCC) with an Agreement, Charter or Treaty," (to create SADC).

By that date a strong consensus had evolved. Member States wanted SADCC's mission to go beyond its concerted efforts in promoting regional co-operation through co-ordination of development projects. SADCC was now to focus on a greater challenge: the equitable integration of national economies into a regional economy.

In August 1992, the Heads of State and of government met in Windhoek, Namibia and signed the Declaration and Treaty establishing the Southern African Development Community (SADC). One of the objectives of the community is to "develop policies aimed at the progressive elimination of obstacles to free movement of capital and labour, goods and services, and of the peoples of the region generally among member States."

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Two of its priorities: (1) "facilitate finalisation of protocols by which member States will agree on procedures and priorities of regional cooperation in specific sectors, and, (2) implement policies and programmes which will facilitate investment, production, and trade in the region."

B. Southern African Transport and Communications Commission

SADC realized early-on that without an adequate regional transport and communications system, especially for landlocked countries regional economic cooperation would be slow and difficult to achieve. By the end of the 1980's, work had progressed on developing four corridors linked to regional ports, each of which includes a major harbour and rail, road and other necessary infrastructure. Since 1991, according to SADC, more than 60 percent of transit traffic from the six landlocked countries, moves through SADC ports.

The Southern African Transport and Communications Commission (SATCC) based in Maputo has been responsible for coordinating the development, management, and operations of the regional transport and communications sectors for southern Africa. SATCC coordinates the activities of the member States related to the sectors, provides management and technical assistance and policy development guidance in several technical fields to member States. SATCC seeks to improve operational efficiency and provides training activities throughout the region. Its parent organization, SADC, mandated that SATCC should prepare Protocols to the SADC Treaty on the cooperation among the eleven member States in the areas of transport and communication.

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C. SADC community-building protocol development process

SADC and SATCC have undertaken this activity with donor support through USAID's Implementing Policy Change (IPC) Project. The overarching goal for IPC is to foster positive long-term impact on socio-economic development through improved policy formulation and implementation.

The purpose of the IPC Project world-wide is to help managers in developing countries apply strategic management processes and techniques to policy implementation.

The technical assistance provided through the consultation period during the last eight months has introduced participants to important strategic management principles and processes, including:

- developing a common vision and having a set of objectives with a plan of action;
- analyzing stakeholders' interests, positions and expectations;
- identifying constraints;
- building commitments to objectives.

It has helped promote regional cooperation among member States in the transport and communications sectors. Wherever it could the emphasis was on identifying and enlarging the areas of agreement among participating countries (and by implication, reducing those areas around which substantial disagreement still exists).

Underlying it all is the belief that engaging in "the process" is an important part of overall goal achievement. Indeed, it may be argued that the process of discussion and reaching agreement among stakeholders is in many ways as important as the ultimate signature on a protocol by SADC member States. For some, the ownership built at the meetings and workshops has enhanced the likelihood of protocol implementation; without such ownership, there is little chance for implementation. Bringing together stakeholders - government officials, business leaders, and consumers - has helped to foster increased public and private collaboration in national policy making.

This kind of mutual collaboration should be encouraged and promoted within SADC. It is the kind of example that the SADCC founders had in mind when they anticipated member States planning some of their national programmes at a regional level.

The consultative process involved all SADC member States in the development of transport and communications protocols through regional and national stakeholder workshops. Regional workshops were held in Harare in February 1995 and the other in Johannesburg in March 1995. The regional workshops were followed by national workshops in all eleven countries during May 1995. The national stakeholders workshops were followed by a Technical Synthesis workshop help in Maputo in late May.
All leading efforts focussed on the Omnibus workshop scheduled for Lusaka in July.

The regional workshops drew hundreds of participants. There was a relatively strong private sector representation. Many previous regional meetings concerning these sectors have not drawn the private sector so well. Their presence at these workshops reflected an increasing recognition by government of the important role played by the private sector in promoting regional economic integration. For example, one important by-product of the large private sector attendance at a regional meeting was an impromptu gathering of passenger transport operators to discuss formation of a regional passenger transport industry association.

The purpose of the national workshops was to gain reaction from local stakeholders to the *Report of the Regional Sub-sector Stakeholder Workshops, (Harare and Johannesburg)*. Stakeholders or interested parties from government and the public and private sectors came together to:

- exchange views on the pertinent issues affecting the operation and performance of the region's transport and communications systems;
- build a common understanding of the key issues, constraints and prospects facing the seven sub-sectors in which Protocols are developed;
- strengthen ownership to the whole Protocol development process.

During the national workshops participants were exposed to some of the background to the principles and policies being discussed. Significant findings from the regional meetings were communicated to national workshop participants Overall, there was general agreement in all eleven countries on many of the major issues and principles referenced in this report. Dates of national stakeholder workshops by specific country are as follows:

3rd to 5th May 1995 - Botswana, Malawi and Namibia
10th to 12th May 1995 - Angola, South Africa, Zambia and Zimbabwe 17th to 19th May 1995 - Lesotho, Mozambique, Swaziland and Tanzania.

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Throughout the consultation, there emerged a consensus need for restructuring key industries. One of the many difficult issues now facing member State governments is how to restructure their key enterprises so they:

- require fewer subsidies;
- operate more efficiently and effectively; and,
- provide improved customer service. Some of the particular operations are so laden with outdated ineffective procedures so as to be virtually ineffective. New regimes must now usher in new changes in how transport and communications operations are to be conducted.

In infrastructure terms regarding such sub-sectors as Postal and Telecommunications, the issue is even more compelling as enterprises there need to provide services to areas not commercially viable. Member States need to formulate policy around balancing rural citizens' needs for telecommunications services with the huge costs involved in establishing and providing such services in areas where they do not currently exist. The workshops and meetings reaffirmed agreement for SADC to provide a framework for countries to follow to begin to address the important issue of transparent equitable subsidies for disadvantaged areas.

The workshops produced another beneficial output: an initial indication of each country's views on major transport and communication issues. Relative priorities attached to the issues were revealed within the sub-sectors. The preparatory work and the logistical and administrative support rendered by the Ministries of Transport in each country contributed to the success of these meetings.

The main protocol areas identified in the regional and national workshops as well as the conclusions and recommendations, were put together at the Technical Synthesis meeting held May 22-24, 1995 in Maputo. The meeting was attended by selected facilitators and technical experts also involved in the regional and national workshops. At that meeting country reactions were recorded in a *Synthesis Workshop, Working Document.* A copy of this document appears in the appendix.

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III. PROTOCOL DEVELOPMENT

A. What is a Protocol? A Protocol is an agreement with a legal basis laying down modalities for co-operation within a specific area or areas. **A protocol spells out**

- the objective to be achieved;
- the strategy for achieving the set objective;
- the obligations and/or responsibilities of the parties to the protocol or agreement towards realising the objective.

Because it has a legal basis, a protocol should have a framework for enforcement, including identifying measures to be taken in the event a member State fails to comply.

B. What is a Protocol supposed to do or achieve?: A protocol is often entered into after a series of negotiations. It is intended to ensure that parties to the protocol fully understand the implications of the protocol and are entering into the agreement voluntarily. Or, if member States are not in full agreement with some of the provisions of the protocol, they are at least able and willing to live with them. **Consensus is commitment to action not necessarily complete agreement with a decision.** Protocols are intended to facilitate attainment of a commonly agreed to objective, by defining a legally binding framework in which the objective can be achieved.

C. How should a Protocol look? A protocol should be a clear statement of policy on the objective to be achieved and how it is to be achieved. For example, a protocol statement might say; " By the year 2000, all SADC countries must have common rules and regulations with respect to the road transport industry. " This may be a fine objective, but it does not say what common rules will apply be and how they will be determined. This issue might require technical studies will need to be undertaken and proposals provided leading to negotiations and final agreement.

Another protocol statement may say;" By the year 2000, the airline market within SADC should be fully deregulated." In this case, perhaps no further technical work is required. A date for implementation would need to be set. Also a decision to determine which airlines would qualify to operate in such a deregulated market, i.e. those registered in the SADC region, those operating but not necessarily registered in the region, or any airline. In both statements, the obligations and responsibilities of the parties to the protocols are evident. The parties in turn have to take measures to review their own legislation, policies and practices, inform interested

and affected parties and ensure that by the year 2000, all is in place for the protocol to take effect.

IV. REGIONAL PROTOCOLS FRAMEWORK

A. Roads and Road Transport Protocol Areas

The ultimate aim is to establish a single road transport market in the region for freight and passengers. The market can be supported by a conducive enabling environment in terms of a common regulatory framework, harmonised standards and specifications for infrastructure and equipment and common training and certification for personnel. Within SATCC, issues related to roads and road transport are dealt with by the Working Group on Road Infrastructure, Road Traffic and Transport. The group largely involves government officials. More private sector participation in this grouping by involving the Federation of Regional Road Freight Associations (FRRA) is called for. If a Regional Passenger Association were established, it too, should be invited to this Working Group.

1. Regulatory Framework

Background:

A common regional regulatory framework needs to be developed. It will address among other issues: market entry, fair competition, customer service standards, efficient operations, and industry standards. In the very long-term, SADC's aim is to have a single free market (or cabotage area) throughout the region. To get to that point will involve extensive study, recommendations policy development and tough negotiations. Further issues a framework needs to address include: current licensing requirements, quotas, permits, tariffs, customs duties, fuel levies and taxation for the road transport industry. By addressing these major issues related to road traffic legislation, cross-border facilitation, and harmonising standards and specifications SADC will help establish the necessary regulatory framework regionally and at national levels.

In defining the regulatory framework, all stakeholders, including policy makers, regulators, consumers, and service providers need to be consulted and involved. The SATCC Working Group on Road Infrastructure and Road Traffic and Transport is addressing a number of issues supportive of evolving a common regional regulatory framework

Next Steps:

- Member States should review their policies, legislation and practices immediately so as to amend existing legislation or enact new laws in line with the SADC road traffic and standards agenda.

Suggested Protocol:

A common regulatory framework will be put in place by the year 2000.

2. Road Traffic Legislation

Background:

Within the region there is general consensus on the urgent need to standardise and harmonise road traffic legislation. SATCC's *Model Book of Statutes* provides a basis for enacting such legislation. Also the commission's *Model Road Safety Programme* document provides details on road safety measures to be accepted by SADC member states.

Next Steps:

- Road signs and signals are to be standardised with a specific time limit for compliance identified. SATCC's *Road Signs and Signals* manual provides a good basis from which member states can begin to take action;

- All SADC countries should expect to drive on the left by a to-be-specified time in the future. Over the long-term the importation of left hand drive (LHD) vehicles would be banned. Over the medium-term the policy would define the process, including timeframes for converting all vehicles to right hand drive (RHD) prior to their registration. Positive incentives can be considered for operators and consumers who cooperate and undertake conversion voluntarily;

- The dimensions of vehicles permitted on the region's roads should be standardised. SATCC has developed some guidelines here, but many technical issues remain unresolved. Further study and recommendations are required. Currently there are regional limits on distances between axles. Further study of appropriate vehicle length with recommendations is needed. The whole question of specific vehicles design and their impact on road stress and damage needs to be addressed. Whatever regulations are eventually mandated and accepted, their implementation should be phased-in, to give operators grace time to modify their vehicles;

- The issue of standardising the tire pressure of classes of vehicles throughout the region needs further study. Tire pressure does affect pavement wear and tear. But there is the greater medium-term need to address the larger and more compelling issue of controlling vehicle overload and regulating gross vehicle mass (GVM) limits. (see below) It is vehicle overload which seriously affects pavement wear and tear.

- In order to help to professionalise the transport industry, an operators license would be required for both freight and passenger operations. Obtaining such a license would mean the particular operator had satisfied regionally-accepted standards for operating a transport service. Before a company received a license, its business operations would have been reviewed: in terms of level of capitalization, management competence, qualifications of personnel, especially its senior personnel, equipment and related considerations. Licenses would be required first, of cross-border operators, but over the long-term, would include local operators. The actual licensing application and its procedure to be as efficient as possible for the user and as simple to administer;

- Relevant legislation regarding the handling of hazardous cargo and abnormal loads needs to be enacted by SADC member States. All governments should accede to relevant United Nations conventions, such as the United Nations Convention on the International Transport of Dangerous Goods. Regional norms related to environmental protection, including pollution control, clean up and the rights of victims for compensation need to be defined.

- SATCC has been funded by the Nordic Fund, to provide specific recommendations on handling such cargo. SATCC should ensure that the terms of reference include all the issues mentioned above. The study is expected to be completed by mid-1996.

- The training sub-committee chaired by Zimbabwe is developing a driver training curriculum for the region. It is expected to have completed its work by the end of 1995. Government and military drivers should undergo and pass the region's minimum drivers examination and driving requirements.

- The proposed road traffic legislation should have clear mechanisms for monitoring and enforcement, including if necessary, of penalties for non-compliance.

Suggested Protocols:

- to adopt as policy the SATCC Model Road Safety Programme and put it in place by January 1, 1997:

- to have standardised road signs and signals in place using *SATCC Road Signs and Signals* as a guide by January 1, 1998;

- to mandate Left-Hand drive only throughout the region by January 1, 1997 banning Right-Hand drive vehicles after that date; requiring existing Left -Hand drive vehicles to be converted to Right Hand drive by the same date;

- to implement transport equipment standards by January 1, 1998, allowing transport operators up to January 1, 1999 to implement mandated equipment changes;

- to license all freight and passenger transport operators according to common standards to be adopted by January 1, 1997, with cross border operators being licensed by July 1, 1997 and local operators licensed by July 1, 1998;

- to accede to the relevant international conventions on the handling of hazardous cargo, such as the United Nations Convention on the International Transport of Dangerous Goods.

Enabling legislation within member states must include:

* labeling
* movement of vehicles carrying hazardous cargo
* abnormal or awkward loads
* pollution control
* mechanisms for compensation

Proposals and recommendations from the Nordic study to be annexed formally to protocol agreed to from this Report.

- to use a SADC model driver's license throughout the region by July 1, 1996; government and military drivers to be included. Licensing and training requirements to be specified by December 31, 1995 by the sub-committee chaired by Zimbabwe;

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3. Harmonisation of Infrastructure Standards

Background

Currently the region has various European and American design standards with differing specifications. The region should harmonise and standardise the important infrastructure norms. The SATCC *Manual on Road Design Standards and Specifications* provides guidelines. The manual has been agreed to in principle by member States. It is being updated to take into account local changing conditions. A similar manual is being developed for bridge design standards and specifications. It is expected to be completed by December 31, 1996.

Once design standards and specifications are agreed upon, all new road construction will need to conform to the new standards. Donors in particular should appreciate that it is to everyone's best interests to abide by the established standards. Their donor aide should reflect this principle. Conforming to new design standards is an expensive undertaking. So there should be reasonable grace periods. Countries whose roads are in a state of severe disrepair, or whose terrain is difficult (mountainous) will need special support. Donor interest here is especially important. In other areas more study is required, for example, over the question of the quality of vehicles' suspension systems.

Next Steps:

- SATCC to review immediately existing manuals, prepare and circulate specific recommendations to member States addressing those issues where agreement has been reached.

Suggested Protocol:

- to adopt SATCC's *Manual on Road Design Standards and Specifications* by January 1, 1996 as standards for the regional harmonisation of infrastructure standards. All new road construction contracted after this date will have to comply to the new standards;

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4. Overload Control

Background

A lot of work has been done over the years by SATCC on the issue of overload control. The Federation of Regional Road Freight Associations (FRRA) has also made specific proposals. The recommendations from the *Study on Overload Control in Southern Africa* (1994), need to be adopted by the member States by a specified date.

Other issues still need to be negotiated including:

- **Axle loads**, and limits therein need to be standardised throughout the region immediately. SATCC has agreed on a target (over the long-term) of 13 tonnes per single drive axle. The current agreement stipulates 10 tonnes per single axle. However, South Africa may now be proposing 9.2 tonnes per axle.

Action: Resolve the differences here by December 31, 1995.

- **Gross Vehicle Mass (GVM)**: Agreement is yet to be reached on GVM. The "Bridge Formula" currently used in South Africa might serve as the basis for reaching a regional agreement. But it, too has problems as some officials find it difficult to enforce. In addition, some operators are increasing the GVM using hydraulic axles which do not carry much weight, but could damage some bridges in the region.

Action: a study to be carried out (timeline to be determined) which will recommend the standard GVM to be followed throughout the region;

- **Weighbridge Management**: Weighbridge equipment must be upgraded and made standard throughout the region. Weighbridge equipment should also be calibrated at regular intervals, for example, every six months, to promote accuracy, reliability, and avoid discrepancies which may penalise either the operator or the regulator and often the consumer.

The feasibility of privatising weighbridge management needs to be explored. It would not necessarily mean private operators undertaking enforcement at border posts, but operators who qualified, based upon agreed-to standards accepted throughout the region, would be authorized to inspect and issue "loading certificates." These certificates could be obtained conveniently from designated points within each country. In this way the burden of compliance would not only rest with the haulier. It would also rest with the weighbridge operator. An added advantage is that at the border, 100% verification would no longer be necessary

(as there would now be improved internal weight control.) Only random checks would have to be made.

Action: adopt the practice of using standard weighbridge certificates, which when issued in one member State become acceptable in all member States. At the same time, error margins should be standardised to allow for possible load shifts.

- **Sanctions for Non-compliance**: In managing overload control, there seems to be a consensus building that the administrative emphasis should be on measures which promote compliance rather than on punitive enforcement and sanctions. Still, when fines have to be collected, these funds should be re-channeled into road maintenance fund.

Action: The regional overloading fines and fees standards, already presented to member States for consideration should be adopted by all of SADC. A uniform system for payment of fines preferably using coupons should be introduced by the end of 1995. Member States should immediately put into place enabling legislation which creates a dedicated road maintenance fund from the fines collected. The recommended axle load limit of 10 tonnes per axle should be adopted immediately. A task force consisting of a small panel of experts should be convened by SATCC to make specific recommendations by the end of 1995 on:

* Gross Vehicle Mass
* Axle loads
* Specific penalties for overloading
* Overload management
* Private sector management of weighbridges

Suggested Protocol:

- to adopt to the standard of 10 tonnes per axle as SADC's axle load limit standard by the end of 1996.

5. Road Transport Policy

Background:

Member State governments should move towards harmonising road transport policies both for freight and passenger transport – keeping in mind the long-term objective of seeing evolve a free road transport market. Any short-term policies now being implemented which work against this objective should be discouraged. A number of member States have defined or are in the process of defining national transport policies.

The regulatory framework and legislation discussed above are an integral part of the policy. Once these are defined, they will go a long way in defining the major components of the policy. The policy will need to address such long-standing issues as: road-rail competition and cabotage. The new road transport policy should support and encourage free trade. National protectionist practices are detrimental to regional economic integration and should be reduced in the medium-term and be eliminated in the long-term. The policy should also consider the issue of bi-lateral versus multi-lateral road transport agreements. It must also address as issues related to permits, quotas, and licensing of foreign hauliers.

SATCC has not done any work in defining a comprehensive blueprint for a regional road transport policy per se. Although elements of other initiatives currently underway in SATCC and within national programmes could be used as a basis in policy formulation.

Next Steps:

- SATCC should co-ordinate the definition of a standard policy framework to guide member states. Such a framework would indicate the major policy areas to be addressed. Once a regional policy is drafted but before it is accepted by SADC, member States will need to review their legislation thoroughly, eliminating any policies which are in conflict with the broad regional objectives. SATCC should define such a policy framework blueprint immediately. SATCC to review available national road transport policies for coordination sake.

Suggested Protocol:

- to adopt a regional road transport policy by January 1, 1997 using the Namibian Policy Paper as a model;

6. Cross-Border Facilitation

Background:

A lot of work has been done by SATCC on cross-border facilitation through the Blantyre-based UNCTAD Transit Facilitation Project. Non-physical cross-border barriers cause delays and additional but avoidable costs. They can lead to inefficiencies in the road transport sector performance, in particular, and in the overall regional economy. A number of the recommendations made below have actually been implemented by some member States during the last drought emergency of 1992-1993. It is unfortunate that despite the positive facilitation of food aid and materials which was achieved at that time, most countries have slipped back into pre-drought inefficient practices. A contributing factor for the

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lack of facilitation and communications is the fact that key institutions, such as customs and immigration have not been involved in enough regional discussions regarding regional transport.

In order to improve efficiency, rationalisation, harmonisation and standardisation are essential. Specific issues to be addressed:

- **Customs documentation** and procedures should be harmonised and then standardised throughout the region. As part of achieving harmonised standards, such issues as Commercial Vehicle Guarantees (CVGs), Customs Bonds, and Temporary Importation Permits (TIPs) will need to be resolved.

- **Immigration needs** to have a standard form for use throughout the region. Visas should be abolished for SADC nationals traveling in the region. Other forms of documentation for immigration clearance other than passports should be considered for personnel engaged in cross-border work. An example would be using the SADC regional drivers license, already adopted, when it comes into general use. Border operating hours should be harmonised particularly at contiguous borders. Borders on major regional truck routes should be opened twenty-four hours a day for both commercial and private traffic. Other border posts should be opened from 06:00 hours to 20:00 hours seven days a week or corresponding times in Angola, Namibia and Tanzania .

- **Common user facilities** at border posts such as security lighting, sanitation, communication (telephone/fax), parking, and over night accommodation is often poor or non-existent. The private sector should not be prevented from providing such services where they do not now exist.

- **Toll bridges** should be conveniently located, and their working hours harmonised with those of other agencies at border posts. The Study commissioned by the FRRA contains specific recommendations which should now be accepted and implemented by member States.

Next Steps:

- Measures that have already been agreed upon should be implemented immediately. SATCC should as a matter of urgency convene by October 1, 1995 a regional meeting of Commissioners of Customs/Chief Immigration Officers and other related agency personnel involved at border posts to review the situation and agree on a specific plans of actions:

Suggested Protocol:

- to harmonise customs documentation and procedures by January 1, 1997, including Commercial Vehicle Guarantees, Customs Bonds, Temporary Importation Permits, and the like;

- to eliminate visa requirements for all SADC nationals traveling to other countries within the region by January 1, 1997 by establishing standard immigration forms and an alternative to passports for commuters crossing borders for employment;

- to standardise border operation hours to twenty-four hours on regional and major trunk routes; all other border posts significant for transport should be opened 06:00 hours 7 days per week;

- to establish standards by January 1, 1997 for common user facilities at borders and allow for their private sector operation;

- to harmonise the operation of toll bridges with border crossings by January 1, 1997.

7. Road User Charges

Background:

The issue of Road User Charges (RUC) is one of the longest-running issues on the SATCC agenda. It is time for closure to be reached and for a decision to be made. The Preferential Trade Agreements (PTA), and Southern African Common Union (SACU) Joint Review of Road User Charges provides for some common ground for making specific proposals for adoption by member States. There is a good deal of literature available on the subject for member States wishing to formulate a road user policy. While it will never be possible to reach technical perfection in these matters, all of the outstanding issues surrounding RUC must be studied carefully with recommendations and proposals presented for implementation.

Next Steps:

- SATCC should submit specific recommendations on RUC by October 1995 for adoption and implementation by member States. Improvements in the RUC will be made as the system is implemented and monitored.

Suggested Protocol:

- to agree to implement a regional road user charge by the end of 1997.

8. Regional Insurance Scheme

Background:

There is general agreement on the principle for a regional insurance scheme. At a minimum such a scheme should cover third party liability. Eventually, insurance should be available and extended to cover damage to one's own property, loss of life and other coverage. Obviously, the development of a regional insurance scheme requires supportive enabling legislation from SADC member State governments. Further study is required of the various available insurance systems. A standardised system should be introduced based on existing systems. Mechanisms for charging and making claims and collecting should be made transparent.

Next Steps:

- SATCC to arrange for study with recommendations for implementing a regional insurance scheme for consideration by SADC member States;

- SATCC to convene a meeting before the end of 1995 with PTA , SACU, and major public and private insurance companies operating in the region in order to design a framework for a comprehensive regional insurance scheme, including drafting the terms of reference for the study mentioned above.

Suggested Protocol:

- None. This issue can be taken up within another protocol.

9. Training and Research

Background:

Training and research are considered vital to the efficient and modern operation of the road transport industry. These are areas which invite regional cooperation. Existing regional training and research facilities should be upgraded and strengthened. Training curricula should be standardized particularly for personnel involved in cross-border operations. Joint training, personnel exchanges and attachments should be encouraged. An integral component of regional cooperation should be common certification of personnel. Common certification standards, procedures and methodologies should be adopted. This should include developing common curricula used throughout the region.

For technical issues such as soils study, materials testing and other operational issues, consideration should be given to setting up a regional central research laboratory along the lines of the British Transport Research Laboratory (TRL). There is some caution being expressed within the region for avoiding support for regional training facilities which cannot be sustainable in the long-term.

The SATCC *Road Transport Training Needs Assessment Study to the Year 2000, and the Strategy for Collaboration in Road Transport Research* and the FRRA's *A Structured Framework for Training and Qualifications* provide a sound basis for defining effective regional training programmes.

Next Steps:

- SATCC along with FRRA and a few leading training institutions in the region to meet before the end of 1995 to review the situation, existing studies and agree on a framework for a comprehensive training strategy for the region.

Suggested Protocol:

- None.

Formation of Regional Road Passenger Association

This is a non-protocol issue. There is growing cross-border passenger transport in the region. Issues such as the mechanical condition of vehicles, speeding, overloading, the qualifications and competence of the drivers, cross-border facilitation and other related matters become important. There is disturbing evidence of discrimination of public transport users (bus passengers) in terms of treatment by officials at borders relative to private motorists. Interrogations, searches, and delays and other humiliating practices bordering on harassment and the violation of human rights are not uncommon at some border posts. Bus users tend to be from low-income groupings, people who deserve to be protected by government. Almost all countries of the region have bus/taxi operators associations whose focus has largely been domestic. Cross border issues are normally presented through the relevant government departments for resolution bi-lateral with counterpart institutions of the two countries involved. There is some bilateral contact among operators. But no regional operators' Forum now exists.

Next Steps:

- A forum meets where bus operators, immigration, customs and other appropriate agencies, can meet periodically as a working group to address and resolve these and other concerns. SATCC to initiate a regional meeting by the end of 1995 of national passenger associations. SADC to identify and approach a donor for support for work in this area.

B. Railways Protocol Areas

The goal of southern African railways is to operate an efficient seamless railway system throughout the region. Railways must operate in a more business-oriented manner, commercially and competitively whilst fulfilling their responsibilities in regional development. SATCC manages railway matters at the regional level through its Railway Chief Executives Conference (SRCEC). There is need to

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broaden the perspective of these meetings by having major railway users participate. At present they do not. The agenda , therefore, tends to favour industry requirements at the expense of other issues such as customer needs and service.

1. Enabling Environment

Background

The major problem with SADC railways is that there is too much government control and interference, and too little effective management and capital opportunities for investment. Railways' organizational structures are inadequate and management is, for the most part, weak and poorly trained. While situations obviously change among the respective railways, most railway managers lack autonomy in decision making in such basic areas as: pricing, investment, personnel utilization, discontinuance of unprofitable services and other related matters. This is an untenable situation. Railway senior managers must be given more authority in the management of the railways operation. The fact that governments are the major and in most cases the only shareholders in the railways, aggravates the situation.

What is needed is a new framework for railways operation and management. The existing environment does not encourage private sector investment in railways. As owners of railways, governments will have to decide how and to what extent it wants to share ownership with the private sector, or enter into new and other financial relationships.

Railways must change, and learn to operate more like a business. Where governments remain as owners, they would continue to appoint the Board of Directors. Senior management and directors alike need training in selecting effective board members, for example, what to look for, standards, and the like. Appointments need to be professionalised and made based on merit. Specific recommendations came out of the SRCEC micro workshop on "Review of SADC Railways Restructuring and Proposed Agenda for their Commercialisation," held in Maputo in April, 1994.

By the same token, Boards should be given full autonomy and powers to manage and operate the railways on behalf of the shareholders, and be accountable to them. Further, governments should put these recommendations into practice immediately.

The seamless service of the railways is only as effective and efficient as its weakest member. Therefore, new modalities of assistance must be envisioned and implemented providing weaker railways with the opportunities for bringing their

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standards up to regional norms within reasonable grace periods. One part of commercialisation, as a practical first step for virtually all railways would have them consider how they would contract out certain services they do now, but may not do particularly well. Railways should hold on to those services which they perform well, or those parts of their operation which are profitable. However, they should consider contracting out to the private sector for certain services the railways does not like to do, or should not be doing at all. The enabling environment should be supported by legislation which addresses such issues as: ownership options, capitalisation, and road-rail competition.

There is no question that the private sector should be more involved in the railways: in managing weigh stations, in running concessions at borders, in operating mechanical workshops for railway engines and stock, and in other operations now held on to by government. In the long-term privatisation could include privately owned and operated rolling stock.

The lack of capitalisation is one of the major problems facing the railways. And finding new sources of fresh capital and investment will be major responsibilities for Railway Boards and through them the management of the railways. More opportunities for joint venture investment should be anticipated in order to secure an adequately capital base for the railways. Years of deferred maintenance and undercapitalisation has taken its toll. Most railways now require a major infusion of capital. If commercialisation is to be meaningful, governments as railways' owners need to fully support an encouraging climate for capital investment in railways.

Where railways are rehabilitated and developed through soft loans, governments should not on-lend these loans to railways at commercial interest rates, as this practice only increases the debt burden for railways. Rather, grants should be capitalised as equity rather than as loans so that returns can be based on performance in the form of profits and dividends. Under the current arrangement, loans and grants which are on-lent have the impact of increasing prices as finance charges and debt service obligations are recovered in excess of their true costs.

Next Steps

- SATCC should convene a process to develop a regional model for restructuring the railways.

Such a model would not supersede existing work, or be prescriptive. Rather it would serve as a framework for respective governments to study, and develop policies around the issue of restructuring their railways. It will help guide the process in reaching the goal of a seamless regional railway. All railways are

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making some attempt at producing long-term development plans and addressing the enormous task of restructuring their operations.

What railways lack is a strategic plan, or a model for how they are going to restructure and move toward more commercialised operations. There is concern at the slow pace of restructuring and the absence of a regional model to guide railways in their restructuring process. While donors make an effort to consult it is not always clear to what extent such consultations are effective in defining a common strategy which will lead to quick implementation of the measures. Railways need to be clear about their priorities for restructuring in their discussions with donors, so donor-assistance is maximised. The SADC Annual Consultative Conference provides a forum for SATCC and donors to review projects and other issues jointly. These donor consultation meetings should be strengthened, with more thorough discussions and sharing of activities and plans. There must also be more interaction between donors and the SADC Railway Chief Executives to discuss planning and specific needs.

Suggested Protocol:

- SATCC will develop a regional model by January 1, 1996 for a seamless, integrated rail operations throughout the region. The model will address:

  * ownership options, including commercialisation
  * customer service standards
  * road-rail competition
  * training and certification
  * common standards
  * research and development
  * fuel levies and other taxes
  * payment for public service obligations
  * harmonisation of standards (see below)

2. Integrated Railways Policy

Background:

Deliberate measures need to be taken to ensure that major railway practices are co-ordinated. More importantly, there is need to evolve a common vision and corporate philosophy for railways at the regional level.

An integrated railways policy must address issues such as ownership options, road/rail competition, restructuring and commercialisation, training and certification, common standards and research and development. The question of fuel levies should be addressed in the policy. Apart from the railways which have major road

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fleets such as Spoornet and TransNamib, most railways see these levies as, in effect, subsidies for its competitor.

The policy should be clear on the question of Public Service Obligations (PSOs). Where railways are required to provide a service on PSO obligations, the net loss resulting from such an operation should be met by the government or the party requesting the service. This is only possible when there is an agreed-to criteria and proper costing. Otherwise there is the danger here of governments subsidising the railway's inefficiencies.

Next Steps:

Thus far, a lot of emphasis has been placed on improving railway operations. Precious little enough attention has been given to customer needs and customer service standard improvements. As a regional railways policy is developed, its major stakeholders, including users, need to be consulted.

- The creation of the Southern African Railways Association (SARA) is a step in the right direction. It's formation should be encouraged and speeded up. SARA should be charged with being a regional body to monitor the railways. There are plans for SRCEC to meet in July to consider the structure, objectives and constitution of the SARA. SRCEC should agree on a definite date by when SARA would be operational. Governments have enough material to start the process of defining an integrated railway policy. The task should begin immediately.

- Use the SRCEC -SATCC forum to develop a framework model usable by member states for restructuring their railways.

Suggested Protocol:

- Agree to implement an integrated regional railway policy to be effective throughout the region by January 1, 1997

3. Regional Body

A regional railway body is required to monitor railways in terms of operating standards and performance, specifically quality of service to customers.There was divided opinion as to whether this was a protocol or railway operational issue. Except for meetings of SRCEC, there is no
regional supervisory o monitoring body at present. The proposed SARA could fulfill this role.

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Next Steps:

- Governments as current shareholders should appoint a Regional Task Force to define in more specific terms the structure, functions, mandate and composition of such a body.

Suggested Protocol:

- The Southern African Railways Association (SARA) will be formed on January 1, 1996 and will become the regional body to monitor railways.

4. Harmonisation of Standards

The region needs to harmonise technical and operational standards so as to facilitate the operation of a seamless regional network. As standards improve, the railways should also move towards harmonizing service standards. The main components which require harmonisation are:

- Wagons and Coaches: e.g. , braking systems
- Locomotives: specifications and tractor power
- Track: weights to cater for the range of locomotives in the region, bridges, culverts etc.
- Signaling : signals and telecommunications.
- Interchange: harmonisation and standardisation of interchange, rules, inspection, documentation and related procedures.
- Operations: train working regulations and rules.
- Training: training and certification standards.

A number of studies are available and are currently under discussion by the railways. These include a study on interchange rules; train working rules; rolling stock management; and audit of levels of train control. USAID is funding the Regional Rolling Stock Information System (RRIS) and this should go a long way towards creating a database and facilitate exchange of information. It should also lead to improved rolling stock utilisation and standard performance indicators.

Signals and telecommunications equipment and practices vary greatly in the region. It is clear that in some areas, standardisation will only occur in the long-term as it will require massive investment to change from existing systems. However, a phased approach can be adopted starting with those aspects that are less expensive to change or implement. Other areas require further study before specific proposals can be identified and agreements negotiated.

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The option of Telecommunications Administrations providing communications equipment to railways has been examined by the railways and the conclusion is that this proposal it would not be cost effective and would work against railway efficiency.

Next Steps:

- SATCC together with the SRCEC should draw up a matrix of specific areas and current status of the plans toward implementation. This will enable a clear prioritisation of the issues so that there is a phased implementation starting with the least problematic areas. Specific timeframes will be identified for when action is to be initiated. A meeting to consider these options and draw up an implementation schedule should be held before the end of 1995.

Suggested Protocol:

- The SATCC Regional Railway Model will establish technical specifications and target dates for the harmonisation of standards by January 1, 1996. The standards will include:\

  - wagons and coaches–braking systems, etc.
  - locomotives–specs and tractive power
  - track–weights to cater for the range of locomotives in the region, bridges, culverts, etc.
  - signals and telecommunications
  - interchange rules, inspection, documentation and related procedures
  - train operations regulations and rules
  - training and certification standards and facilities
  - standard costing
  - central clearing house for account settlement
  - utilisation of the Regional Rolling Stock Information System (RRIS)

- The Rail Operations model will be adopted as part of the final SADC treaty signed in August, 1996.

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5. Cross-border Facilitation

Background:

As an external factor, cross-border facilitation is less of a problem for railways compared with other transport modes. The problem is largely internal to the railways themselves. Railways should move to a situation where rolling stock, both locomotives and wagons can operate on national railway lines. Precedents for this exist, for example, Spoornet/NRZ at Beit Bridge and Spoornet/Botswana Railways. It is true that within the region different trains work from different rules. The fact that drivers are currently competent only as drivers of certain types of locomotives may initially hamper achieving this goal. However, standardisation and common training can overcome these obstacles.

Interchange arrangements can clearly be improved with significant cost savings and without much investment. What has been more difficult to get is the commitment from railways. The railways need to follow the specific timeframes and deadlines to facilitate speedy implementation of measures to enhance cross-border facilitation. There are some problems at terminal points but these are a combination of customs/shipper/clearing agent interaction and railway operations. Recommendations are available upon which an action programme can be drawn.

Next Steps:

- Recommendations for improving cross border facilitation are available. An Action Plan should be defined by SATCC and SRCEC and agreed upon with specific dates for compliance.

Suggested Protocol

- SARA will devise and deliver to all SADC member States plans and timetables for cross-border facilitation of rail freight and passengers. These plans will be adopted by all member States by July 1, 1997.

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6. Regional Liability Regime

Background:

There is divided opinion on whether the question of a regional liability regime is an issue. A shipper through the agent handling the goods can insure the goods at any value and receive due compensation in the event of loss. This need not necessarily involve the railway. However, the relationship between an insurance company and the railway is a different matter. The other opinion is that railways must accept full responsibility and liability for loss and damage to goods consigned in their care. There are no specific proposals are in place for addressing this issue.

Next Steps:

- The issue needs further study. The legal aspects must be explored. The International Convention on the Carriage of Goods by Rail may provide some insight.

- SATCC through the SRCEC should undertake a study and make consultations with the Union of African Railways (UAR) on prevailing practices in other regions and internationally. Inquiries should be sent to UAR immediately with dialogue to be initiated.

7. Environment and Pollution

Background:

The issues are two-fold; pollution caused by railway operations and the need for effective environmental protection and environmental degradation due to movement of and/or pollution caused by spillage of hazardous goods. These issues raise concerns as to; liability, cleanup, compensation, prevention and public education, investigation and reporting procedures and awareness raising. International practices in this regard should be reviewed with a view to adopting appropriate measures for the region. There is full agreement for work to initiate in this area but little work has been done in the region and further study is required.

The SRCEC has established a HAZMAT sub-committee to examine the handling of hazardous materials. Work done by bodies such as the South African CSIR should be reviewed. Proposals should be incorporated into legislation which should address such issues as who should be responsible for a clean-up in the event of an accident, the procedures for victims wishing to seek compensation and the minimum levels of liability that all operators should carry.

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Next Steps:

- SATCC to review provisions of existing international conventions and make recommendations suitable for the region. The cost implications for compliance *vis-a-vis* other priorities must be considered. Emphasis should be on environmental protection and prevention. Once recommendations are accepted, they should be incorporated into national legislation. Specific proposals and dialogue should be made now to the HAZMAT sub-committee

Suggested Protocol:

- SARA will devise and deliver to all SADC member States by July 1, 1996 plans and timetables for regional rail standards in regard to the environment and environmental protection, including pollution control. These plans will address environmental protection and degradation caused by spillage of hazardous goods, and include accession to appropriate international conventions. These plans will be adopted by all member states by January 1, 1997.

8. Other Issues:

- **Training**: Work is in progress. The Signals and Telecommunications sub-committee of the SRCEC has undertaken an inventory of training facilities and courses offered from within the region. The three railway sub-committees of; Technical, Traffic and Human Resource Development are also looking at training issues. Regional training courses are offered now at training centres in the region such as Esselen Park for Spoornet personnel.

- **Standard Costing**: SADC railways are currently considering a number of costing models with a view to adopting a standard system. The Traffic Committee is considering this issue. It is understood that another study is in progress funded by CIDA. Costing should be seen as a management and marketing tool. Standard costing would go a long way in assisting railways to quote through tariffs.

- **Clearinghouse**: Currently inter-railway accounts are settled bilaterally. Action: A central clearing house may be more efficient and cost effective and a study in this respect is desirable. This is an issue which can be followed up by the proposed SARA.

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C. Ports and Shipping Protocol Areas

The regional economy is external trade oriented highly dependent on imports from outside the region and exporting overseas. Intra-SADC trade is still limited. Ports and shipping therefore become vital to the competitiveness of the regional economy. The main goal is to have accessible and efficient ports and competitive shipping. Landlocked countries place more emphasis on unimpeded access to the sea than maritime countries, which emphasise strengthening their maritime competitiveness. The SATCC Working Group of Port Administrations, Shipping, Clearing and Forwarding which deals with ports and shipping matters at the regional level is new relative to the other working groups. It involves both government and private sector institutions.

1. Regional Maritime Policy

Background:

There is a widely accepted need for a regional maritime policy. The SATCC Working Group has approved terms of reference for a regional maritime policy study to be funded through the Nordic trust Fund. It is expected that this study will be completed by April 1996.

The maritime policy should define an enabling environment for efficient port and shipping operations. It is important that the policy includes inland lakes and waterways. The policy should also address issues related to ownership options, commercialisation and the role of the private sector in ports and shipping operations, including management. Environmental concerns and pollution as well as safety should also be addressed in the policy.

The issue of cabotage must be addressed in the policy. The long term aim should be to encourage cabotage in the region in the spirit of promoting free trade. The total opening up of a free trade zone can be gradual, starting with bilateral negotiations leading to the creation of a single cabotage area. One overriding consideration should be, where demand exists and the service can be commercially viable, that consumers not be denied services because a country in question cannot provide the capacity - when potential operators are available in the region to fill the demand. The OAU African Maritime Transport Charter (November 1993), Article 11 on cabotage states "Member States agree to promote cabotage at sub- regional, regional and continental levels."

The policy should also define minimum port, ship as well as infrastructure and equipment standards. This would safeguard against technology dumping as well as ensure that sub-standard ships that are being banned in developed countries are not diverted to ports in the region.

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Given the priority attached by landlocked countries to access to the sea, the policy should also be clear on this issue. The possibility of landlocked countries investing in dedicated facilities in coastal States, needs to be addressed. This is a development which is already taking place. For example, South African shippers have invested in the port of Maputo. Zambia and Malawi have made major investments in the port of Dar-es-Salaam. And Zimbabwean shippers have invested in the port of Beira. Such investment patterns also act as a safeguard against over-investment by coastal countries in facilities while at the same time, compelling landlocked countries to use these facilities.

The policy should also be clear on the potential and real linkages between ports and shipping and other economic activities such as tourism. The policy should support the development of a positive cruise environment.

Other issues for the policy to address relate to the non-discriminatory practices between coastal and landlocked countries on such issues as: transport charges, unimpeded flow of transit goods and access to facilities and services. Coastal States should not impose, fiscal, administrative and other barriers in the way of the free movement of goods for land-locked countries.

A study has been commissioned and should be ready by April 1996. A seminar on SADC port restructuring and commercialisation is planned for October 1995. The framework document for consideration at the seminar was approved by the Working Group at its last meeting held in Windhoek in April, 1995. Some ports have embarked on restructuring measures.

Next Steps:

- SATCC should ensure that the proposed study includes the elements outlined above. The study should also be implementation oriented with specific guidelines on measures to be taken by member States. Timeframe: to await findings of study, early 1996.

Suggested Protocol:

- Adopt a Regional Maritime Policy by July 1, 1997 incorporating:

  - the results of the SATCC Working Group Study funded by the Nordic Group;

  - the appropriate parts of the OAU African Maritime Transport Charter;

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* the study on Maritime Safety and the Port Restructuring for SADC Coastal States including Malawi;

* the Port Restructuring and Commercialisation Seminar (scheduled for Windhoek in October, 1995)

* critical areas of the Policy will include:

cabotage
safety standards
pollution prevention and cleanup provisions
coastal access by landlocked countries
listing of and accession to appropriate international conventions
establishment of a regional maritime body by January 1, 1998.

2. Safety and Pollution

Background:

Legislation must be enacted on environmental protection including pollution and safety. New legislation would define minimum safety standards and environmental protection safeguards for the region.A policy should delineate government responsibilities for regulation, protection, monitoring and enforcement as well as effective mechanisms for doing so.

Other areas to be covered include; search and rescue, mutual assistance in emergencies and pollution and clean up when procedures for claiming minimum levels of compensation. A strongly-word condemnation and maximum deterrents allowed for dumping toxic wastes especially nuclear waste. An integral part of safety and pollution should be occupational safety for personnel minimum protection standards. There should also be training and raising of public awareness. Many of these policies would be brand new.

Next Steps:

o There are no harmonised regional standards in safety, pollution control and environmental protection. Enabling legislation needs to be enacted. The study on *Maritime Safety Development for SADC Coastal States* including Malawi and International Conventions provide a basis for formulating such a policy. Other water masses such as Lakes Tanganyika and Kariba should also be included.

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3. Accession to International Conventions

Background:

Because ports are international in nature, they must always operate at minimal international standards. Existing International Conventions should be revisited to reinforce member State's commitment to such conventions. The cost implications of acceding to these conventions also needs to be considered. It is possible to adopt a gradual approach to compliance based on regional priorities. SADC countries should accede to the relevant International Conventions such as:

- the International Maritime Organisation Convention;
- the Convention of the Right of Access for the Transit Trade of Landlocked Countries;
- the Convention on the International Multimodal Transport of Goods;
- the Convention on the Law of the Sea and other relevant maritime conventions. These conventions exist to provide a basis for defining regional norms and practices.

Next Steps:

Member States who have not yet acceded to the relevant conventions should do so and ensure that their national legislation is amended accordingly. Immediate steps can be taken by member states regarding adoption and implementation of this policy.

4. Regional Maritime Body

Background:

An industry-based regional maritime body should be established. It would provide a regional forum where port operators, ship owners and agents and other interested parties would meet at a regional level to share experiences and define a common regional vision. The body should have adequate representation of all stakeholders' interests. Such a body could also monitor the implementation of protocols and introduce new areas of co operation.

Next Steps:

- A redefinition of the SATCC Working Group could be the first step towards creating such a body. South Africa has a maritime body. This might be expanded to include the rest of the region. The feasibility of such to be examined. SATCC should table this as an agenda item during the next Working Group meeting to assess reaction and interest. Further study would follow from there.

Suggested Protocol:

- Agree to establish a Regional Maritime Body by January 1, 1998.

5. Transit Traffic Facilitation

Background:

Corridor Groups established during the drought emergency of 1992-93 should be revived. They served as one effective catalyst in promoting transit traffic facilitation along major transport corridors in the region during the horrific drought.. They also had the advantage of involving various modes of transport and users. The groups could play an important role in encouraging dialogue and problem solving on specific transit corridors. Transit facilitation should include harmonisation and simplification of documentation and formalities. Training is important. It should also involve dialogue among key players and education for operatives to ensure that changes in systems, documentation and procedures are communicated to officials who need to know the information.

The establishment of dry ports would also help facilitate transit traffic. It would allow for Through Bills of Lading (TBL) and promote quicker transit of traffic. The combination of the two would promote improved container management and lead to cost savings in the regional economy through better utilisation of containers and elimination of surcharges imposed by shipping lines for delayed containers. Currently, these costs are passed on to consumers and the regional economy generally through increased freight rates.

Facilitation should also seek to improve port-surface transport interface or intermodal facilitation. The three modes of; ports, railways and roads should be integrated into a complimentary transport chain to facilitate through transport movements. Standards on facilitation of international trade are available through the International Chamber of Commerce (ICC) and the UNCTAD Programme on

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Trade Efficiency. The framework of operation of Corridor Groups is available within SATCC. Through the then Blantyre based SATCC/UNCTAD Project, a *Handbook on the Operation and Management of Dry Ports in the SADC Region* was produced and is available as a model for setting up dry ports.

Next Steps:

- SATCC to take measures to revive Corridor Groups and countries to be encouraged to implement transit traffic facilitation measures already agreed upon. Governments should help create the necessary conditions to encourage investment in dry port facilities.

Suggested Protocol:

- Re-establish Corridor Groups implemented during the 1992-93 drought by January 1, 1996 to help manage transit traffic facilitation, including:

  * harmonisation and simplification of documentation and formalities;

  * establishment and harmonisation of dry ports;

  * introduction and use of Through Bills of Lading;

  * facilitation of Intermodal Transport;

  * Use of SATCC/UNCTAD *Handbook on Operation and Management of Dry Ports.*

6. Regional Bond Guarantee Scheme

Background:

Existing bond guarantee schemes are inadequate. A review should be made of schemes so as to introduce an effective plan of action. One which will meet the needs of transit traffic having to traverse a number of borders in a single trip. A number of guarantee schemes exist in the region but these vary from country to country in terms of their diversity, flexibility and complexity. The overriding consideration is to ensure that transit goods are not diverted into local markets with loss of revenue to customs authorities. But the current required documentation and procedures for acquittal tend to be cumbersome leading to unnecessary delays of goods.

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Next Steps:

- A review is to be made of existing systems with a view to introducing a standardised and simplified regional system. Such a system should address the concerns of fiscal authorities while at the same time, meeting the needs of the operators and shippers.

Suggested Protocol:

- Agree to implement a Regional Bond Guarantee Scheme by July 1, 1997.

7. Non-protocol issues

- Creation of a Regional Clearing and Forwarding Association. Existing national associations to come together into a common regional association so as to have a collective voice to influence regional policies. and be more effective as an industry lobby.

- Training: regional co-operation in maritime training to be promoted with standard curricula in areas with a regional impact. Existing training institutions to be strengthened and upgraded and their utilisation to be optimised.

NEXT STEPS:

- To be handled at industry level. A framework exists through private sector regional bodies such as the FRRA. Interested stakeholders to take action;

- SATCC to initiate meeting of clearing agents at the regional level or clearing agents themselves as an industry to take the initiative. Possible donor support in the short-term to be identified; Working Group to address training needs.

D. Civil Aviation Protocol Areas

The long-term objective in the civil aviation industry is to create a unified air transport regime pertaining to market regulation and standards. It is recognised that this is a gradual and complex process involving a number of steps. A related aim is to ensure that SADC airlines are both profitable and efficient and respond to customer needs. All this needs to be supported by an appropriate enabling environment as well as airports, equipment and facilities being maintained to an international standard.

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Civil aviation matters are addressed at the regional level through the SATCC Working and Sub-working Groups comprising Directors of Civil Aviation (DCAs) and Airline Chief Executives (CEOs) and specialised experts. In practice, however, very few Chief Executives attend these meetings. Thus far, these meetings have only involved government institutions and national airlines. With countries such as South Africa, Tanzania and Zambia having more than one national carrier, measures should be taken to expand this grouping to include all airlines in a country, private or public. Consideration should also be given to involving private air charter operators through their associations or otherwise.

1. Establishment of SARATA

Background:

The Southern Africa Regional Air Transport Authority (SARATA) originated from the "Civil Aviation Strategy for the 1990s". SARATA has been discussed extensively by DCA and CEOs and has been approved by the Committee of Ministers comprising all SADC member States.

SARATA seeks to create one regional air transport regime with harmonised policies, regulations and standards in line with international practices. For example, SARATA would on behalf of the region, negotiate air services agreements with non-SADC carriers while internally, it would facilitate common use of airspace in the region.

The main objectives of SARATA are:

- the establishment of a regional regulatory air transport regime providing for harmonisation of norms, standards and recommended practices in areas pertaining to flight safety, air transport policy, fair competition, consumer protection and environmental protection.

- the development of an enabling environment for commercially viable and efficient air transport operations.

- the creation of a unified air space within the SADC region. SARATA should also play the role of monitoring and enforcing industry, operational and customer service standards. SARATA's role could also be expanded to include monitoring and enforcement of relevant protocols.

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The specific **functions of SARATA should include**:

- creating and consolidating a unified internal regional air transport market within the SADC Member States;

- negotiating Air Services Agreements with third party States through the establishment of a negotiation machinery and where appropriate, designating gateways for such services within member States.;

- formulating appropriate policies, guidelines, rules and strategies which will protect, affect and regulate all aspects of the air transport industry in the member States and propose appropriate aviation legislation for approval by the Committee of Ministers;

- carrying out research and studies, conducting seminars, formulating work programmes and recording, analysing and disseminating performance statistics for member State's airlines and airports and taking other appropriate measures aimed at enhancing and updating air transport services within SADC;

- dealing with environmental issues affecting civil aviation in member States;

- developing principles and procedures for joint operation and/or pooling of air navigation facilities and services among member States.

The draft Ministerial Accord on the establishment of SARATA exists and has been approved by all Member States at the level of Committee of Ministers.

Next Steps:

- Measures should be taken for Member States to sign SARATA immediately. Other airlines and charter operators through their associations to be invited to next DCAs and CEOs meeting;

- SATCC to take immediate measures to ensure that SARATA is signed. This should be followed by measures to incorporate the provisions of SARATA into legislation and these protocols;

Suggested Protocol:

- Establish the Southern Africa Regional Air Transport Authority (SARATA) by January 1, 1996. The main objectives of SARATA are:

a. The establishment of a regional regulatory air transport regime providing for harmonisation of norms, standards and recommended practices in areas pertaining to flight safety, air transport policy, fair competition, consumer protection and environmental protection;

b. The development of an enabling environment for commercially viable and efficient air transport operations;

c. The creation of a unified air space within the SADC region.

Specific functions for SARATA will include:

a. creating a unified SADC air transport market;

b. negotiation air service agreements with third party States;

c. formulating policies, guidelines, rules and strategies that protect and regulate air transport in member States and propose appropriate legislation for approval by Committee of Ministers;

d. conducting research and seminars and disseminating erfomance data for member States' airlines and airports;

e. dealing with environmental issues affecting civil aviation;

f. developing procedures for joint operations of air navigation and traffic control;

g. researching which international conventions should be adopted by SADC member States.

2. Common Standards.

Background:

The region needs to adopt and harmonise standards in line with International Conventions. SATCC has also defined standards which are available in the following reports:

- Minimum Standards for Approval of Aircraft Maintenance Engineers;
- Minimum Requirements on the Issuance of Air Operators Certificates;

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- Minimum Requirements for Approval of Aircraft Maintenance Organisations;

- Minimum Requirements for Issuance and Renewal of Certificates of Airworthiness including Continuous Airworthiness Requirements.

These reports including *The Southern African Air Services Transit Agreement* should form an integral part of SARATA and should be annexes to the main document. There should be a mechanism for monitoring and enforcing standards at the regional level such as the proposed Inspection Unit whose principle has been agreed by DCAs and CEOs so operational modalities now need to be defined.

Specific recommendations are available for adoption by Member States. Article 6 (j) of SARATA states as one of the functions of SARATA, "to harmonise rules and regulations affecting civil aviation within member States so as to ensure uniformity of standards and norms in matters affecting air navigation, safety and fair competition and the economical utilisation of scarce resources within the region."

Next Steps:

- Member States to sign SARATA Immediately.

Suggested Protocol:

- By January 1, 1997 SARATA will develop common standards in line with international conventions, including:

  a. Minimum Standards for Approval of Aircraft Maintenance Engineers;

  b. Minimum Requirements for the Issuance of Air Operators Certificates;

  c. Minimum Requirements for the Issuance and Renewal of Certificates of Airworthiness Requirements.

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3. Enabling Environment.

Background

Restructuring and commercialisation will facilitate the creation of the necessary enabling environment for efficient airline operations and the growth of the air transport industry in the region. The enabling environment must be backed by the necessary legislation in order to instill confidence in investors. At present Aviation Acts in most countries only recognise or make reference to the government owned national airline. This needs to be changed to encourage and promote cross-border investments through new patterns of joint ownership, private sector participation and other forms of involvement in operations and ownership. The legislation should also define ownership options and limitations for non-SADC investors. Who would qualify to operate in the single regional market and what would be the pre-qualifications and rules? The role of government and SARATA should be defined in setting up and enforcing the rules.

The coming into operation of SARATA will give the impetus for governments to review their legislation and work towards creating an enabling regional environment.

Next Steps:

- Governments to review legislation with a view to instituting the appropriate framework. Timeframe: preferably after the coming into force of SARATA to ensure regional co-ordination of policies

Suggested Protocol:

- By July 1, 1997 all SADC member States will have passed necessary legislation enabling SARATA standards and policies implementation, including:

  a. Restructuring and commercialisation;

  b. Cross-border facilitation and investment;

  c. Private sector investment;

  d. International air transport conventions to be adopted;

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4 International Conventions

Background:

SARATA should guide the member States as to which international civil aviation conventions countries of the region should accede to. In all cases assessment needs to be done on the cost implications of acceding to conventions. These considerations should be weighed against expected benefits. Regional positions can be adopted in negotiating international conventions as joint positioning strengthens regional standing. SADC Member States should ratify Annex 50a of the ICAO Convention. This aims to increase the number of seats on the ICAO Council from 33 to 36. Currently, Africa has only 7 seats on the Council and acceding to Annex 50a may provide the advantage of increasing the number of seats for Africa.

Equally, member States should accede to Annex 56 which seeks to increase the number of seats on the Air Navigation Commission of ICAO from 15 to 18. SADC should participate in regional bodies such as the African Civil Aviation Commission (AFCAC) based in Dakar, Senegal and the African Airlines Association (AFRAA) based in Nairobi, Kenya as appropriate in fostering regional interests and cooperation. The relevant conventions are available to enable study by member States so as to facilitate accession.

Next Steps:

- member States to accede immediately to Annexes 56 and 50a of the ICAO convention and to lobby for increased African representation on the ICAO Council as well as on the Air Navigation Commission.

Suggested Protocol:

- By July 1, 1997 all SADC member States will have passed necessary legislation enabling SARATA standards and policies implementation including international air transport conventions to be adopted;

5. Airport Facilitation

Background:

Annex 9 of the ICAO Convention outlines minimum requirements for airport facilitation. For the region, airport facilitation should include: harmonisation of: clearance channels, embarkation/disembarkation forms, creation of a channel for SADC nationals, the abolition of visa requirements for SADC nationals, the application of common practices in the collection of airport "Departure Fee" (it is

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recommended this descriptor be referred to as "Passenger Service Fee") Passenger service fees should not go into government general coffers but should be re-channelled to improve airport facilities and customer services.

Airport facilitation should also address issues related to the airfreighting of exports. Special care is needed in moving perishable goods. Speedy handling by competent officials is essential. To help provide input into this part of the policy development, exporters of horticultural products should be consulted and involved. Consideration should be given to setting up Airport Facilitation Committees where they are not yet in place to foster dialogue among major stakeholders.

Airport facilitation should involve the creation of autonomous airport authorities. DCAs should be primarily regulatory bodies. The operational functions should be separated from the civil aviation departments. Even air traffic control need not necessarily be provided by the department. The operation could be commercialised, or aspects of it could, or it could even be privatised.

This example has been followed in a number of autonomous airport authorities that have been established in the region. Where these plans were implemented, there has been a noticeable improvement in airport standards including facilitation. All countries are in one form or the another, implementing some provisions of Annex 9 of the ICAO Convention.

Next Steps:

- Countries to abide by the provisions of Annex 9 of the ICAO Convention. Those countries that have not yet done so, should take steps to create autonomous airport authorities. All regional airports handling international traffic should set up airport facilitation committees;

- Operational functions should be removed from Civil Aviation departments immediately. They should have more involvement in airport regulation. It is time for this government department to take on regulatory functions only.

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Suggested Protocol:

- By July 1, 1997 all SADC member States will have passed necessary legislation enabling SARATA standards and policies implementation, including harmonising airport facilitation by :

  i. clearance channels
  ii. embarkation/disembarkation forms
  iii. special channels for SADC member State nationals
  iv. departure fee collection
  v. perishable air freight exports

6. Aviation Security

Background

Annex 17 of the ICAO Convention provides guidelines for aviation security. Countries should co-ordinate efforts to combat illegal traffic such as drugs through airports. International conventions exist which can provide the basis for a new policy framework development to enhance aviation security.

Next Steps:

- Member States to comply with Annex 17 of the ICAO Convention;

- Member States to accede immediately to other relevant international conventions dealing with aviation security including hijacking.

Suggested Protocol:

- By July 1, 1997 all SADC member States will have passed necessary legislation enabling SARATA standards and policies implementation, including harmonising airport security.

7. Airline Integration

Background:

The principle of regional airline integration is accepted. However, it is considered more important to create the enabling environment through commercial partnerships than through a politically-driven effort. Integration options should be open and be industry-based. This is basically a commercial issue among airlines.

Governments can only facilitate, where they can. The point is that airline integration is already taking root in the region, e.g, "Alliance Airline" involves South Africa, Tanzania and Uganda.

Next Steps:

- Governments to support joint ventures and efforts to merge airline in a timeframe as considered appropriate by the concerned parties;

Suggested Protocol:

- By July 1, 1997 all SADC member States will have passed necessary legislation enabling SARATA standards and policies implementation, including: harmonising policies and planning for airline integration.

8. Regional Air Traffic Control

Background:

Regional Air Traffic Control (ATC) above certain altitude levels should be managed regionally. These levels need to be determined. Satellite technology makes it possible to improve overall air traffic management. Procurement trends are being discussed world-wide. SARATA should also address the mechanics of how a regional air traffic control system would work. There was weak consensus in general agreement. of the principle. The issue was just not considered an immediate priority.

Next Steps:

- SATCC, SARATA and member States establish a system by which they keep themselves and each other informed of new trends and issues internationally

Suggested Protocol:

- By July 1, 1997 all SADC member States will have passed necessary legislation enabling SARATA standards and policies implementation, including: harmonising policies and planning for regional air traffic control.

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9. Search and Rescue

Background:

There are established international recommendations to develop policies and procedures for search and rescue. South Africa is working on the establishing a Local User Terminal (LUT) using satellite technology for this purpose. The region needs to define and agree on common contingency plans and mutual assistance in emergencies. International recommendations are available as models, but they need to be adapted to regional needs.

Next Steps:

- SATCC through DCA/CEOs to begin immediately to explore and study this matter further;

Suggested Protocol:

- By July 1, 1997 all SADC member States will have passed necessary legislation enabling SARATA standards and policies implementation, including: harmonising policies, planning and developing a regional search and rescue plan.

10. Repatriation of Funds/Revenues

Background:

Airlines sometimes have difficulty remitting revenues earned in another country. The situation however has improved with the liberalisation of foreign exchange in most countries. The regional monetary regime should better enable the repartriation of revenues, fees, profits and other earnings Protocols must be in line with the protocols in Trade and Finance. The Protocols in Trade and Finance are currently under discussion.

Next Steps:

- SATCC to co-ordinate immediately with the SADC Secretariat to ensure that financial issues related to transport generally can be adequately addressed

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Suggested Protocol:

- By July 1, 1997 all SADC member States will have passed necessary legislation enabling SARATA standards and policies implementation, including repatriation of funds and revenues.

E. Telecommunications Protocol Areas

In telecommunications, the aim is to have efficient services operating which are responsive to the diverse needs of commerce, industry and individual consumers. There is felt need throughout the region to provide a " basic universal service". However, this basic service needs to be realistically defined and achievable. It also needs to be defined in the context of the region.

The Southern Africa Telecommunications Administration Conference (SATA),is the forum that considers telecommunications technical and operational co-ordination issues at the regional level. It is a telecommunications administrative body mainly comprising of telecommunications public operators. However, because most Chief Executives do not attend meetings of SATA, the forum concentrates on operational issues at the expense of developing policy issues Governments as shareholders can direct Chief Executives to participate in SATA meetings so as to strengthen the effectiveness of this forum in shaping regional policies.

SATCC makes use of SATA for the co-ordination of SATCC activities and provides some secretarial support to SATA. As currently configured, SATA does not have user representation or an established mechanism for obtaining user feedback. Private sector and regulatory bodies which have been set up in some countries need to be represented.

1. Telecommunications Policy

Background:

Currently, there is no coherent policy for regional telecommunications. Althoug some work has been done to develop one. More is needed. Areas where some regional agreement exists are supportive of: the separation of postal from telecommunications services; more work on acting like a business (commercialisation) and the separation of regulatory functions from operational functions.

Further work is needed to put in place a policy framework which will address such issues as; ownership options in telecommunications; guidelines and standards for potential investors; separating regulations from operational functions; restructuring and commercialising; providing basic telecommunications services to rural areas; and separating the postal side from telecommunications services side.

There is widespread agreement to take these actions. Almost all countries in the region are undergoing some telecommunications restructuring in one form or the other. This has involved separating postal and telecommunications operations into individual entities; transforming these structures from government departments (or statutory bodies) into limited liability companies; creating independent regulatory bodies and in some instances, examining modalities for privatisation.

Views differ as to whether to start with a regional policy first, or to define national policies first which could converge into a harmonised regional policy. Either way, it seems desirable for SADC to define basic parameters that should go into any national and regional policy or vice-versa. Policies should also take into account, international standards as recommended by ITU. Other measures may emanate from African regional organisations such as PATU. They should be addressed as appropriate.

SATCC has played a role in this process. A number of telecommunications restructuring initiatives have been undertaken. These include; "Seminar on Telecommunications Restructuring" held in Windhoek in February 1993 and "Telecommunications Financing Seminar" held in Harare in February 1995. The document, *Telecommunications Policies for Africa* also gives insight into restructuring options.

USAID is supporting a major telecommunications restructuring programme in the region. A telecommunications policy reform project is to be funded by USAID based at the SATCC-TU in Maputo to be executed by the International Telecommunications Union (ITU). The project is scheduled to commence in August 1995.

Next Steps:

Countries should take immediate measures to:

- separate telecommunications operations from postal services;

- to incorporate these entities as limited liability companies so as to facilitate their capitalisation;

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- to set up independent regulatory bodies so as to separate operations from regulations;

- to put in place the necessary enabling legislation that will attract investment in this sector and will define industry standards in line with international norms.

SATCC should help coordinate the development of basic guidelines to facilitate the definition of harmonised telecommunications policies at the regional level.

SATA should be restructured and strengthened so it can assume a more effective role in shaping regional telecommunications policies and strategies. It must immediately begin to involve other service providers and users in its meetings.

Suggested Protocol:

- By January 1997 all SADC member States will:

  a. Separate telecommunications from postal services;

  b. Incorporate these entities as limited liability companies to facilitate capitalisation;

  c. Set up independent regulatory bodies so as to separate regulation from operation;

  d. Pass legislation to enable investment in this sector;

  e. Define industry standards in line with international norms.

2. Telecommunications Regulatory Body

Background:

As there is widespread support for a regional telecommunications policy Given the international nature of telecommunications, it is logical and desirable to have a regional regulatory body to monitor industry and service standards. The body must also guard the region against technology dumping. The suggested body must be independent of government and industry and manage its affairs consistent with operating guidelines as defined by International Telecommunications Union (ITU), and other relevant recommendations from PATU and RASCOM.

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The role, makeup and mandate of this body needs to be defined as do the cost implications of operating such a body. What will be the financing modalities. It has been suggested that SATCC should provide secretarial support for such a body. However, the practicalities of this suggestion need to be assessed fully. SATCC may be better placed to provide policy advisory support than co-ordinate regulatory functions. Full agreement.

Countries in the region such as Tanzania and Mozambique have set up regulatory bodies. Lessons can be learnt from the experiences of these countries.

Next Steps:

- SATCC should commission further study of this issue and define a timeframe for proposals available to governments for consideration.

- Governments should take steps immediately to set up independent regulatory bodies;

Suggested Protocol:

- By July 1, 1998 establish a regional Telecommunications Regulatory Body to monitor industry and service standards. Such a body must be independent of government. Use regulatory bodies set up by Tanzania and Mozambique and SATA as models.

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3. Harmonisation of Technical Standards and Specifications

Background:

Currently, the region has different standards for telecommunications equipment and systems. This works against connectivity and optimal utilisation of existing capacity. Due to the rapidly changing technology in this field, the choice of which systems to adopt has far reaching implications on the development of an effective regional telecommunications system. For example, in the mobile cellular telephone system there are a number of systems operational in the region such as GSM, ETACS and APMS. Full agreement but little work has been done in this area.

Next Steps:

- SATCC should commission a study on this issue. USAID could be approached for possible funding through the Regional Telecommunications Restructuring Project. The study would among others; clarify what the recommended ITU standards and practices are, assess standards currently in use in the region, determine levels of compatibility of standards and specifications and analyse optimum standardisation levels.

- SATCC to establish a timeline for this activity

Suggested Protocol:

- By July 1, 1998 harmonise Technical Standards and Specifications.

4. Common Positions in International Fora

Background

There are numerous significant developments in the telecommunications field internationally. The region needs mechanisms to keep abreast of these developments. It needs to develop common positions on major international issues and speak with one voice to further its regional interests. This is a fully agreed-to principle.

Telecommunications Administrations and governments currently do not co-ordinate their positions in international and regional fora. A common strategy in this respect is required.

Next Steps:

- A regional consultative mechanism to facilitate adoption of common strategies and positions in line with regional concerns and priorities needs to be devised. SATCC should present a framework now for such a consultative mechanism for consideration and adoption by governments and Telecommunications Administrations.

Suggested Protocol:

- By January 1, 1996 SATA will begin facilitating common SADC transport and communications positions in international fora.

5. Training and Research

Background

Telecommunications is a high technology industry requiring sophisticated training at the operational and management levels. Training should involve research and development. There is need for a co-ordinated regional response to current and future training needs. Most basic training appears to be adequately catered for at respective national levels. There are still deficiencies in high level training both at the technical and management levels.

A number of questions need to be addressed as to how best to deliver high level regional training. The answer may not necessarily be in creating new regional training institutions, but in adopting the most cost-effective strategy. Various options here need to be generated. It could be a combination of training provided by equipment suppliers, a common regional curricula that is delivered at various training centers in the region and localised training. There is regional consensus on this point.

A comprehensive *SADC Regional Telecommunications Manpower and Training Needs Survey, 1992-2002* was carried out with the support from a Norwegian company, NORTELCON in co-operation with ITU and funded by NORAD. In addition, there are detailed reports for each country with specific recommendations. It is not clear, however, how far these recommendations have been carried forward by individual telecommunications administrations.

SATA should work towards developing of a Human Resource Development (HRD) strategy for the region. In addition, existing training centers should be used to deliver courses suitable for personnel from SADC. The Nairobi based African Advanced Level Telecommunications Institute (AFRALTI) is an example of an potentially cooperating institution, even if it physically is outside SADC.

Next Steps:

- SATCC should review recommendations of the above study and assess how far they have been implemented or what difficulties member States have had in implementing them.

- SATCC to devise a timetable immediately for identifying a strategy for the delivery of effective training within the region.

Suggested Protocol:

- By January 1, 1996 SATA will establish standards for training and recommendations on co-ordinated research.

F. Postal Services Protocol Areas

Postal services are traditional institutions. They have for a long time conservatively. It is time for postal services to re-examine their roles in light of changing socio-economic patterns regionally and world-wide. The aim should be to provide postal services efficiently and as far as possible, profitably, with a customer-oriented focus. The overarching goal to provide basic universal postal service to a majority of the population. In the context of a regional policy, the parameters of basic postal services delivery need to be defined.

A regional fora through Directors of Postal Services meet regularly to consider issues of mutual concern related to postal services. However, this grouping does not yet involve providers of courier services. There appears to be little customer input. Clearly, a broader representation of stakeholder interests is required in this grouping. In addition, SATCC's postal unit,unlike other sub-sectors within SATCC, has only a part-time expert to co-ordinate activities.

1. Restructuring and Commercialisation of National Postal Services

Background:

Postal Services are going to have to restructure if they are going to survive in the new era. They must be strong if they are going to deliver efficient services. There are social obligations inherent in their work. The question is, are the goals which encourage a more commercialised postal services, in conflict with the Postal Services traditional obligations of providing basic services to citizens, especially in rural areas, sometimes at a financial loss. Postal services needs should be clearly defined. Governments need policy guidance under what conditions postal services should be profitable while still meeting the basic goal of improving accessibility to all population groups.

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SATCC can help member States Governments' Postal Services define mission statements which include specific goals and objectives and a clear strategy for goal achievement. An integral part of change, is having an organizational development structures in place to deal with the re-orientation of attitudes held by postal services personnel. Employees need to understand the reasons for the change communicated by management. Employees need to learn how to change and to be more customer-focussed.

Postal restructuring in one form or another is going on within the region. A number of countries have already separated postal operations from telecommunications administrations. A workshop on "Restructuring and Commercialisation of Postal Services" was held in Windhoek in May 1995.

The workshop noted that there is need for the SATCC Postal Administrations to establish their vision of what the new postal service should look like. There are questions to answer. What will be its mission? What should be its strategies for mission achievement? What should be its objectives and how and for what will/should it be held accountable? Through their own process of organizational development, Postal administrations must be prepared to address these kinds of questions with responses which will help restructure their organizations.

The workshop also agreed that:

- SATCC Postal Administrations together with their different Ministries identify areas of co-operation;

- SATCC Postal Administrations collectively identify the specific needs of the different countries and address those specific needs in a spirit of mutual understanding and regional co-operation;

- where such needs cannot be addressed from within the SATCC family, then assistance be sought from the UPU, the United Nations Development Programme (UNDP) and other donor countries;

- South Africa act as the facilitator within the SATCC family in ensuring a smooth and efficient commercialisation transformation programme.

A comprehensive Postal Development Programme for SADCC member States (September 1992) is available to each Postal Administration. The stated primary goal of the programme is to improve the general level of service and eliminate the current shortcomings. The best way of achieving this is to strengthen and re-orient Postal Administrations. Under new a regime, postal services can be more market -conscious and market-driven. The fact of the matter is This industry needs to operate more as a business.

Next Steps:

- Measures should be taken to involve courier companies and customer lobby groups in the meetings of Directors of Postal Services. A more specific and action- oriented restructuring agenda to be drawn up by SATCC for consideration by Postal Administrations. Immediate scheduling of a timeline for an action plan.

- The viability and desirability of a dedicated mail conveyance transport system. *vis-a-vis* existing arrangements to be studied. Postal Services administrators meeting to coordinate the study. and prepare the terms of reference.

Suggested Protocol:

- By July 1, 1996 all SADC member States will pass legislation enabling the restructuring and commercialisation of their Postal Services. Use South Africa as the facilitator. The legal framework must allow for the separation of operations from regulation, and should define basic service standards in line with international norms.

2. Institutional and Legal Framework

Background

In order to restructure, an institutional and legal framework needs to be put in place to support the process. It involves separating the operational from the regulatory aspects of postal services. The legal framework will define basic service standards and consumer protection. Ownership of Postal Services exte s broadly among the masses of the population through floatation of shares to public. Financing could be achieved through use of pension funds, special fun and other financial instruments.

The institutional and legal framework needs to take due cognisance of the emergence of private sector service providers in the global postal market. National legislation should create conditions for healthy competition not only in the high value market, (such as courier services), but also among the traditional (perhaps less lucrative) postal markets. Agreed consensus.

Next Steps:

- Countries to take measures immediately to enact the necessary enabling legislation.

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Suggested Protocol:

- By July 1, 1996 all SADC member States will pass legislation creating a legal framework for the Postal Services which allows for the separation of operations from regulation and defines basic service standards in line with international norms.

3. Common Standards.

Background

Currently, countries have different standards for service in such areas as: mail delivery, public counters, postal and money orders, and electronic mail service (EMS). Customer service standards need to be written in line with UPU recommendations and adapted for the region. Internal postal operational standards and external customer service standards will need to be defined and harmonised. Modalities for monitoring and ensuring compliance also need definition. Some service standards already exist but these need more definition. They also need to be complied with. Regional consensus is agreed.

Next Steps:

- Directors of Postal Services to initiate work in this area as part of the restructuring process with a timeframe to be determined;

Suggested Protocol:

- By January 1, 1997, all SADC member States will harmonise service standards in such areas as:
  a. mail delivery
  b. public counters
  c. postal and money order operations
  d. electronic mail service (EMS)
  f. compliance with UPU and PAPU

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4. Mail Security

Background

Mail pilfering and use of the postal system for conveyance of illegal merchandise such as, guns, drugs, letter bombs and other threats can be major problems. Especially if systems are not in place to detect and check such a threat. More concerted regional efforts are required among SADC member States to deal adequately with violent threats. There is consensus within the region. Norms exist through International Conventions upon which stronger regional actions can be based.

Next Steps:

- A more co-ordinated regional effort is required;

- Facilitation Committees involving Postal Administrations, Customs, Police and other security wings, transport operators (airlines, hauliers and railways) need to be set up at national as well as regional levels. The sharing of experiences, skills, technologies and techniques should also be encouraged - including training and public education;.

Suggested Protocol:

- By January 1, 1997 all SADC member States will accede to international conventions in regard to Mail Security.

5. Co-ordinated Regional Positions in International Fora

Background:

There has not been any co-ordination of national positions and common regional strategies in fora such as the UPU and Pan African Postal Union (PAPU). The lack of attention here has been to the disadvantage of the region at meetings internationally. A regional postal union could be established to co-ordinate national positions. SADC could help facilitate its formation. Regional consensus was agreed but some reservations were expressed non whether or not, it should be a separate protocol area or addressed within the telecommunications policy.

A Multi-lateral Agreement on the Exchange of Postal Parcels and Money Transfers has been concluded involving, Botswana, Lesotho, Malawi, South Africa, Swaziland and Zambia. This agreement could be useful as a framework for establishing a Regional Postal Union.

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Next Steps:

- Postal Administrations to consider this at their next meeting. SATCC to prepare the necessary documentation to facilitate discussions and decision making; timeframe in line with next meeting.

Suggested Protocol:

- By July 1, 1996 establish a body within SADC to coordinate regional positions at international postal fora.

6. Co-ordinated Regional Training

Background

Re-orientation of postal services to be more market and customer oriented will require change. Training of postal personnel will be essential in the change effort. A well co-ordinated regional strategy is required. Common training and certification standards need to be defined through policy formulation. Regional consensus is agreed.

National postal training institutions exist in the region. The Malawi-based Multinational Postal Training Centre caters for the training needs of; Botswana, Lesotho, Swaziland and Malawi. It could be upgraded into a regional training centre.

Next Steps:

- Specific proposals on a regional training strategy to be tabled for consideration at the next meeting of Postal Directors. Other specific options to be considered by Directors include: upgrading the Malawi and South African training centres into regional centres; and, agreeing on common training standards to facilitate common certification; Proposals to be ready for the next Director's meeting.

Suggested Protocol:

- By July 1, 1996 establish a body within SADC to coordinate regional training and certification.

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The following **non-protocol issues** for this section were identified\:

- Marketing of Philatelic Services: A regional strategy should be developed for international marketing of philatelic services;

- Clearinghouse for Postal Payments: The feasibility and practicality of establishing a regional clearinghouse for postal financial transactions should be explored;

- Language Training: Angola and Mozambique nationals should be supported in receiving English language training to facilitate the improved co-ordination and communications between them and the nine other English-speaking SADC countries. No major initiatives are known to be underway in this areas.

Next Steps

- Angola and Mozambique to communicate their training needs for English language instruction under SADC's consultation;

- Postal Administrations to initiate action with respect to marketing of philatelic services and establishment of a clearinghouse for postal financial transactions; a timeframe to be developed by the end of 1995.

G. Meteorology Protocol Areas

Although not well understood, meteorological services play a major role in supporting other economic activities particularly civil aviation, agriculture and general industries. The goal at the regional level is to strengthen meteorological services to provide a more effective and efficient service. A regional forum, the Directors of Meteorological Services meeting, explores meteorological issues.

1. Policy and Legal Framework

Background:

Most Meteorological Departments in the region have no identity of their own. Often they operate as government departments with close links to civil aviation within the Ministries of Transport . How they are structured limits their impact and performance.

Without a legal instrument of their own, meteorological services become difficult to regulate. A framework is needed to offer standards and provide guidelines on who is or should be authorised to gather and disseminate meteorology information.

Legislation is needed to define an enabling environment in which effective meteorology services are provided. In specific terms, the legislation should address such issues as mission statement, goals and strategies for the sector; the mechanisms and frameworks for re-orienting the structure, organisation and focus of meteorology services; the charging for meteorology services provided to profit-making organisations such as, airlines, commercial farmers, media, construction, and mining companies; the retention of revenues earned by improving services.

Separating meteorology services from communications will have implications on whether or not they remain as a sub-sector under SATCC or be absorbed under another more appropriate SADC sector. Most countries in the region are setting up departments or ministries of environment. These would be the most appropriate parent body for meteorology institutions. The meteorology sub-sector would fall under the relevant SADC sector co-ordinating environmental matters. There was full agreement.

Next Steps:

- SATCC should develop a standard model to assist governments enact the necessary legislation for establishing meteorology services as separate entities;

- Governments should de-link meteorology services from civil aviation and enact the enabling meteorology legislation. The legislation should among others: industry standards and practices in line with guidelines provided by the World Meteorological Organisation (WMO):

- develop feasibility plans for the commercialisation of postal services

- consider Swaziland, Tanzania and Zimbabwe; they are enacting legislation to make meteorological services autonomous; their experiences might be useful as a basis for developing framework models for this region.

- develop minimum requirements for operation of meteorological services including a code of conduct with a timeframe set immediately.

Suggested Protocol :

- By July 1, 1996 all SADC member States will have legislated an instrument establishing an independent Meteorology Service in each country. The experience of Swaziland, Tanzania and Zimbabwe can be used as a model.

2. Establishment of Regional Weather Centre

Background:

There is need to create capacity in the region for medium and long-range weather forecasting. With the exception of South Africa, national weather centres in the other SADC countries do not have the capacity for such forecasts. A regional centre must also have early warning capability. It will be responsible for monitoring global weather issues such as global warming. and for disseminating/soliciting information regionally and internationally. Consensus agreed.

Currently, the major meteorology centres are in Harare, Reunion, Gaborone and Pretoria. Future options include expanding Pretoria into a regional centre with national centres as feeders; re-enforcing and strengthening existing regional services in Harare, Reunion and Gaborone and upgrading these into regional centres.

Next Steps:

- A study should be undertaken on the options above with specific recommendations for action;

Suggested Protocol:

- By January 1, 1997 SADC member States will establish a Regional Weather Centre, which will have the following functions:

  a. Medium and long-range weather forecasting;

  b. Early warning of severe weather conditions;

  c. The monitoring of such global weather issues as global warming and the greenhouse effect.

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3. Establishment of a Joint Regional Training and Research Centre

Training and research are vital in supporting effective meteorology services. Given the expensive nature of meteorology equipment, there is some merit in setting up joint regional training and research facilities. Regional consensus agreed. The region's training and research capacity in meteorology is weak and needs to be re-enforced.

Next Steps:

- SATCC with the Directors of Meteorology should identify funding to undertake a study with recommendations for regional training; SATCC to prepare and circulate terms of reference for approval with timeline to be completed immediately;

Suggested Protocol:

- By July 1, 1997, the SADC member States will establish a Regional Weather Training and Research Centre.

4. Common Regional Positions in International Fora

Background:

SADC countries must conform to the provisions of the World Meteorological Organization (WMO) and ICAO Conventions. A number of SADC countries have not acceded to important international conventions such as the Montreal Convention on Global Warming, the Framework Convention on Climate Change and others. It is important that the region develops a common position and negotiating stand on these issues when they arise in international fora.Consensus agreed.

There is no regional negotiating strategy on these international issues. Given the importance of global weather trends for the region, it is important for unified regional positions be taken and communicated on important international weather issues.

Next Steps:

- Major international meteorology conferences are often known well in advance. The region should therefore have pre-negotiating or pre-strategy consultative meetings to develop and adopt common regional positions before such conferences. Countries that have not acceded to the relevant international conventions should do so. Once this is done, follow up action

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should be to amend national legislation to ensure that it is in line with the conventions.

Suggested Protocol :

- By January 1, 1997 all SADC member States will conform to the provisions of the WMO and CIAO conventions. By that time SADC will have developed positions on the Montreal Convention on Global Warming and the Framework Convention on Climate Change, and a common mechanism for establishing positions at international Fora.

5. Weather Modification.

Background:

Weather modification is a growing phenomenon world-wide and has now taken root in the region. Practices include hailstorm melting, seeding of clouds to prompt rainfall and other localised practices. A clear regional position on weather modification is required on these issues (to encourage, permit under what conditions, or discourage outlaw such practices). Weather modification is an interdependent issue because practices in one farming area can adversely affect conditions in another farming area. Due to limited information no agreement on weather modification was reached. Weather modification occurs in the region without the necessary guidelines. There is no practical oversight. in place

Next Steps:

- Further studies are also required to understand the weather modification phenomenon better and to assess its use now in the region. Practical recommendations are required. SATCC to explore modalities for carrying out such a study.

- SADC to promote and develop a regional weather modification policy

6. Common Regional Standards for Data Gathering

Background:

Data gathering and reporting standards should be standardised in line with WMO and ICAO recommendations. Standards would be developed for equipment and for the regular calibration such equipment requires periodically. Specialised training for personnel involved in equipment calibration would strengthen the industry. The meteorology equipment calibration centre in Gaborone needs to be strengthened. There was general regional consensus on this matter. It should be

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included in legislation. Current standards are specified in the relevant international conventions, but the extent of compliance varies among countries. There is need to define and agree on minimum regional standards.

Next Steps:

- To be defined in national legislation. Directors of Meteorological Services to provide inputs to governments;

Suggested Protocol :

- By January 1, 1997, the SADC member States will establish common regional standards for meteorological data gathering. This protocol will include standardising of equipment and regular equipment calibration.

Non-Protocol Issues

1. Involvement of SARCUSS in meetings of Directors of Meteorological Services

Background:

SARCUSS provides agricultural meteorology and is an important player in overall regional meteorology services. Currently SARCUSS does not participate in the regional meetings of Directors of Meteorological Services under SATCC. Regional consensus agreed that this was not a protocol issue.SARCUSS is not well integrated into the regional structures. As a result, there are information gaps, at times.

Next Steps:

- SATCC to initiate a technical exchange with SARCUSS;

- SARCUSS to be invited to Directors of Meteorological Services meetings;

H. Protocol Concepts Requiring Further Study

These issues were raised and discussed at the regional and national workshops. Not enough consensus was reached to establish them as definite protocols. They should be discussed at the Lusaka Meeting, however, in regard to target dates and responsibilities for resolution.

1. Roads and Road Transport

a. Monitoring and enforcement of proposed road traffic legislation;

b. Standards for Gross Vehicle Mass (GVM);

c. Weighbridge management standards and procedures;

d. Sanctions for overload control non-compliance

e. Regional insurance scheme

f. Training and research facilities

g. Formation of a Regional Road Passenger Association

2. Railways

a. Regional liability scheme

3. Ports and Shipping

a. Creation of Regional Clearing and Forwarding Association

b. Regional cooperation in training

4. Civil Aviation

none

5. Telecommunications

none

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6. Postal Services

a. Joint regional strategy on marketing of philatelic services;'

b. Regional Clearing House for postal payments;

c. Support Angola and Mozambique in English language training;

7. Meteorology Services

a. Weather modification practices and standards;

b. Involvement of SARCUSS with Directors of Meteorological Services.

I. Common Protocols

This section elaborates protocol themes common to many if not all sub-sectors. A consolidated and co-ordinated regional approach is first needed as this is likely to be more effective than member States undertaking national initiatives on their own. If clear policy guidelines are defined at the regional level across these areas, member States will more easily elaborate new policies and adapt existing national policies to be in line with regional policies.

Setting up Regional Task Forces (RTFs) is a possible first step. These groupings would be composed of relevant stakeholders who will help articulate and define the regional policies. Consultants from the region and internationally would be engaged on a short-term basis to provide specialised technical support to the task force group. SATCC through the Protocol Development Project would provide overall technical co-ordination and secretarial support to the task forces.

In most of these areas, considerable work has already been done both at the national and regional levels. Part of the work of the task forces would be to review and consolidate work already done.this into workable proposals. The proposed Protocol Consultative Committees (PCCs) to be set up in each country would then provide the link with these groups and SATCC. To avoid multiplicity of fora, Chairpersons of the RTFs could be drawn from the national PCCs.

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Once this concept and framework is accepted, the committees and task forces both at the national and regional levels would need to be set up fairly quickly with the expectation of commencing work by October 1995.

1. Regional Transport Policy

A regional transport policy is desirable. The policy would lay down the basic premises for the operation and regulation of the transport industry in the region. It would cover all transport sub-sectors (roads and road transport, railways, ports and shipping and civil aviation) including guidelines for multi-modal transport operations.

The aim should be to define a common long-term transport vision for the region and elaborate a co-ordinated regional framework for regulation, operation and the management of the transport sector. It would include modalities for attracting investment which, in turn, would encourage growth of the sector in line with the socio-economic and political demands of the region and SADC's overall objective of regional cohesion and integration.

2. Regional Communications Policy

An integrated and co-ordinated regional communications policy is necessary. Rapid technological developments in telecommunications globally and private sector have created an urgent need to formulate a policy. The communications policy should include postal services.

3. Enabling National Legislation

Most national legislation has not kept pace adequately with regional and international developments In some instances drafted legislation has been in conflict. Where countries have acceded to international conventions or regional agreements, existing legislation has not always been amended or updated so as to be current. In some instances the amendments have been so numerous that the original legislation is quite out of date or is not readily accessible.

Countries need to take a number of measures to ensure that their legislation is current and serves the needs of users and potential users. The measures include;

- consolidating amendments into a single coherent and intact piece of legislation;

- updating legislation to bring it in harmony with international and regional agreements; and,

- enacting new legislation where desirable. The protocols elaborated above give some indication of areas where new legislation may be required. Governments need to sort out the legislation.

4. Restructuring and Commercialisation

There is general agreement that transport and communications sectors are not adequately structured or responsive to customer needs. Efficient services cannot be provided. There is also agreement that the solution lies in restructuring the enterprises. This is a process of re-orientation for the industry to provide a more efficient levels of service while at the same time remain viable and profitable.

What is not clear is what is entailed in restructuring, or for that matter what is entailed in commercialisation. There are a number of questions. Does commercialisation mean cost-recovery or profit orientation? Will that mean doing away with unprofitable services? Restructuring also entails ownership options. Should privatisation be encouraged and to what extent? Should the region be open to outside private sector investment? If so, to what degree? How can restructuring, commercialisation and privatisation be reconciled with governments' Public Service Obligations (PSO)?

Despite the fact that restructuring measures are on-going in a number of countries and within a number enterprises, there is no standard regional model to follow. The need for one has now been recognised. Such a model should among other considerations, respond to the forementioned concerns as well as set basic priority areas.

Some tasks will encourage the creation of an enabling environment and therefore support restructuring and commercialisation. They include:

- developing a mission statement with articulated goals and objectives;
- re-orienting and, re-defining the functional and organisational structures of the enterprises.

- strengthening marketing capabilities; identifying cost centres and costing to enable proper and competitive pricing and to facilitate determination of loss making services so as to enable governments to target subsidies if such services are to be retained.

5. Common Positions in International Fora and Accession to Conventions

Economic integration entails defining a common regional vision with policies and co-ordinated strategies with positions at international meetings. The costs associated with acceding to certain international conventions by national

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governments need to be thoroughly studied. Developing a common regional position for international meetings requires a mechanism to assemble delegates for consultations at the regional level prior to their participating in regional or international meetings.

In acceding to international conventions a number of steps are recommended. These include

- assessing the relevance and appropriateness of the convention in relation to regional priorities;
- assessing the cost and socio-economic implications of acceding to the convention;
- encouraging SADC member States who have not acceded to relevant conventions to do so in a timely manner;
- amending or updating existing national legislation to conform to existing convention/s; and,
- establishing mechanisms for obtaining feed back compliance by member States to the conventions;
- monitoring implementation with a view to assisting member States who may require support to comply with the provisions.

Member States are encouraged to use existing international secretariats and international agencies which can provide collective support to the region in understanding the implications of these issues. More co-ordinated liaison and networking should be maintained with these institutions on an on-going basis.

6. Environmental Protection and Pollution Control and Safety

As a broad issue, environmental protection is the subject of protocols under another SADC sector. However, environmental protection, pollution control, handling of hazardous materials and promotion of safety are important to the transport and communications sectors.

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The first step is to articulate and define a regional policy on environmental protection, pollution control and safety. This should be supported by the necessary legislation that would define:

- minimum standards;
- markings and labelling;
- movement of hazardous materials;
- mechanisms for pollution control and cleanup; and,
- modalities for cost contributions, compensation and arbitration. Other issues regard
- training of specialised personnel;
- creating a regional emergency response capacity supported by the necessary equipment and public education to create awareness and instill a sense of responsibility.

There are a number of international conventions in these areas which should be reviewed by the region with a view to accession. It may not be possible or practical from a cost or technological point of view to comply with all the provisions of such conventions. SADC should therefore set its own priorities and adapt the conventions to its own needs or implement the conventions on a phased basis.

7. Regional Capacity for Search and Rescue

There is need to create regional capacity for search and rescue management including a quick response capacity in the event of emergencies and accidents. This subject is closely linked to environmental protection, pollution control and safety promotion. It needs to be supported by a well- elaborated and co-ordinated plan which should also spell out the responsibilities and obligations of member States. The availability of trained manpower and adequate equipment is vital to effective search and rescue management.

8. Occupational Health

Occupational health as it relates to the transport and communication sectors has not received much attention in the region. The necessary legislation covering transport and communications (perhaps under SADC's Employment and Labour sector) should be put in place to protect and safeguard employees working in these sectors. Through its transport and communications policies, the region will

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clarify the value it attaches to its labour force in terms of such issues as:

- minimum working conditions;
- healthy facilities and safety in the work place; and,
- compensation and redress in the event of injury caused by an accident or other emergency. SATCC needs to liaise with other relevant SADC sectors in working out guidelines.

9. Cross-Border Facilitation

Cross-border facilitation has been a recurring issue for the region's agenda. Specific proposals have been made on

- border operating hours,
- abolishing visas for SADC nationals traveling in the region,
- creating immigration channels for SADC citizens at airports; and,
- streamlining, simplifying and standardizing customs documentation and procedures.

The record of implementation and compliance varies from country to country. A major weakness has been the lack of a regional forum to address these issues on a co-ordinated basis. Key institutions which should be a party to finding solutions to these concerns are not being represented in regional fora. These institutions include: insurance companies, customs, immigration and police authorities and other specialised security wings. A Regional Cross-border Facilitation Committee should bring these representatives together for planning purposes.

In addition to a regional committee, bilateral committees should form at major regional border posts. Their purpose to promote dialogue and address problems and specific local issues. Solutions or proposed measures should complement broader regional facilitation measures. These bilateral committees would also be the mechanism for monitoring the implementation of measures agreed to at the national level.

The re-establishment of Corridor Groups set up under the drought emergency of 1992-1993 would improve facilitation on transit corridors. Facilitation also includes providing adequate facilities at border posts: banking, overnight accommodation, communication, parking, sanitation facilities, catering, basic vehicle repair facilities and other services.

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Wherever the private sector can compete in providing such services, they should be encouraged.

10. Training and Research

A number of training programmes are underway or planned for in the region. Numerous studies and assessments have also been undertaken or are being planned. What has been lacking is a coherent and co-ordinated regional training and research policy in the transport and communications sectors. The focus of a regional training policy should be to develop common programmes, common testing and certification procedures and common training of trainers programmes. In other words, in those areas where member States can maximize their national advantage through regional advocacy and integration.

Regional training need not necessarily mean putting up physical training facilities; nor converting national institutions into regional training centres. New approaches and models for training will be needed, particularly as the importance of technology in training and research is better understood. Distance learning affords all sorts of opportunities if practically conceived and if offered at prices people can afford.

With the exception of South Africa, the training offered in institutions of higher learning (post secondary, university)) has not been closely associated with industry needs, particularly in transport and communications sectors. Very few institutions of higher learning in the region even offer academic courses in these disciplines. Clearly closer linkages and planning collaboration between business and education is required and should be promoted. A Regional Committee or Task Force involving industry and institutions of higher learning should convene to define a framework for collaboration.

A regional training strategy needs to address the problem of language as it affects Angola and Mozambique. Special support needs to be given to these two countries to expand and upgrade their English training capacities. This should result in a combined strengthening of local language training institutions and language trainers in these Portuguese-speaking nations. Special emphasis needs to be placed in English for special purposes (ESP) for training in the new areas of environmental protection, pollution control and safety, including search and rescue.

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11. Financial Matters

Finance is as important to transport and communications as to any other business sector. With the advent of the global marketplace, a regional finance policy framework is now required. As a start, the policy and enabling environment to be put in place in these sectors should clearly address the question of finance in all its facets. This means;

- defining the investment climate;
- repartriation of funds, revenues, profits and dividends;
- adopting a common unit of currency; addressing cross-subsidies within and across sub-sectors; developing policies on the treatment of grants and loans provided to governments which are passed on to public companies.

Financial issues generally are the subject of protocols in trade and finance, but there is a specific need to mention them in the transport and communications protocols. In this respect, SATCC should co-ordinate with the SADC Secretariat to ensure that due prominence is given to those issues affecting transport and communications in the trade and finance protocols.

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OBJECTIVES AND EXPECTED OUTPUTS OF OMNIBUS WORKSHOP

At the Regional Omnibus Workshop on Protocols Development in Lusaka, Zambia July 24-28, 1995 obtain endorsement of as many "Technical Protocols" in the seven sub-sectors as is feasible.

Workshop Objective: **To seek and reach among workshop participants agreement and consensus on the range and content of the proposed SATCC protocols.**

During the Lusaka meeting member States are expected to react to the specific proposals and recommendations submitted under each protocol area across the seven sub-sectors within this Report. They are to endorse as many as they can and is feasible. Again, expressing their common agreement in those areas for proposed action where they can.

Some member States may have concerns over a particular principle found or not found) in this Report, or over particular language in a suggested protocol. Prior to the Lusaka meeting, each delegation through its leader is expected to collect suggestions from local transport and communications officials for proposed alternative language and **bring the proposed new language/suggestions to the Lusaka meeting.**

The expected output of the Lusaka Omnibus workshop is final agreement on the "Technical Protocols" in the seven sub-sectors and agreement on the strategy and specific measures required to carry them forward into legal protocols and final signature. It is expected that:

- each Member State Delegation Leader will have solicited reactions to this Report and the specific protocol areas presented, and,

- **prior to the Lusaka meeting** adequate consultation with other participating stakeholders take place. Each country delegation will come to Lusaka having already reviewed the issues. These national consultations should involve the relevant stakeholders including those from the private sector. It is recommended that as far as possible, participants from member States who were involved in the regional and national workshops take part in national strategy formation for the Lusaka meeting.

RESPONSIBILITIES OF SIGNATORIES TO PROTOCOLS

Member States have obligations and responsibilities to ensure that the objective that the protocols seeks to achieve of creating an efficient and responsive transport and communications system supportive of one integrated regional economy is achieved. In this context, it is important that Member States are allowed adequate time for study, consultations and putting in place the necessary institutional framework at national level to support the protocol process and ultimately the building of a single economic community. The measures recommended to be taken by Member States are at five levels; actions leading up to and immediately after the Regional Omnibus Workshop to be held in July 1995; measures to be taken between August and December 1995; those to be taken between January and June 1996; measures to be taken to prepare for the signing of the protocols in August 1996; and actions to be taken to support implementation thereafter.

1. Immediate Measures

In support of the protocol development process, it is recommended that each member State;

- set up an ad hoc Protocol Consultative Committee (PCC), chaired by the Permanent Secretary and comprising senior level public and private sector officials across the seven sub-sectors. The committee's nucleus comprised of participants to the national stakeholder workshops; include chief executives and key senior government officials from institutions and departments concerned with transport and communications. It will ensure their effective participation in the protocol development process. The committees will function until the protocols are signed in August 1996. Following that, the committees could monitor the implementation of protocols on an ongoing basis depending on the specific situation in each country:

- convene consultative meetings before the Lusaka workshop to study the technical protocols framework document in order to suggest national positions presented at the Lusaka workshop. These pre-workshop consultative meetings should encourage discussion across the seven sub-sectors.

- ensure that the delegation to the Lusaka workshop is headed by the Permanent Secretary and be composed of representatives from the public and private sectors, consumer groups if available, to ensure a fair balance of interests and stakeholder.

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2. Measures Post Regional Omnibus Workshop

The Lusaka workshop is expected to endorse the technical protocols and adopt a strategy and action plan. SATCC will through the project, undertake the task of refining the technical protocols in terms of further technical assessment of the issues and preparation of draft legal protocols in areas where agreement will have been reached during the workshop. The drafting and consultation process is expected to carry on up to December 1995. By the end of the year, the draft legal protocols should be in a form for consideration and endorsement by the SATCC Committee of Ministers at their January 1996 meeting.

During this period member States are expected to set up Protocol Consultative Committees (PCC) at the national levels; consult relevant stakeholders and solicit their input on the various technical areas in which additional work is required. Mechanisms will have to be established for disseminating information and soliciting feedback from stakeholders at national levels. Member States will advise SATCC, the names and contact addresses of members of the PCCs and the contact person or secretary to the PCC. The draft legal protocols will be submitted to each member State by SATCC by the end of November 1995. Countries should then have full consultative meetings to ensure that they have a common national position on the draft legal protocols to be presented to the January Ministers' meeting. At any time in the process member States are encouraged to contact SATCC for technical assistance.

3. The Treaty Negotiation Process

Once endorsed by the Committee of Ministers, the draft legal protocols will be submitted to the SADC Secretariat for the start of the formal treaty making negotiations. During this stage, SATCC will give the necessary support to member States to ensure that all technical issues, concerns and all additional technical work is completed before the next meeting of the Committee of Ministers in June 1996.

During this stage, member States are expected to continue the stakeholder consultative process and more importantly, to undertake the necessary internal inter-Ministerial consultations on the draft legal protocols. The specific nature of the tasks to be undertaken will depend on the internal consultative process of each country. It is at this stage that Cabinet Memoranda, White Papers, consultations with Ministries of Legal Affairs or Justice, and Parliamentary Select Committees will further protocol negotiation.

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At this point countries will have final positions on the legal protocols looking at all aspects including legal, institutional, cost implications of protocols and other relevant considerations by the time of the Ministers meet in June 1996. This should pave the way for approval of the legal protocols by the Ministers.

4. Signature and Ratification

Following approval, the draft legal protocols will be prepared in final form and once again, submitted to member States for final consideration. At this stage, and given the preceding consultative process, this should be a formality. The protocols will then be ready for signature at the Heads of State and Government Summit in August 1996. After signature, member States will take measures to incorporate the protocols into their national legislation through their established procedures. This will involve a combination of amendment or repealing of old legislation and enacting new legislation, as necessary.

5. Implementation

Throughout this process, the Ministries of Transport and the PCCs will play a critical role ensuring that the necessary targets and agreed to timeframes are met. The protocol process will only move as fast as the slowest member State. This point underscores the importance for each SADC member State to maintain close working liaison with SATCC so problems and perceived constraints are identified early and resolved in time so as not hold up progress being made.

Implementation of the protocols will not and cannot await signature and ratification. In fact, there are a number of measures currently underway or planned for individual countries which are noted in this Report. Many in the region are already addressing and following some of the recommendations found in this Report. Protocols implementation is a dynamic process that carries on. The protocols themselves will need to be adapted to the changing concerns, trends and priorities for the region over time.

At the implementation stage member States may require support in terms of technical assistance to address specific needs, such as:

- strengthening of institutions so that they can be effective in fostering the desired change;

- capacity building as well as financial assistance to construct, upgrade and rehabilitate infrastructure and facilities so that they conform to agreed-to regional standards;

- strengthening the industries management abilities to respond to change and new challenges. in a more regionally integrated economy.

At this stage, the protocol process will be absorbed into national and regional investment and business programmes. It will continue to be an integral part of the building of a new Southern African Economic Community.

Maputo
July 1, 1995

SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

RECORD OF THE REGIONAL OMNIBUS WORKSHOP ON PROTOCOLS
HOTEL INTERCONTINENTAL, LUSAKA, ZAMBIA
24TH TO 28TH JULY 1995

FINAL REPORT

SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION
(SATCC)
31ST JULY 1995

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2SECTION A: WORKSHOP PROCESS

BACKGROUND

The regional omnibus workshop on the development of transport and communications protocols held in Luska, Zambia from 24th to 28th July 1995 was the culmination of the consultative process which started with the two regional workshops held in Harare, in February and Johannesburg in March 1995 respectively. This was followed by national workshops held in each of the eleven countries during May 1995.

The objective of the Lusaka workshop was to reach agreement on the protocols to be defined in each of the seven sub-sectors of; roads and road transport, railways, ports and shipping, civil aviation, telecommunications, postal services and meteorology. In specific terms, this involved agreement on;

- specific protocols and principal objectives
- issues to be addressed by or included in each protocol
- timeframes and target dates for implementation or compliance.

PARTICIPATION

The workshop was attended by representatives from all the eleven member States of the Southern African Developemt Community (SADC) and invited international organisations. Unlike the earlier regional and national workshops where delegates participated in their professional or individual capacities, attendance to the Lusaka workshop was on the basis of official country representation. The list of participants is attached as Annex 1 to this report.

OFFICIAL OPENING

The workshop was officially opened by the Deputy Minister of Communications and Transport of the Republic of Zambia Honourable Gilbert Mululu. His opening address is attached as Annex 2. Statements were also made by Mr. Teddy Kalebe, Chief Economist at the SADC Secretariat and Mr. SMAK Kaombwe, Acting Director of the SATCC Technical Unit. Their statements are attached as Annexes 3 and 4 respectively.

The workshop agenda is attached as Annex 5.

PLENARY DISCUSSIONS

The workshop started with a plenary session which was in two parts. The first was an outline of the workshop objectives, agenda and process and a discussion of the form, content and options to consider in developing protocols. The other was a discussion of protocol themes common to all the seven sub-sectors. This was followed by a presentation of the sub-sector working group process and expected outcomes.

SECTION B: AGREED PROTOCOL AREAS

Following deleberations, the workshop agreed on and endorsed common and sub-sector specific protocol areas as outlined below.

Common Protocol Themes

The workshop endorsed the following common protocol themes for further development as distinct protocols or as elements of sub-sectoral protocols;

1. Regional Integrated Transport Policy
2. Regional Communications Policy
3. Enabling Legislation
4. Restructuring and Commercialisation
5. Common Positions in International Fora and Accession to International Conventions
6. Environmental Protection, Pollution Control and Safety
7. Regional Capacity for Search and Rescue
8. Occupational Health
9. Cross-border Facilitation
10. Training and Human Resource Development
11. Research and Technology Transfer
12. Finance matters as related to Transport and Communications

Sub-Sector Protocols

The workshop considered protocol issues in each sub-sector. A summary of the agreed protocol areas is outlined below for each sub-sector. Details of the discussions and concesus reached for each sub-sector are given in Section D of this report.

PORTS AND SHIPPING

Member States agree to;

Protocol 1

Adpot a Regional Maritime Policy by July 1 1997.

Protocol 2

Establish a Regional Maritime Body by January 1 1998.

Protocol 3

Establish Corridor Groups to help manage transit traffic facilitation by January 1 1996.

Protocol 4

Implement a Regional Bond Guarantee Scheme by July 1 1997.

POSTAL SERVICES

Member States agree to;

Protocol 1

Restructure and commercialise their postal services by separating regulatory from operational functions and passing the necessary enabling legislation by July 1 1996.

Protocol 2

Consolidate the implementation of international conventions regarding postal security as enunciated in the Universal Postal Union (UPU) conventions within a specified time following the signing of the protocols.

Protocol 3

Co-ordinate regional positions at international fora through a strengthened SATCC-TU postal sub-sector at the time of signing the protocols.

Protocol 4

Co-ordinate regional training and certification through a strengthened SATCC postal training capability upon signing the protocols.

ROADS AND ROAD TRANSPORT

Member States agree to;

Protocol 1

Adopt a Regional Road Transport Policy by August 1996.

Protocol 2

Adopt harmonised road traffic legislation.

Protocol 3

Harmonise road infrastructure standards by August 1997.

Protocol 4

Harmonise road traffic policing and overload control and adopt by the end of 1996, the following axle load limits; Steering axle, 7.7tonnes, Single axle, 10 tonnes, Tandem axle, 18 tonnes and Tridem axle 24 tonnes.

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Protocol 5

Harmonise and simplify cross- border facilitation, specifically;

1. Harmonise customs documentation and procedures by January 1 1997.

2. Eliminate visa requirements within the region for SADC nationals by January 1 1997.

3. Standardise border operating hours.

4. Establish standards by January 1 1997 for common user facilities.

Protocol 6

Implement a harmonised system of Road User Charges by for the region by the end of 1997.

METEOROLOGY

Member States agree to;

Protocol 1

Establish independent national meteorological services through a legal instrument by July 1 1997.

Protocol 2

Support and strengthen certain designated national and regional meteorological centres so that the centres can perform specific additional functions.

Protocol 3

Comply with meteorological standards and procedures as specified by the World Meteorological Organisation (WMO), International Civil Aviation Organisation (ICAO) and other relevant international conventions and organisations.

RAILWAYS

Member States agree to;

Protocol 1

Create an enabling environment for seamless, integrated railway operations throughout the region by means of the regional framework to be developed by SATCC by June 1 1997.

Protocol 2

Implement an integrated regional railways policy to be effective throughout the region by January 1 1997.

Protocol 3

Harmonise technical, operational and customer service standards so as to facilitate operation of a seamless regional railway network and that such standards should be in place by August 1996.

Protocol 4

Put in place by July 1 1997, measures for environmental protection, including pollution control.

CIVIL AVIATION

Member States agree to;

Protocol 1

Develop common civil aviation standards in line with international conventions by January 1 1997.

Protocol 2

Ratify Articles 56 and 50a of the ICAO Convention by July 1 1997 to support increased representation on the ICAO Council as well as on the Air Navigation Commission.

Protocol 3

Pass the necessary legislation to harmonise regional policies and standards on airport facilitation by July 1 1997.

Protocol 4

Pass enabling legislation by July 1 1997 to ensure compliance with Annex 17 of the ICAO Convention on Airport Security.

Protocol 5

Pass legislation enabling airline integration by July 1 1997.

Protocol 6

Pass necessary legislation by July 1 1997, enabling regional standards for harmonising policies and planning for regional air traffic control or CNS/ATM.

Protocol 7

Pass necessary legislation by July 1 1997, enabling regional standards for harmonising policies, planning and developing a regional search and rescue plan.

PROTOCOL 8

Pass the necessary legislation by July 1 1997, enabling regional standards and policies for the repatriation of airline funds and revenues.

TELECOMMUNICATIONS

Member States agree to;

Protocol 1

Set up independent regulatory bodies so as to separate regulation from operations by January 1997.

Protocol 2

Establish a regional telecommunications co-ordinating body by January 1 1998.

Protocol 3

Harmonise technical standards and specifications by July 1 1998.

Protocol 4

Facilitate common SADC telecommunications positions in international fora by January 1 1996.

Protocol 5

Establish standards for training and co-ordinated research.

SECTION C: ADOPTION OF REPORT AND CLOSURE OF WORKSHOP

Adoption of Report

The record of the workshop was unanimously adopted, subject to minor ammendmends, as a true reflection of the deliberations of the workshop.

Protocol Development Phases

The workshop also considered and adopted a document outlining the next phases in the development of the protocols, leading to signature in August 1996. This is attached as Annex 6.

Any Other Business

Following intervention by South Africa, the meeting agreed that written submissions by member States in reaction to the "Technical Protocols Policy Framework" document, although not a formal part of the workshop record, were useful reference sources which should be exchanged amongst delegations as appropriate.

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Closure of Workshop

The Acting Director of the SATCC Technical Unit made closing remarks. In his remarks, he thanked member States for their participation in the workshop and commitment to the protocol development process. He also thanked the sponsors, USAID and Management Systems International and Abt Associates for succesfully conducting the consultative process which concluded with the Lusaka Omnibus workshop.

A vote of thanks on behalf of the workshop delegates was made by Dr. P. T. Shipoh, Permanent Secretary in the Ministry of Works, Transport and Communications of Namibia. In his remarks, he commended the workshop process and the results achieved. He also thanked the Government of the Republic of Zambia as hosts, for the warm hospitality accorded to the delegates.

SECTION D: SUB-SECTOR SUMMARIES

A consolidated brief of the workshop discussions under each of the seven sub-sectors is contained in the attached discussion summaries.

Lusaka, 31st July 1995

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Ports and Shipping Sub-Sector

1 Proposed Protocols

a Adopt a **Regional Maritime Policy** by 1 July, 1997, incorporating:

1 The results of the SATCC working group study funded by the Nordic Group.

2 The appropriate parts of the OAU African Maritime Transport Charter[1]

3 The study of Maritime Safety and the Port Restructuring of SADC's coastal states including Malawi

4 The Port Restructuring and Commercialisation Seminar (scheduled for Windhoek in October, 1995)

5 Critical areas of the Policy will include:

- o Cabotage[2]
- o Safety standards
- o Pollution prevention and cleanup provisions
- o Coastal access by landlocked countries
- o Listing of and accession to appropriate international conventions
- o Establishment of a regional maritime body by 1 January, 1998

b. Agree to establish a regional maritime body by 1 January, 1998. This body should provide a regional forum for port operators, ship owners, agents, and other interested parties to share experiences and define a common regional position. This body could also monitor the implementation of protocols and introduce new areas of cooperation.[3]

c. By 1 January, 1996, **establish corridor groups** to help manage transit traffic facilitation, including:

- o Harmonisation and simplification of documentation and formalities
- o Establishment and harmonisation of dry ports

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[1]South Africa has reservations about incorporating the OAU Charter points, and would like further clarification and discussion.

[2]Several countries have reservations about broad statements regarding cabotage, and desire further discussions and clarification.

[3]The majority of countries recommend expanding the SATCC working group to become the maritime body. Several countries also recommended adapting the South African national maritime conference.

- o introduction and use of Through Bills of Lading
- o Facilitation of inter-modal transport
- o Use of SATCC/UNCTAD Handbook on Operation and Management of Dry Ports

d Agree to implement a **regional bond guarantee scheme** by 1 July, 1997

e Items requiring further study (non protocol issues):

- o Creation of a regional clearinghouse and forwarding association.

Zambia has convened a meeting of all interested parties from SADC countries to be held 27 July, 1995, to begin establishing such an association.

- o Training. No discussion or action recommended.

Postal Services Sub-Sector

1 Protocol Issues:

a Commercialisation and Restructuring

1. Separating regulatory functions from operations
2. Common service standards
3. Social obligations

b Institutional and Legal Framework

c Common Standards

d Postal Security

e Coordinated Regional Positions at International Fora when approaching matters of common interest

f Coordinated Regional Training

2 Proposed Protocols:

a **Commercialisation and Restructuring** (Combines protocol issues #'s 1,2,3 above). At the time of ratification of the protocols by the Council of Ministers[1], the SADC member states will pass legislation[2] enabling the restructuring and commercialisations of their postal services. The legal framework must allow for separation of operations from regulations, and should define basic quality of service standards in line with UPU (Universal Postal Union) norms, and taking into account social obligations.

b Within ____ of signing the protocols, all SADC member states must consolidate the **implementation of international conventions** regarding postal security as enunciated in the UPU conventions.

c At the time of protocol signing by the SADC Council of Ministers, **regional positions at international fora** are to be coordinated through a strengthened SATCC-TU postal sub-sector.

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[1]Mozambique indicated they would prefer the time frame to be more flexible and allow for a year's grace period.

[2]The Zimbabwe position is that this statement is too prescriptive and restricting; "Will pass legislation" should be replaced by "will provide an anabling environment."

d Upon signing of the protocols, regional training[3] and certification is to be coordinated through a strengthened SATCC postal training capability, e.g.

- o Establishing common minimum training standards; and
- o Establishing common training materials

[3]Namibia has a reservation on this protocol for the following reasons:

Namibia will set its own training standards, will determine its own curriculum, and has its own training strategy

Roads, Road Transport and Road Traffic Sub-Sector

A List of Protocol Issues[1]:

1) Regional Road Transport Policy
2) Road Traffic Legislation
3) Harmonisation of Road Infrastructure Standards
4) Traffic Policing/Overload Control
5) Cross-Border Facilitation
6) Road User Cross Border Charges
7) Market Entry
8) Regional Insurance Scheme[2]
9) Training and Research[3]

Two additional issues were proposed:

- The protocols should be re-grouped under:
  - Roads
  - Road Transport
  - Road Traffic
- A Multi-Modal Regional Transport Policy is needed in the Protocols

Protocol Frameworks:

1) Regional Road Transport Policy

a) *Proposed Protocol: That SADC adopt a regional road transport policy by August, 1996.*

b) The objectives of a regional road transport policy:

1: Promotion of regional economic growth;
2. Safe, efficient and effective transport services provided to the people of the Region;
3. Efficiency to be achieved through equitable competition & non-discrimination, nationally and internationally;
4. Concurrently, there should be quality regulation and self regulation in order to sustain equitable competition;

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[1] A Regulatory Framework protocol was originally on, but then removed by the Omnibus delegates from the list, as it was agreed that the entire Protocols Document is a regulatory framework; and, the issues it was to address were incorporated into other, more topic-specific roads sub-sector protocols. Tanzania recorded a dissenting view: Regulation by each State will be necessary albeit within the framework of the proposed protocol on this.

[2] This is a finance sector protocol requiring considerable input from the Roads Sub-Sector.

[3] To be addressed in other, topic-specific protocols.

5. As far as possible, the users of transport infrastructure should pay for the provision and maintenance of the same;

6. To facilitate regional traffic and transport by means of bi-lateral and multi-lateral agreements based on the principle of extra-territorial jurisdiction and reciprocity.

7. The right of all member states to unimpeded, open access to the sea;

8. The existence of a regional road transport management system.

2. Road Traffic Legislation

a. To adopt as policy the *Modified SATCC Model Road Safety Programme* and put in place by 1 January, 1998;

b. To have standardised road signs and signals in place using the *Modified SATCC Road Signs and Signals* as a guide by 1 January, 1998;

c. To ban by 1 January, 1997, registration of left-hand steering wheel vehicles in the Region, with an exception granted to Angola.[4]

d. To develop and implement transport vehicle, combination and equipment standards by 1 January, 1998, allowing transport operators until 1 January 2008, to implement mandated equipment changes;

e. To licence all freight and passenger transport operators according to common standards, which will be adopted by 1 January, 1997, with cross border operators being licenced by 1 July, 1997, and local operators licenced by 1 July, 1998;

f.(i) To accede to the relevant international conventions on the handling of hazardous cargo,such as the United Nations & Basel Convention on the Transport of Dangerous Goods, with enabling member states legislation that addresses:

1 Labeling
2 Movement of vehicles carrying hazardous cargo
3 Pollution control
4 Mechanisms for compensation

(ii) Abnormal or awkward loads

g. To complete implementation of a SADC model drivers license throughout the Region by 1 July, 1998, including government and military drivers.[5]

h. Implement by _____ a regional standards in drivers' training, training material, testing procedures and equipment which supported the Regional Road Traffic Information System as agreed by the SATCC Ministers in June, 1995;

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[4]Lesotho and Namibia recorded a dissenting view: this issue in their view was not a protocol issue.

[5]Commensurate licensing and training requirements are to be specified by 31 December, 1995, by the SATCC sub-Committee.

h. Conformity in the route number system throughout the SADC Region by the year 2000.

i. Environmental Pollution Control levels be specified, as part of the Regional Transport Policy, in:

a. Vehicle emission controls
b. Noise control
c. Dust control
d. Land management and degradation

3 Harmonisation of Road Infrastructure Standards

a. Proposed Protocol: To adopt SATCC's Modified *Manual on the Minimum Road Design Standards and Specifications* by August, 1997, as standards for the regional harmonisation of infrastructure standards. All new road construction contracted after this date will have to comply to the new standards.

b. Additional issues to be addressed in this protocol issue:

1 Road Management Systems
2 Harmonised General Conditions of Contract Specification Documentation
3 Harmonised Regional Planning

4 Road Traffic Policing/Overload Control

a. Proposed Protocol: By the end of 1996, the member states will adopt to the following vehicle axle load standards, with an exception for South Africa as noted:

Single Axle Load Limit	10 tonnes[6]
Double Axle Load Limit	18 tonnes
Tridem Axle Load Limit	24 tonnes

b. To be addressed under Overload Control:

- Weigh bridges–
  1 Adequacy and state of weigh stations
  2 Possible new weigh station
  3 Standard weigh station specifications and equipment
  4 Training of weigh station employees
  (There are additional items to be added to this list)

- Road Traffic Policing Matters

5 Cross-Border Facilitation

It was agreed by the delegates that there is a need to cross-reference the proposed protocols with those being developed in the Customs and Immigrations Sector. Specific cross-border issues include (but not limited to):

[6]An exception of a 9 tonne limit in South Africa is noted.

- Documentation and form standardization
- Common hours of operation,
- Creation of electronic links with customs
- Single gate systems
- Commercialising border post operations
- Improving border post infrastructure
- Elimination of corruption
- Proper border post officials and training
- Minimizing delays at borders
- Printing, purchasing and obtaining required documentation
- Professionalising freight and clearing agents
- Checking and handling of sealed containers
- Cargo security

Proposed Protocols:

1 To harmonise customs documentation and procedures by 1 January, 1997, including (but not limited to) commercial vehicle guarantees, customs bonds, & temporary importation permits;

2 To eliminate visa requirements for all SADC nationals traveling to other countries within the Region by 1 January, 1997, establish standard immigration forms and an alternative to passports for commuters crossing borders for employment;

3 To standardise border operations from 6 a.m. to 10 p.m (22 hours) on regional and major trunk routes; all other border post hours will be adjusted according to traffic flow patterns.

4. To establish standards by 1 January, 1997, for common user facilities at borders.

6. Cross Border Road User Charges

Proposed Protocol: The harmonised Road User Charge for SADC member states is to be implemented by the then of 1997.[7]

Delegates agreed that further study will ascertain the proper use of the charges, either for road maintenance, and/or capital improvement, and the building of new roads.

It was also recommended that other cross-border charges that exist in the Region – visa fees, entry fees, immigration fees, tourist fees, for example – be investigated by SATCC in order to determine if they are warranted, and if so to agree on the harmonisation thereof.

Delegates also agreed with the proposal that a Regional Insurance Scheme and Training

[7]Namibia reserved its position with regard to the level of the road user charge; and, to the principles of the domestic charging system.

and Research[8] should not be Road Sub-Sector protocols, but addressed in other sector protocols.

7 **Market Entry Protocol** (to be part of the Road Transport Policy)

Delegates agreed this needs to be addressed in the Road Sub-Sector Protocols, and consider the following issues:

a The choice of where the Region wants the Transport sub-sector to align itself, either a free market, de-regulated a, or a totally regulated market (or somewhere in the middle);
b Cabotage;
c Relevance of the Third Party Rule;
d Different treatment of international and domestic traffic in the protocol
e Mechanisms on how to implement the protocols (e.g. quotas and/or permits)

[8]Training and Research should be split into a)training and human resource development, and b)research and technology transfer.

SATCC PROTOCOLS DEVELOPMENT OMNIBUS WORKSHOP
SUBSECTOR WORKING GROUP REPORT

TUESDAY, JULY 25, 1995

III. METEOROLOGICAL SERVICES SUBSECTOR

A. Proposed Protocols:

1. By July 1, 1997 all SADC Member States will have legislated an instrument establishing a national Meteorology Service in each country. The experience of Swaziland, Tanzania and Zimbabwe can be used as a model.

2. By January 1, 1997 SADC Member states will support and strengthen national and regional meteorological centres so that those centres can perform the following additional functions:[1]

- o Medium and Long Range Forecasting (suggestion: Pretoria)
- o Early warning of severe weather conditions (suggestions: Harare)
- o The monitoring of world-wide global climate issues as global warming and the greenhouse effect.
- o Maintenance and calibration of instruments (suggestion: Gaborone)
- o Regional Telecommunications Coordination (suggestion: Lusaka and Pretoria)

3. By 1 January, 1997, all SADC Member States will comply with meteorological standards and procedures as specified by WMO, ICAO and other relevant international organisations and conventions.[2]

III. B. Non-Protocol Issues

1. Training and Research
2. Common Regional Positions in International Fora
3. Weather Modification
4. Inclusion of SARCCUS agrometeorology activities into SADC Meteorological programmes.

C. Issues for Further Study

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[1]This section must be carefully worded to avoid limiting options or imposing on commercial ventures.

[2]There is some disagreement as to whether states are in compliance. Further study should determine if this protocol is necessary. Also, several delegates felt this protocol could be merged into #1 above.

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1. Weather Modification Practices and Standards

2. Involvement of SARCCUS agrometeorology activities with SADC Meteorological programmes

3. The impact of funding and supporting the use of existing facilities for training and research

4. Ensuring cooperation between the Directors of Meteorological Services Working Group and SATA for the coordination of telecommunications support of meteorological services in the SADC region.

5. Assess the level on non-compliance with WMO, ICAO and other appropriate organisations and conventions and determine if a protocol will ultimately be necessary.

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Railways Sub-Sector

Protocol Issues:

1 Creating an Enabling Environment
2 An Integrated Railways Policy
3 Regional Body
4 Harmonisation of Standards
5 Cross-Border Facilitation
6 Regional Liability Scheme
7 Environment and Pollution

Other Issues - Training
Standard Costing
Clearinghouse

1 Creating an Enabling Environment

Proposed Protocol: SATCC will develop a regional framework by 1 June, 1996, for a seamless, integrated railways operations throughout the Region.

The regional framework will address:

a Ownership options, including commercialisation of all surface transport efforts
b Customer service standards
c Leveling of the playing field between sub-sectors (include this in a regional policy)
d Training & certification (common standards and need for a Training Needs Assessment)
e Compatible technical standards
f Fuel levies and taxes
g Payment for public service options (in all sectors)
h Harmonisation of standards

2 Integrated Regional Railway Policy

Proposed Protocol Agree to implement an integrated regional railway policy to be effective throughout SADC Region by 1 January, 1997.

It was noted that, in addition, there is a need for a regional surface transport policy by 8/96, including intermodal issues.

The delegates noted that three organisations - SARA, SRCEC, & SATCC-TU are all involved in regional railway issues, and there is need for an information interface and dissemination process amongst them. It was also expressed that they need to maintain a customer-focus, allow non-industry participation in their deliberations.

3 Regional Body

As the Southern African Railways Association (SARA) is being formed specifically for collective lobbying purposes, with policy formulators and general public as well as to

market a positive rail image to the clients and raise the awaenese of the railway system in the ecomomy it was agreed by the delegates that there is no longer a need for a protocol addressing this issue but merely recognise its existence and functions. The Southern African Railways Chief Executive Committee (SRCEC), a long standing body comprising all railway CEOs shall continue to undertake the monitoring functions of railways in the SADC region, as far as protocol issues are concerned.

4 Harmonisation of Standards

There are technical standards, operational standards, and safety standards to be harmonised in the regional railway industry.

Proposed Protocol: Coordinated by the Regional Railway Committee under the direction or SRCEC, with technical support from SATCC-TU, technical, operational and customer service standards will be harmonised, so as to facilitate the operations of a seamless regional network, to be completed before the signing of the protocols currently scheduled for August, 1996.

It was noted by the delegates that some of the standards will require more time:

- A central clearinghouse for account settlement - approximately 2 years
- Standard costing - 2 years
- Rolling stock information system - 3 years

5 Cross-border Facilitation

The delegates expressed the view that this issues should be included in the previous protocol (harmonisation of standards). It was also pointed out that SRCEC, not SARA, would work with the SATCC-TU and be responsible for the tasks outlined in the protocol.

6 Regional Liability Scheme

To be part of the Finance Sector protocols, but SATCC-TU should give inputs registering the issues pertinent to the railway sub-sector supported by the proposed study on this matter.

7 Environment and Pollution

Proposed Protocol The SATCC-TU will devise and deliver to all SADC member States by 1 July, 1997, plans and timetables for regional rail standards in regard to the environment and environmental protection, including pollution control. These plans will address environmental protection and degradation caused by spillage of hazardous goods, and include accession to appropriate international conventions. These plans will be adopted by all member states by 1 January, 1998.

This is a multi-modal issue which needs to be entrusted to specialists.

WEDNESDAY, 25 JULY, 1995

V. CIVIL AVIATION SUB-SECTOR

A. Issues Discussed

1. Concern over SARATA: Several delegates listed their country's concern about SARATA being specified as a protocol. There were national constitutional issues as well as items raised by constituents that prevent several countries from signing SARATA at this time.

Mr. O. Nundu, the SATCC-TU technical expert, was able to update everyone on the SARATA situation and clarify several important points:

a. SARATA organizational work has been underway for 3 years under the auspices of the DCA/CEO Working Group in SADC countries, recently joined by RSA. The SATCCCommittee of Ministers, with the exception of RSA, has initialed SARATA and organizational and technical work is proceeding. Because of the advanced stage of SARATA development, there was consensus that protocols specifically mentioning SARATA are unnecessary.

b. It was also reported that while a country must be a SADC Member State to belong to SARATA, membership in SARATA is not mandatory.

c. Private operators can now join DCA/CEO and can also be nominated for SARATA membership by their own country.

2. Subsidies: Discussion ensued about the issue of airline subsidies. Consensus held that this issue while not be addressed by a protocol, should be monitored by other existing fora.

3. Airport Facilitation: in proposing Protocol #3 below, delegates discussed adding two items to the list:

a. Establishment of autonomous civil aviation and/or airport authorities.(not adopted due to these being items are things on which individual countries should decide)

V.A. 3.

b. Removal of operating functions from the same organisations as regulatory ones. (Not adopted because of individual country right to decide. Also may become a free market issue)

B. Proposed Protocols

1. By January 1, 1997, SADC Member States will develop common standards in line with international conventions, including:

a. Minimum standards for approval of Aircraft Maintenance Organisations;

b. Minimum standards for the Issuance of Air Operators Certificates;

c. Minimum Standards for the Issuance and Renewal of Certificates of Airworthiness;

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d. Minimum Standards for Personnel Licensing.

2. By July 1, 1997 all SADC Member States will ratify Articles 56 and 50a of the ICAO Convention to support increased representation on the ICAO Council as well as on the Air Navigation Commission.

3. By July 1, 1997 all SADC Member States will have passed necessary legislation enabling regional standards and policies harmonising airport facilitation, including:

a. Clearance channels
b. Embarkation/debarkation forms *(see footnote 1 below)*
c. Special channels for SADC member nationals
d. Departure fee collection *(renamed Passenger Service Fee)*
e. Perishable air freight exports
f. Abolition of visa requirements for SADC member nationals[1]

V.B. 4. By July 1, 1997, all SADC Member States will pass enabling legislation to ensure compliance with ICAO Annex 17 on Airport Security.

5. By July 1, 1997 all SADC Member States will pass legislation enabling airline integration.[2]

6. By July 1, 1997 all SADC Member States will have passed necessary legislation enabling regional standards for harmonising policies and planning for regional air traffic control or CNS/ATM.

7. By July 1, 1997 all SADC Member States will have passed necessary legislation enabling regional standards for harmonising policies, planning and developing a regional search and rescue plan.

8. By July 1, 1997 all SADC Member States will have passed necessary legislation enabling regional standards and policies for the repatriation of airline funds and revenues.[3]

C. Items for Further Study:

1. Keeping track of other fora that are addressing the airline subsidies issue.

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[1]This was added from the background material. Even though this issue is being dealt with in the customs protocols project, delegates wanted this subject included under transport to underscore the vital nature of the issue.

[2]Much discussion on this issue yielded a consensus that enablement means just that, not requirement or encouragement. All agreed that this is essentially a commercial issue

[3]As in item 3.f. above, this subject will likely be covered in the finance protocols project and is a commercial issue. It is included in the transport list for strong emphasis, subject to cross-checking.

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SATCC PROTOCOLS DEVELOPMENT OMNIBUS WORKSHOP
SUBSECTOR WORKING GROUP REPORT
THURSDAY, JULY 27, 1995

VII. TELECOMMUNICATIONS SUBSECTOR

A. Issues Discussed

1. It was decided to eliminate the first two sections of proposed protocol #1 because they would be dictating modalities to national governments. There was discussion, however, about the need for delegates toencourage their own governments to:

a. Separate telecommunications from postal services;
b. Incorporate these separated entities as limited liability companies to facilitate capitalisation.

2. Consensus was reached on protocol #2 that it should cause the formation of a coordinating body not a regulatory one. The discussion also continued a workshop-long theme that no new bodies should be created if an existing could perform the task. Zambia did register their view that the protocol should establish a regional regulatory body. One of the South African delegates called the workshop's attention to a Green Paper recently released in RSA outlining potential national telecommunications policies and requesting input from stakeholders. The SATCC-TU rep from South Africa promised to send copies to all delegates from other countries whodesired a copy. There was also agreement that as this protocol is drafted, SATCC should study the ways to constructing the coordinating body and make recommendations.

3. In proposed protocols #4 & 5, there was agreement to refer to SATCC instead of SATA.

B. Proposed Protocols:

1. By January, 1997, All SADC Member States will:

a. Set up independent regulatory bodies so as to separate regulation from operation:
b. Create an enablingenvironment for investment in this sector:

c. Define industry standards in line with international norms.

2. By January 1, 1998 SATCC will establish a regional telecommunications coordinating body.

3. By July 1, 1998 all SADC Member States will harmonise Technical Standards and Specifications.

4. By January 1, 1996, SATCC will facilitate common SADC telecommunications positions in international fora.

5. By January 1, 1996, SATCC will establish standards for training and co-ordinated research.

C. Items for Further Study:

1. SATCC will study options for establishing a regional telecommunications coordinating body and make recommendations to Member States.

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ANNEX 1

SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REGIONAL OMNIBUS WOEKSHOP
HOTEL INTER-CONTINENTAL, LUSAKA, ZAMBIA
24TH TO 24TH JULY 1995

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ANNEX 2

SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

SPEECH BY THE DEPUTY MINISTER OF COMMUNICATIONS AND TRANSPORT
OF THE REPUBLIC OF ZAMBIA
HONOURABLE G. MULULU MP
AT THE OFFICIAL OPENING OF THE REGIONAL OMNIBUS WORKSHOP
ON PROTOCOLS HELD AT THE HOTEL INTERCONTINENTAL
LUSAKA, ZAMBIA, 24-28TH JULY 1995

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MR CHAIRMAN
HONOURABLE MINISTERS
THE EXECUTIVE SECRETARY OF SADC
DISTINGUISHED REPRESENTATIVES OF THE DONOR COMMNUNITY
DISTINGUISHED DELEGATES
LADIES AND GENTLEMEN,

ON BEHALF OF THE GOVERNMENT AND PEOPLE OF ZAMBIA, IT IS MY PLEASURE TO WELCOME YOU TO ZAMBIA AND IN PARTICULAR TO LUSAKA. ALTHOUGH I KNOW YOU HAVE A BUSY SCHEDULE AHEAD OF YOU, I NEVERTHELESS, TRUST THAT YOU WILL FIND TIME TO LOOK AT INTERESTING SITES AROUND LUSAKA AND TO THOSE OF YOU WHO HAVE A BIT MORE TIME, OTHER PARTS OF OUR COUNTRY. THE MORE WE KNOW ABOUT EACH OTHER AND HOW WE LIVE, THE MORE WE CONTRIBUTE TO THE OBJECTIVE OF BUILDING A CLOSER ECONOMIC COMMUNITY IN REAL TERMS.

2. MR CHAIRMAN, A LOT HAS HAPPENED SINCE THE HEADS OF STATE AND GOVERNMENT OF THE REGION SIGNED THE LUSAKA DECLARATION IN 1980 WHICH GAVE RISE TO THE THEN SOUTHERN AFRICAN DEVELOPMENT CO-ORDINATION CONFERENCE (SADCC). WE SHOULD NOT LOOSE SIGHT OF THE ERNOMOUS PRESSURES THAT THE REGION FACED THEN. OUR BROTHRES IN ANGOLA AND MOZAMBIQUE AND NAMIBIA WERE STILL AT WAR. IT WAS INCOCEIVABLE THEN THAT THE SCOURGE OF APARTHEID WOULD BE OVERCOME AND THAT SOUTH AFRICA WOULD HAVE A PEACEFUL TRANSITON TO MULTI-RACIAL DEMOCRACY WITH NELSON MANDELA AS PRESIDENT.

3. THANKS TO THE COMMITMENT OF ALL CONCERNED, THESE THREATS HAVE LARGELY BEEN OVERCOME AND THE REGION NOW FACES CHALLENGES OF A DIFFERENT NATURE. THERE ARE NOW ELEVEN INDEPENDENT COUNTRIES IN THE REGION AND THE VISION OF AN INTEGRATED SOUTHERN AFRICAN ECONOMIC COMMUNITY IS BECOMING A REALITY. IN AUGUST 1992, THE OLD SADCC WAS TRANSFORMED INTO THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC) OR AS OFTEN SAID, TO SADC WITH ONE "C".

4. MR CHAIRMAN, DISTINGUISHED DELEGATES, LADIES AND GENTLEMEN, THIS CHANGE IS NOT A CHANGE IN NAME ONLY, BUT A SERIOUS COMMITMENT AT THE HIGHEST POLITICAL LEVEL IN THE REGION FOR A SOUTHERN AFRICAN ECONOMIC COMMUNITY WHERE GOODS, PEOPLE, CAPITAL AND OTHER SERVICES WILL MOVE FREELY IN THE REGION WITHOUT ANY ARTIFICIAL BARRIERS. THIS IS A COMMITMENT TO BUILDING ONE COMMUNITY.

5. HITHERTO, SADC AND ITS ORGANS HAS INVOLVED LARGELY GOVERNMENT OFFICIALS IN DEFINING THE REGIONAL AGENDA FOR CO-OPERATION. THIS HAS TO CHANGE. THIS IS WHY THE COUNCIL OF MINISTERS OF SADC IN 1994 MANDATED SECTOR CO-ORDINATORS, AMONG THEM, THE SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION (SATCC) TO CONSULT AS WIDELY AS POSSIBLE IN DRAWING UP THE NEW AGENDA FOR REGIONAL CO-OPERATION. TO BE MEANINGFUL, SADC HAS TO BE RELEVANT TO THE ORDINARY BUSINESS PERSON AND TO THE ORDINARY CITIZEN IN ANY OF OUR COUNTRIES.

6. LET ME TAKE THIS OPPORTUNITY MR CHAIRMAN, AT THIS STAGE, TO THANK OUR CO-OPERATING PARTNERS IN PARTICULAR, THE UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT (USAID) FOR THEIR FINANCIAL SUPPORT, WHICH HAS MADE IT POSSIBLE FOR SATCC TO EMBARK ON THIS EXTENSIVE CONSULTATIVE PROCESS.

I UNDERSTAND THAT SO FAR, TWO REGIONAL WORKSHOPS AND ELEVEN NATIONAL WORKSHOPS HAVE BEEN HELD BETWEEN FEBRUARY AND MAY OF THIS YEAR. I AM ALSO TOLD THAT THESE CONSULTATIONS HAVE INVOLVED POLICY MAKERS, OPERATORS AND PROVIDERS OF TRANSPORT AND COMMUNICATIONS SERVICES, PRIVATE SECTOR PARTICIPANTS AND BODIES REPRESENTING USERS.

7. SATCC AND ALL THOSE INVOLVED WHO HAVE BEEN ASSISTING THIS PROCESS SUCH AS ABT ASSOCIATES, MANAGEMENT SYSTEMS INTERNATIONAL, THE PROTOCOL DEVELOPMENT TEAM AS WELL AS THE EXPERTS AND FACILITATORS NEED TO BE COMMENDED FOR A JOB WELL DONE. HOWEVER, WHILE THE CONSULTATIVE PROCESS WAS IMPORTANT AND NECESSSARY, THE FINAL MARK OF SUCCESS WILL BE THE ACTUAL SIGNING OF THE LEGAL PROTOCOLS THAT WILL THEN DEFINE OUR CO-OPERATION ARRANGEMENTS IN TRANSPORT AND COMMUNICATIONS IN THE REGION.

8. MR CHAIRMAN THE SIGNING OF THE LEGAL PROTOCOLS IN ITSELF IS NOT ENOUGH. IT IS WHEN THE SPIRIT OF THE PROTOCOLS IS TRANSLATED INTO VISIBLE IMPROVEMENTS THAT THE OBJECTIVE WILL HAVE BEEN ACHIEVED. THESE IMPROVEMENTS MUST BE SEEN IN THE EFFICIENCY, PROFITABILITY AND MORE IMPORTANTLY, IMPROVED QUALITY OF SERVICE FOR THE BUSINESS AND ORDINARY PERSON WHO HAS TO USE SERVICES AND FACILITIES IN ROADS, RAILWAYS, PORTS AND SHIPPING, CIVIL AVIATION, TELECOMMUNICATIONS, POSTAL SERVICES AND METEOROLOGY.

9. THE GLOBAL TREND IS TORWARDS LARGER ECONOMIC GROUPINGS SUCH AS THE EUROPEAN UNION AND THE NORTH AMERICAN FREE TRADE AGREEMENT. EVEN THE EAST ASIAN COUNTRIES ARE DOING THE SAME. WE IN AFRICA AND SOUTHERN AFRICA IN PARTICULAR, CANNOT AFFORD TO BE LEFT BEHIND. THIS IS NOT BECAUSE IT IS A TRENDY FASHION THAT WE DO NOT WANT TO LOSE OUT ON, BUT BECAUSE THE ECONOMIC REALITIES FACING US DEMAND THAT WE DO SO.

10. IN ORDER TO PROMOTE ECONOMIC GROWTH AND COMPETIVENESS, DEMOCRATIC AND TRANSPARENT GOVERNANCE, POLITICAL STABILITY AND SUSTAINABLE DEVELOPMENT, IT IS NECESSARY FOR US TO CREATE THE NECESSARY CONDUCIVE ENVIRONMENT THAT WILL ATTRACT INVESTMENT TO THE REGION AND PROMOTE FREE AND FAIR TRADE. GOVERNMENTS SHOULD CREATE THE NECESSARY CONDITIONS THAT WILL ENABLE BUSINESS DO CONDUCT VIABLE BUSINESS. OUR INVOLVEMENT IN BUSINESS AS GOVERNMENTS SHOULD BE MINIMAL.

11. MR CHAIRMAN, THE IMPORTANCE OF TRANSPORT AND COMMUNICATIONS IN THE REGION WAS RECOGNISED AT THE ONSET WHEN SADC WAS FORMED HENCE THE PRIORITY AND EMPHASIS GIVEN TO THIS SECTOR. AT THAT TIME, SIX OUT OF THE NINE MEMBER STATES WERE LANDLOCKED. FOR ECONOMIES WHOSE GOODS HAVE TO TRAVERSE SEVERAL BORDER POINTS AND USE MULTIPLE MEANS OF TRANSPORT, THE EFFICIENTCY OF TRANSPORT IS VITAL TO ECONOMIC COMPETITIVENESS. THIS IS NOT MR CHAIRMAN, TO SAY THAT EFFICIENT TRANSPORT AND COMMUNICATIONS SYSTEMS ARE NOT IMPORTANT TO MARITIME COUNTRIES. TRANSPORT IS A PRE-REQUISITE TO ANY DEVELOPMENT EFFORT. TRANSPORT PROVIDES THE VITAL LINK THAT ENSURES THAT DEMAND AND SUPPLY ARE WELL INTEGRATED.

12. MR CHAIRMAN, MOST OF OUR COUNTRIES ARE UNDERGOING VARIOUS ECONOMIC REFORM EFFORTS, ABEIT, UNDER DIFFERENT NAMES. HOWEVER, WHAT EVER NAMES THEY ARE CALLED, THE OVERIDING CONSIDERATION OF THESE RESTRUCTURING EFFORTS IS THE SAME, AND THAT IS, TO MAKE OUR

ECONOMIES MORE COMPETITIVE SO AS TO MEET THE NUMEROUS DEMANDS AND NEEDS FOR THE SOCIAL UPLIFTMENT OF OUR PEOPLE.

13. WE IN ZAMBIA ARE NO EXCEPTION. WHEN THE MOVEMENT FOR MULTI-PARTY DEMOCRACY CAME INTO POWER IN 1991, IT INHERITED AN ECONOMY THAT WAS NEARLY COLLAPSING. THE ECONOMY WAS CHARACTERISED BY LOW MORALE BORDERING ON DESPAIR BY BOTH THE PRODUCER AND THE CONSUMER. THE PRODUCER WAS FACED WITH EXCESSIVE CONTROLS AND REGULATIONS WHICH MADE IT DIFFICULT TO CONDUCT BUSINESS. ON THE OTHER HAND, THE CONSUMER HAD NO CHOICE BECAUSE THE GOODS ON WHICH TO SPEND HARD EARNED INCOME WERE EITHER UNAVAILABLE, OR IF AVAILABLE, OF SUB-STANDARD QUALITY.

14. AS A NEW GOVERNMENT THEREFORE, WE HAD LITTLE CHOICE BUT TO RESTRUCTURE OUR ECONOMY. EVEN IF THE IMF AND WORLD BANK WERE NOT THERE, WE WOULD STILL HAVE HAD LITTLE CHOICE BUT TO UNDERTAKE REFORM. WE COULD NOT CONTINUE TO SPEND WHAT WE DID NOT HAVE AND OUR PEOPLPE WERE TIRED OF GETTING SECOND BEST AND POOR VALUE FOR THEIR MONEY.

15. MR CHAIRMAN I AM PROUD TO SAY THAT, WITHIN A RELATIVELY SHORT TIME, WE HAVE BEEN ABLE AS AN MMD GOVERNMENT, TO TURN THE ECONOMY AROUND. FOR THE FIRST TIME IN MANY YEARS, ZAMBIA HAS FOREIGN RESERVES AND GOODS ARE ABUNDANT. FOREIGN EXCHANGE CONTROL HAS BEEN ABOLISHED MAKING IT EASIER FOR BUSINESS TO TRANSACT. ZAMBIA NOW HAS A STOCK EXCHANGE WHICH IS FUNCTIONAL. THE INVESTMENT CENTRE MAKES IT POSSIBLE TO REDUCE REDTAPE AND OFFER THE POTENTIAL INVESTOR, THE NECESSARY SUPPORT TO SET UP BUSINESS QUICKLY. THE PARASTATAL SECTOR WHICH WAS A MAJOR DRAIN ON GOVERNMENT COFFERS HAS BEEN OR IS BEING RESTRUCTURED.

16. THE TRANSPORT AND COMMUNICATIONS SECTOR MR CHAIRMAN HAS NOT BEEN SPARED THESE REFORMS. THE AIM OF GOVERNMENT IS TO PROVIDE EFFICIENT TRANSPORT AND COMMUNICATIONS SERVICES AND TO LET THE PRIVATE SECTOR AS FAR AS POSSIBLE DO THIS. NONE OF OUR NATIONAL TRANSPORT COMPANIES WERE PROFITABLE BUT THE PREVIOUS GOVERNMENT WAS TOO TIMID TO ADMIT THIS AND TAKE THE NECESSARY CORRECTIVE ACTION. DESPITE INJECTIONS OF CAPITAL, THESE COMPANIES CONTINUED TO BE A DRAIN ON RESOURCES AND THERE WAS NO CORRESPONDING IMPROVENT IN THE QUALITY OF SERVICE PROVIDED. WE COULD NOT ALLOW SUCH A SITUATION TO CONTINUE.

17. WE THEREFORE HAD TO TAKE BOLD AND DECISIVE MEASURES. IN ROAD TRANSPORT, THE NATIONAL BUS COMPANY UNITED BUS COMPANY OF ZAMBIA WHICH WAS A STATE MONOPOLY HAS BEEN LIQUIDATED. IN ITS PLACE, INCENTIVES HAVE BEEN GIVEN TO THE PRIVATE SECTOR TO INVEST. CURRENTLY, BUSES FOR PASSENGER TRANSPORT CAN BE IMPORTED INTO THE COUNTRY DUTY FREE. IN FREIGHT TRANSPORT, THE MARKET IS COMPETITIVE. ANOTHER MAJOR STEP IN ROAD TRANSPORT REFORM, HAS BEEN THE CREATION OF THE NATIONAL ROADS BOARD. THE BOARD, COMPRISING INDEPENDENT INDIVIDUALS SELECTED ON THE BASIS OF THEIR PROFESSIONAL KNOWLEDGE OR REPRESENTATIVE STANDING, ADMINITERS THE RAOD FUND FOR THE MAINTENANCE OF THE COUNTRY`S ROADS.

18. BOTH THE TWO RAILWAYS, ZAMBIA RAILWAYS AND TAZARA, ARE UNDERGOING RESTRUCTURING INTENDED TO STRENGTHEN THEIR PERFORMANCE. THE GOVERNMENT TOOK THE BOLD STEP OF LIQUIDATING ZAMBIA AIRWAYS THE NATIONAL AIRLINE. IN ITS PLACE, PRIVATE

AIRLINES ARE IN OPERATION AND HAVE ABSORBED SOME OF THOSE WHO LOST THEIR JOBS. FROM A JOINT COMPANY, THE POSTS AND TELECOMMUNICATIONS CORPORATION, TWO COMPANIES HAVE BEEN FORMED, ZAMTEL, PROVIDING TELECOMMUNICATIONS SERVICES AND THE POSTAL SERVICES CORPORATION CONCENTRATING ON THE POSTAL BUSINESS.

19. OUR FOUR MAJOR AIRPORTS AT LUSAKA, KITWE, LIVINGSTONE AND MFUWE HAVE UNDERGONE IMPROVEMENT OVER THE LAST FEW YEARS AS A RESULT OF THE CREATION OF AN AUTONOMOUS NATIONAL AIRPORTS CORPORATION AWAY FROM DIRECT GOVERNMENT CONTROL UNDER THE DEPARTMENT OF CIVIL AVIATION AS WAS THE CASE PREVIOUSLY. EVEN OUR ONLY HARBOUR, MPULUNGU AT LAKE TANGANYIKA, IS NOW BEING RUN BY MPULUNGU HARBOURS CORPORATION, A LIMITED COMPANY INSTEAD OF AS A DEPARTMENT UNDER THE MINISTRY OF COMMUNICATIONS AND TRANSPORT.

20. MR. CHAIRMAN, DISTINGUISHED ELEGATES, LADIES AND GENTLEMEN, I HAVE ENUMARATED THE REFORMS WE HAVE EMBARKED ON AS A GOVERNMENT, PARTLY TO DEMONSTRATE THAT WE ARE COMMITTEED TO PROVIDING MODERN TRANSPORT AND COMMUNICATIONS SERVICES AND THAT THE BEST WAY TO DO THIS IS NOT TO HAVE GOVERNMENT OWNED AND OPERATED MONOPOLIES, BUT TO ENCOURAGE HEALTHY COMPETITION THROUGH PRIVATE SECTOR INVOLVEMENT. WE BELIEVE THAT THIS IS THE ONLY WAY THE CONSUMER CAN BE EMPOWERED TO MAKE CHOICES AND TO GET A BETTER SEVRICE AND BETTER VALUE FOR MONEY.

21. EQUALLY, THIS WILL ENSURE THAT BUSINESSES THAT SURVIVE AND OPERATE EFFICIENTLY ARE THOSE BEST ABLE TO MEET DEMAND AND DELIVER A SUPERIOR SERVICE RATHER THAN THOSE THAT ARE UNDULY PROTECTED. WE ARE OF COURSE MINDFUL OF THE NEED TO PROVIDE THE NECESSARY INCENTIVES TO ENCOURAGE INVESTMENT AND PROVISION OF SERVICES IN THE RURAL AREAS, OTHERWISE, THERE IS A DANGER OF FURTHER MARGINALISING OUR ALREADY MARGINALISED POPULATION GROUPS PARTICULARLY IN THE RURAL AREAS.

22. THESE REFORM MEASURES SHOULD NOT REMAIN AT THE LEVEL OF INDIVIDUAL COUNTRIES. AS A REGION, IF WE NEED TO ATTRACT INVESTMENT AND IMPROVE THE COMPETITIVENESS OF OUR REGIONAL ECONOMY, WHICH WE MUST, WE HAVE TO HAVE A CONDUCIVE ENVIRONMENT FOR DOING BUSINESS IN THE REGION. WE THERFORE NEED TO BE CONSISTENT IN OUR POLICIES, WE NEED TO HARMONISE OUR OPERATING STANDARDS AND PRACTICES AND WE NEED TO SIMPLIFY OUR PROCEDURES AND SYSTEMS SO THAT THEY DO NOT BECOME A CONSTRAINT TO POTENTIAL INVESTORS. THE BEST WAY TO ASSURE INVESTORS FROM WITHIN AND OUTSIDE THE REGION IS TO ENSURE THAT OUR VARIOUS POLICIES ARE BACKED BY THE NECESSARY ENABLING LEGISLATION.

23. YOUR WORKSHOP, MR CHAIRMAN IS THEREFORE TIMELY. THE PROTOCOLS IN TRANSPORT AND COMMUNICATIONS AS WITH OTHER SECTORS CO-ORDINATED BY SADC WHICH WILL BE TRANSLATED INTO LEGAL AGREEMENTS WILL PROVIDE THE BEST PROOF THET WE AS A REGION ARE SERIOUS. I THEREFORE URGE YOU TO COME UP WITH CONCRETE PROPOSALS WHICH WILL BE BINDING TO US AS GOVERNMENTS. WE AS GOVERNMENTS WILL IMPLEMENT WHATEVER POLICIES YOU THE TECHNOCRATS RECOMMEND, PROVIDED YOU CAN CONVINCE US THAT IT IS BENEFICIAL TO DO SO AND THAT THE MEASURES ARE IN LINE WITH OUR REGIONAL OBJECTIVES AND ASPIRATIONS.

24. YOU HOWEVER, NEED TO BE MINDFUL THAT GOVERNMENTS IN OUR REGION STILL FACE A LOT OF PROBLEMS. INFACT, IT IS NOT ONLY GOVERNMENTS, BUT A NUMBER OF OUR INSTITUIONS STILL FACE INSTITUTIONAL AND MANAGEMENT PROBLEMS. IT IS THEREFORE ESSENTIAL TO RPOVIDE THE NECESSARY SUPPORT FOR MEMBER STATES TO BE IN A POSITION TO IMPLEMENT WHATEVER MEASURES YOU PROPOSE. SOMETIMES, IT IS NOT ENOUGH TO EXPECT THAT MEMBER STATES WILL ON THEIR OWN, ACT AS RECOMMENDED OR AS EXPECTED. THIS IS THE CHALLENGE THAT OUR SECRETARIATS, SADC AND SATCC MUST LIVE UP TO.

25. MR CHAIRMAN, WE RECOGNISE THAT AS COUNTRIES WE MAY NEED TO AND WE MUST BE WILLING TO SURRENDER SOME OF OUR NATIONAL SOVEREIGNTY TO A HIGHER REGIONAL BODY AND THAT, IN THE SHORT TERM, WE MAY HAVE TO FOREGO NATIONAL GAINS FOR THE LONG-TERM REGIONAL GOOD. BUT THIS IS ENEVITABLE IF REGIONAL INTEGRATION IS TO BE MEANINGFUL. HOWEVER, THIS REQUIRES COMMITMENT ON OUR PART AS GOVERNMENTS. I CAN ASSURE YOU MR CHAIRMAN, THAT, YOU WILL NOT FIND ZAMBIA LACKING IN THIS REGARD.

26. MR CHAIRMAN, DISTINGUISHED DELEGATES LADIES AND GENTLEMEN, ALLOW ME TO STOP HERE AND LET YOU CONTINUE WITH YOUR BUSINESS. BUT BEFORE I DO THAT, LET ME AGAIN, WELCOME YOU ALL TO ZAMBIA AND AND TO LUSAKA AND THANK THE SADC SECRETARIAT, SATCC AND USAID FOR MAKING IT POSSIBLE FOR THIS WORKSHOP TO TAKE PLACE. AS ZAMBIA, WE FIND IT AN HONOUR THAT THIS WORKSHOP WHICH IS A CULMINATION OF THE OTHER CONSULTATIVE WORKSHOPS WHICH YOU HAVE HAD, IS TAKING PLACE IN LUSAKA. I AM SURE THAT MY COLLEAGUE THE HONOURABLE MINISTER OF TRANSPORT WILL DO EVERYTHING POSSIBLE TO ENSURE THAT YOU ARE COMFORTABLE.

27. IT IS NOW MY HONOUR AND PLEASURE TO DECLARE THIS REGIONAL OMNIBUS WORKSHOP ON THE DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS OFFICIALLY OPEN AND WISH YOU EVERY SUCCESS IN YOUR DELEBERATIONS. THANK YOU.

OMNIBUS WORKSHOP ON TRANSPORT AND COMMUNICATIONS:

OPENING REMARKS BY T.A. KALEBE, CHIEF ECONOMIST, SADC SECRETARIAT

THE CHAIRMAN

REPRESENTATIVES OF USAID

FELLOW PARTICIPANTS

LADIES AND GENTLEMEN

I AM HONOURED TO HAVE BEEN GIVEN THE OPPORTUNITY TO ADDRESS YOU ON THE OCCASION OF THIS OMNIBUS WORKSHOP. IT IS ENCOURAGING TO SEE THAT SO MANY OF YOU HAVE TRAVELLED A LONG DISTANCE GATHER HERE TO DISCUSS THE IMPORTANT ISSUE OF BUILDING OUR COMMUNITY.

IT IS NOT LONG TIME AGO THAT REGIONAL AND NATIONAL COMMUNITY BUILDING WORKSHOPS TOOK PLACE IN THE SPECIFIC AREAS OF TRANSPORT AND COMMUNICATIONS. ONE MAY ASK WHY THESE WORKSHOPS TAKING PLACE, WHY CONSULT AND WHY BUILD THE COMMUNITY?

HON. MINISTER, AS MANY OF YOU WILL RECALL, IN AUGUST, 1992 THE SUMMIT OF HEADS OF STATE AND GOVERNMENT OF THE THEN SOUTHERN AFRICAN DEVELOPMENT COORDINATION CONFERENCE MET IN WINDHOEK, NAMIBIA, TO SIGN A DECLARATION AND TREATY ESTABLISHING THE NEW SADC - THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY. IN DOING SO, THE SUMMIT TRANSFORMED AN INSTITUTION WHICH HAD LARGELY BEEN AN INFORMAL AND LOOSE ARRANGEMENT FOR DEVELOPMENT COORDINATION IN SOUTHERN AFRICA, TO A DEEPER AND BINDING PROCESS OF INTEGRATION AMONG THE MEMBER STATES.

THE OBJECTIVES OF SADC HAVE CLEARLY BEEN STATED IN ARTICLE 5 OF THE TREATY. THE TREATY HAS BROADENED OUR AREAS OF COOPERATION BEYOND MERELY AN ECONOMIC PROGRAMME OF ACTION, THAT IS, THE BUILDING OF INFRASTRUCTURE, ROADS AND BRIDGES, POWERLINES AND PIPELINES, TO EMBRACE AREAS OF PEOPLE, NAMELY; CULTURE AND INFORMATION, SOCIAL WELFARE, POLITICS, DIPLOMACY, PEACE AND SECURITY. THESE AREAS PROVIDE THE ENVIRONMENT WITHIN WHICH AN ECONOMY CAN FUNCTION, FOR WITHOUT PEACE AND SECURITY, WITHOUT STABLE POLITICAL SYSTEMS, WE CANNOT BUILD OUR ECONOMIES LET ALONE THE COMMUNITY. BUT WHAT IS IMPORTANT IS THAT THE SIGNING OF THE TREATY MEANT THE MEMBER STATES OF SADC HAD TAKEN ON MORE CRITICAL ISSUES OF REGIONAL INTEGRATION.

THE CASE FOR INTEGRATION HAS THEREFORE BECOME AN IMPORTANT ASPECT OF THE FUTURE AND SURVIVAL OF THE INDIVIDUAL MEMBER STATES OF SADC. OUR MEMBER STATES ARE SMALL, WEAK, AND VULNERABLE TO THE HAZARDS OF NATURE AND INTERNATIONAL ECONOMICS. CLEARLY, TOGETHER, WE REPRESENT A POTENT FORCE OF WELL OVER 100 MILLION PEOPLE WITH ALL THE RESOURCES, IF PROPERLY NURTURED AND EXPLOITED, WE CAN GENERATE ECONOMIC DEVELOPMENT AND WEALTH FOR OUR COUNTRIES AND PEOPLE.

THE NEED FOR BUILDING THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY WAS CLEARLY STATED IN THE THEME DOCUMENT OF 1993, ENTITLED "THE FRAME WORK AND STRATEGY FOR BUILDING THE COMMUNITY. IN EVOLVING THIS STRATEGY AND FRAMEWORK, THE MOBILISATION AND PARTICIPATION OF THE PEOPLE WAS REGARDED AS THE SINGLE MOST IMPORTANT DETERMINATION. IN THE COMMUNITY BUILDING PROCESS.

397.

THIS IS THE REASON WHY WE ARE HERE, TODAY. IN JANUARY 1993, THE COUNCIL OF MINISTRIES AGREED IN HARARE THAT IT WOULD BE NECESSARY TO DEVOTE ALL OUR ENERGIES AND RESOURCES TO CONSULT AND MOBILISE THE PEOPLES OF THE REGION IN THE PROCESS OF COMMUNITY BUILDING AND MORE IMPORTANTLY TO INITIATE A PROGRAMME OF TECHNICAL WORK IN THE IDENTIFIED AREAS WHERE FORMAL COOPERATION IS EXPECTED TO TAKE PLACE IN CONSULTATION WITH THE MAIN STAKEHOLDERS IN THOSE PARTICULAR AREAS.

MR CHAIRMAN

HONOURABLE MINISTRIES

LADIES AND GENTLEMEN

IT IS EXPECTED THAT THOSE CONSULTATIONS WILL YIELD THE NECESSARY IDEAS AND PROCESSES WHICH SHOULD CULMINATE IN DRAFT PROTOCOLS AND DRAFT AGREEMENTS.

AS I AM TALKING TO YOU TO DAY A NUMBER OF THESE CONSULTATIONS HAVE TAKEN PLACE AND DRAFT PROTOCOLS PREPARED IN THE FOLLOWING AREAS: THIS HON. MINISTER WILL BE THE LITMUS TEST ON THE SERIOUSNESS MEMBER STATES ATTACH TO REGIONAL INTEGRATION.

- FREE MOVEMENT OF PERSONS IN THE SADC REGION. IT IS EXPECTED THAT ONCE THIS PROTOCOL IS ACCEPTED, MOVEMENT THROUGHOUT THE REGION WILL BECOME VISA FREE TO ALL SADC CITIZENS, FOR THOSE SEEKING SHORT VISITS, EMPLOYMENT AND

EDUCATION AND ALSO FULL ESTABLISHMENT IN A MEMBER STATE.

- A TRADE PROTOCOL, WHICH IS ESSENTIALLY AIMED AT ESTABLISHING A FREE TRADE AREA IN THE REGION AS A MINIMUM WITH THE ULTIMATE AIM OF ESTABLISHING A COMMON MARKET AREA.

OTHER PROTOCOLS ARE UNDER DISCUSSION. THESE INCLUDE THE ENERGY PROTOCOL WHICH AIMS AT DEEPER COOPERATION IN THE ENERGY SECTOR. IN ADDITION POSSIBILITIES OF ESTABLISHING A COMMON POWER POOL IN THE REGION ARE NOW UNDER ACTIVE CONSIDERATION. MOST OF THE SECTORS IN WHICH COOPERATION IS ALREADY ADVANCED HAVE UNDERGONE CONSULTATIVE REGIONAL SEMINARS WITH THE MAIN BENEFICIARIES, SUCH AS HUMAN RESOURCES DEVELOPMENT TOURISM AND FINANCE AND INVESTMENT. DRAFT PROTOCOLS WILL BE PREPARED SOON. IT IS EXPECTED THAT ALL THE OTHER SECTORS THAT HAVE NOT DONE SO WILL SOON CONDUCT THESE REGIONAL SECTORAL CONSULTATIVE SEMINARS.

MR CHAIRMAN

HONOURABLE MINISTER

LADIES, AND GENTLEMEN

WE ARE MEETING TODAY TO CONTINUE THE PROCESS WE STARTED IN FEBRUARY, 1995 OF CONSULTING WITH THE MAIN STAKEHOLDERS IN THE TRANSPORT AND COMMUNICATIONS SECTOR. WE STARTED OFF OUR CONSULTATION WITH THOSE CONCERNED WITH THE TRANSPORT SUBSECTOR FROM 20 - 24 FEBRUARY 1995 IN HARARE ZIMBABWE. THEN FROM 13 - 17 MARCH

1995 WE MET AGAIN TO DISCUSS ISSUES PERTAINING TO THE COMMUNICATIONS SECTOR IN JOHANNESBURG, SOUTH AFRICA. NATIONAL SEMINARS WERE HELD IN MAY 1995 TO SENSITISE AND ALSO CONSULT AT

NATIONAL LEVEL WITH A VIEW TO DETERMINING HOW EACH MEMBER STATE WOULD WISH COOPERATION IN THE TRANSPORT AND COMMUNICATIONS SECTOR SHOULD TAKE PLACE. THE OMNIBUS WORKSHOP WILL CONSOLIDATE THE FINDINGS AND RECOMMENDATIONS OF THE THREE LEVELS OF CONSULTATIONS INTO A COMPREHENSIVE PLAN OF ACTION. INSTITUTIONAL AS WELL AS CAPACITY ISSUES FOR THE MANAGEMENT AND COOPERATION ARRANGEMENTS IN THE TRANSPORT AND COMMUNICATIONS SECTOR WILL THOROUGHLY BE DISCUSSED FOR INCORPORATION IN THE PROTOCOL.

ONCE THE DRAFT, PROTOCOL HAS BEEN FINALISED IT WILL BE NEGOTIATED BY ALL CONCERNED BEFORE IT IS PRESENTED TO THE COUNCIL OF MINISTERS FOR ADOPTION, SIGNING AND RATIFICATION.

MR CHAIRMAN

HONOURABLE MINISTER

LADIES AND GENTLEMEN

I WISH TO CONCLUDE BY THANKING YOU SIR FOR TAKING TIME FROM YOUR TIGHT SCHEDULE TO OFFICIATE AT THIS WORKSHOP. THIS CLEARLY SHOWS THE IMPORTANCE THE ZAMBIAN GOVERNMENT ATTACHED TO REGIONAL COOPERATION. AS WE SAID AT ANOTHER FORUM IN THIS VERY CONFERENCE HALL TWO WEEKS AGO, THIS WILL NOT BE THE LAST TIME THAT WE WILL BE CALLING UPON THE ZAMBIAN GOVERNMENT TO HOST SADC CONFERENCES, YOU

SHOULD EXPECT MORE IN THE FUTURE.

I WISH TO FURTHER EXTEND OUR PROFOUND GRATITUDE TO THE SPONSORS USAID FOR THE SUPPORT THEY HAVE RENDERED TO THE SATCC IN MANY WAYS, THIS WORKSHOP BEING BUT ONE OF THEM.

WITH THESE FEW REMARKS I THANK YOU FOR YOUR ATTENTION.
OUR CONSULTANTS HAVE BEEN INSTRUCTED IN FACILITATING AND ENSURING THE SUCCESS OF THE CONSULTATIONS UNDERTAKEN SO FAR. I WISH TO ALSO EXTEND OUR SINCERE GRATITUDE FOR THE MANNER IN WHICH THEY HAVE CONDUCTED THEMSELVES.

STATEMENT OF THE ACTING DIRECTOR OF SATCC-TU MR SMAK KAOMBWE AT THE OPENING OF THE REGIONAL OMNIBUS WORKSHOP ON TRANSPORT AND COMMUNICATIONS PROTOCOLS DEVELOPMENT, LUSAKA, ZAMBIA. 24-28 JULY 1995

HONOURABLE MINISTER
MR CHAIRMAN
DISTINGUISHED WORKSHOP PARTICIPANTS,

LADIES AND GENTLE,

I WOULD LIKE TO FIRST OF ALL THANK YOU, HONOURABLE MINISTER, FOR HAVING FOUND TIME TO BE AWAY FROM YOUR NORMAL BUSY SCHEDULE OF WORK TO BE WITH US HERE TO OFFICIATE THE OPENING OF THIS WORKSHOP. SECONDLY, ON BEHALF OF THE WORKSHOP PARTICIPANTS I WOULD ALSO LIKE TO THANK, THROUGH YOU THE MINISTRY, THE GOVERNMENT AND THE PEOPLE OF ZAMBIA FOR HOSTING THIS WORKSHOP AND THE TRADITIONAL EXCELLENT HOSPITALITY AND FACILITIES MADE AVAILABLE TO US TO GUARANTEE OUR COMFORTABLE STAY AND A VERY GOOD WORKING ENVIRONMENT.

FURTHER, ON BEHALF OF THE SATCC AND THE WORKSHOP FACILITATORS, I WOULD LIKE TO ALSO EXTEND OUR GRATITUDE TO THE DISTINGUISHED DELEGATES FOR THE DEAR DEMONSTRATION OF THE SERIOUS WAY IN WHICH YOU HAVE RESPONDED TO THE CHALLENGING TASK OF PROTOCOLS DEVELOPMENT IN TRANSPORT AND COMMUNICATIONS. THIS IS SHOWN BY THE HIGH POWERED DELEGATIONS, MOST OF WHICH ARE LEAD BY THE PERMANENT AND PRINCIPAL SECRETARIES. THIS IS INDEED BEFITTING THE SIGNIFICANCE AND IMPORTANCE OF THE ASSIGNMENT SINCE, AS MY COLLEAGUE THE CHIEF ECONOMIST OF THE SADC SECRETARIAT HAS INDICATED, WE AS STAKEHOLDERS BEAR THE PRIMARY RESPONSIBILITY IN DESIGNING AND SHAPING THE AREAS AND WAYS IN WHICH THE SADC MEMBER STATES ARE GOING TO COOPERATE IN TRANSPORT AND COMMUNICATIONS.

HONOURABLE MINISTER,
MR CHAIRMAN
DISTINGUISHED DELEGATES

THE PROCESS OF PROTOCOL DEVELOPMENT DESIGNED ON THE BASIS OF THE SADC COUNCIL OF MINSTERS DIRECTIVE CAN BE TYPICALLY CLASSIFIED INTO THREE PHASES.

PHASE 1 : THE INITIAL STAKEHOLDER CONSULTATION PRINCIPALLY INVOLVING THE HOLDING OF WORKSHOPS TO IDENTIFY PROTOCOL AREAS AND ISSUES UNDERPINNING THE RANGE AND CONTENT OF THE PROPOSED PROTOCOL(S). THE WORKSHOPS MUST BRING TOGETHER A WIDE RANGE OF THE INVOLVED, AFFECTED AND INTEREST STAKEHOLDERS OR ROLE PLAYERS.

PHASE 2 : THE DRAFTING OF THE INITIAL LEGAL TEXT OF THE PROTOCOL ON THE BASIS OR USING MAINLY THE OUTPUTS OF PHASE 1 THAT IS THE CONCLUSIONS AND RECOMMENDATIONS EMANATING FROM THE INITIAL STAKEHOLDER CONSULTATION PROCESS.

PHASE 3 : THE NEGOTIATION, SIGNING AND RATIFICATION OF THE PROTOCOL(S). THE NEGOTIATION PROCESS WILL NORMALLY ENTAIL THE REFINEMENT OF THE INITIAL DRAFT)

HONOURABLE MINISTER,

WE IN TRANSPORT AND COMMUNICATIONS ARE NOW ON THE VERGE OF COMPLETING PHASE 1 WITH THIS WORKSHOP CONSTITUTING THE FINAL MAIN STAKEHOLDERS CONSULTATION FORUM. IN SUMMARY THE PROCESS IN THIS PHASE INVOLVED THE FOLLOWING STAGES:

STAGE 1 : THE HOLDING OF THE REGIONAL SUB-SECTORAL WORKSHOPS IN HARARE AND JOHANNESBURG IN FEBRUARY AND MARCH RESPECTIVELY TO IDENTIFY AREAS AND ISSUES TO BE INCLUDED IN THE TRANSPORT AND COMMUNICATIONS PROTOCOL(S) TO THE SADC TREATY.

STAGE 2 : INVOLVED THE COMPILATION OF THESE AREAS AND ISSUES (CONSTITUTING WHAT WAS TERMED AS REGIONAL AGENDA FOR COOPERATION IN THE SEVEN SUBSECTORS). THESE WERE THEN DISCUSSED AT THE NATIONAL STAKEHOLDER WORKSHOPS HELD IN MAY IN ALL MEMBER COUNTRIES WHERE THE STAKEHOLDER VIEW AND POSITIONS ON THE "REGIONAL AGENGA" WERE OBTAINED.

STAGE 3 : THE NATIONAL STAKEHOLDER VIEWS AND POSITIONS WERE SYNTHESISED INITIALLY AT A MEETING OF SELECTED EXPERTS AND FACILITATORS. SUBSEQUENTLY, THE INITIAL DOCUMENT ARISING FROM THIS SYNTHESIS HAS BEEN REFINED FURTHER TO INCLUDE ADDITIONAL INFORMATION AND SUGGESTED POSSIBLE IMPLEMENTATION SCHEDULES. THIS DOCUMENT IS THE ONE WHICH HAS BEEN SUBMITTED FOR CONSIDERATION AT THIS WORKSHOP.

STAGE 4 : IS THE HOLDING OF THIS OMNIBUS WORKSHOP TO DELIBERATE ON THE DOCUMENT WITH A VIEW TO REACHING CONCLUSIONS ON:

(a) THE RANGE AND CONTENT OF PROTOCOL AREA AND ISSUES,
(b) POSSIBLE IMPLEMENTATION SCHEDULES,

THESE CONCLUSIONS SHOULD INCLUDE OR REFLECT THE LEVEL OF ACCEPTABILITY OF THE INDIVIDUAL ISSUES AMONG THE STAKEHOLDERS AND MEMBER STATES.

STAGE 5 : WILL CONSTITUTE THE PRODUCTION OF THE FINAL OUTPUT OF PHASE 1, THE STAKEHOLDER CONSULTATION PROCESS. THE OUTPUT CONCERNED ARE:

(a) THE UPDATED AND FURTHER REFINED DOCUMENT (CONTAINING THE PROPOSED PROTOCOL AREAS AND ISSUES AS WELL AS THE IMPLEMENTATION SCHEDULES)

INCORPORATING THE COMMENTS AND RECOMMENDATIONS EMANATING FROM THIS WORKSHOP AND ANY OTHER INPUTS AVAILABLE.

(b) A GENERAL BRIEF REPORT ON THE CONSULTATIVE PROCESS, LESSONS LEARNT INCLUDING STRENGTHS AND WEAKNESSES OBSERVED THEREOF.

WITH THE CONCLUSION OF THIS PHASE 1 OF THE PROTOCOL DEVELOPMENT PROCESS, THE SATCC, IN CONSULTATION WITH THE SADC SECRETARIAT, WILL QUICKLY EMBARK ON THE SECOND PHASE i.e THE INITIAL PROTOCOL DRAFTING PROCESS. THUS THE OUTPUTS OF PHASE 1 WILL FORM THE BASIS OF THE LEGAL TEXT TO BE DRAFTED. THAT IS THE STAKEHOLDER AGREEMENTS CONTINUED IN THE PHASE ONE DOCUMENT WILL BE TURNED INTO LEGAL PROTOCOLS WITH THE NECESSARY DETAILS AND ANNEXES, WHERE THEY ARE AVAILABLE, TO FACILITATE IMPLEMENTATION. THE DETAILS WILL BE SOUGHT AND VERIFIED DURING THE DRAFTING PROCESS.

HONOURABLE MINISTER,

DISTINGUISHED WORKSHOP PARTICIPANTS

I DO NOT INTEND TO GO INTO DETAIL OF THE CONTENT OF THE FORTHCOMING DELIBERATIONS SINCE THESE ARE KNOWN AND I AM INFORMED THAT ALL THE DELEGATIONS HAVE PREPARED COMPREHENSIVELY AND EXTENSIVELY BEFORE COMING HERE. THEREFORE, I WOULD LIKE TO END MY REMARKS WITH A CALL FOR MAXIMUM PARTICIPATION BY ALL INVOLVED TO PROVIDE MAXIMUM INPUT TO THIS VERY IMPORTANT PROCESS WHICH WILL CHART THE FUTURE DEVELOPMENT AND EFFICIENT OPERATIONS OF THE REGIONAL TRANSPORT AND COMMUNICATIONS NETWORK TO FACILITATE THE REGION'S ECONOMIC AND SOCIAL DEVELOPMENT AS WELL AS INTEGRATION. ON THIS NOTE I WOULD LIKE TO THANK THE USAID FOR PROVIDING THE FINANCIAL ASSISTANCE AND THE MSI AND ABT CONSULTANTS STOCKHOLDER CONSULTATION PROCESS. THE ASSISTANCE HAS MADE IT POSSIBLE FOR US TO CARRY OUT THIS PROTOCOL DEVELOPMENT PROCESS.

I THANK YOU FOR PAYING ATTENTION.

SATCC PROTOCOLS DEVELOPMENT OMNIBUS WORKSHOP

24-28 July, 1995
Hotel Intercontinental
Lusaka, Zambia

Workshop Objective: To seek and reach agreement and/or consensus among the workshop participants on the range and content of the proposed SATCC protocols.

Schedule:

Monday, 24 July, 1995:

8:45	Workshop Opening	Chairperson (S. Simuyemba)
9:00	Official Opening Remarks	Minister of Communications and Transport, Honourable Dawson Lupunga
	" " "	Mr. Smak Kaombwe, Acting Director, SATCC-TU
	" " "	Mr. Teddy Kalebe, Chief Economist, SADC Secretariat
10:00	Tea Break	
10:15	Plenary Discussion:	(facilitators)
	o Workshop objectives, agenda and & process, & role of participants	
	o "housekeeping" items	
	o Delegation and Participant introductions	
	o Definition of Consensus and Agreement in this context	
10:45	Plenary Presentation and Discussion:	
	o Form and Content Options to Consider in Developing Protocols	Giorgio Radesich, Consilium Legis
11:15	Plenary Discussion:	(facilitators & technical experts)
	o Some common topics emerging across the 7 sub-sectors [Omnibus Workshop document, pages 68-75)	
12:00	Plenary	(facilitators)
	o Introduction of the sub-sector working group process	
	o Expected level of participation in the working groups	
	o Expected outcomes of the working groups	
	o Role of technical experts in the working groups	
12:15	Lunch Break (buffet lunch vouchers will be provided)	

2:00 p.m. Two Sub-Sector Working Groups commence discussions

Ports and Shipping Sub-Sector Working Group	Postal Services Sub-Sector Working Group

3:30 Tea Break

3:45 Two Working Group discussions continue

5:00 Completion of Discussions, Ports and Shipping Working Group
Postal Services Working Group

Tuesday, 25 July, 1995

8:30 Plenary:
- o Review of prior day's days deliberations on Ports & Shipping, and Postal Services Sub-Sectors

9:00 Two Sub-Sector Working Groups commence discussion:

Roads and Road Transport Sub-Sector	Meteorological Services Sub-Sector

10:15 Tea Break

10:30 Two Working Groups reconvene and continue discussions

12:30 Lunch Break (buffet lunch vouchers will provided)

2:00 p.m. Two Working Groups reconvene and continue discussions

3:30 Tea Break

5:00 Completion of discussions for Roads and Road Transport, and Meteorological Services

Wednesday, 26 July, 1995:

8:30 Plenary:
- o Review of prior day's days deliberations on Roads and Road Transport, and Meteorological Services

9:00 Two Sub-Sector Working Groups commence discussio:

Railways Sub-Sector	Civil Aviation Sub-Sector

10:15 Tea Break

10:30 Two Working Groups reconvene and continue discussions

12:30 Lunch Break (buffet lunch vouchers will provided)

:00 p.m. Two Working Groups reconvene and continue discussions

3:30 Tea Break

5:00 Completion of discussions for Railways and Civil Aviation

Thursday, 26 July, 1995:

8:30 Plenary:
- o Review of prior day's days deliberations on Railways, and Civil Aviation Sub-Sectors

9:00 One Sub-Sector Working Groups commence discussion:

Telecommunications Sub-Sector

10:15 Tea Break

10:30 Telecommunications Working Group reconvenes and continues discussions

12:30 Lunch Break (buffet lunch vouchers will provided)

2:00 Telecommunications Working Group reconvenes and continues discussions

3:30 Tea Break

3:45 Telecommunications Working Group discussion continues

5:00 Completion of Discussions, Telecommunications

Friday, 28 July, 1995:

9:00 Plenary:

- o Presentation of draft final report by the Chairperson

10:15 Tea Break

10:30 Plenary:

- o Discussion of the draft report
- o Discussion of the next steps in the protocol development process

12:15
- o Closing remarks
- o Official closing of the workshop

12:30 Lunch, to be served

SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS
PROTOCOL DEVELOPMENT PHASES

PHASE I: CONSULTATIVE PROCESS

PERIOD: FEBRUARY - AUGUST, 1995

OUTPUTS/TASKS:

- o Regional/ National Workshops
- o Stakeholder Participation
- o Issues Identification
- o Identification of Constraints/Possible Solutions
- o Country Positions on Issues
- o Agreement on Protocol Areas
- o Consolidated Reports of Consultative Process

PHASE II: DRAFTING OF PROTOCOLS

PERIOD: AUGUST - NOVEMBER, 1995

OUTPUTS/TASKS:

- o Drafting of Protocols in Areas Where Agreement has been Reached including attachment of Technical Protocols where these are available
- o Further Research/Technical Work on some Areas
- o Consultations on Specific Issues as Necessary
- o Preparation and Circulation of First Draft Protocols
- o Reporting Progress to SATCC Committee of Ministers, January 1996

PHASE III: PROTOCOL NEGOTIATION AND DRAFTING PROCESS

PERIOD: DECEMBER 1995 - JUNE 1996

OUTPUTS/TASKS:

* Receipt of comments from Member States on first draft

o Continuation of Technical Work in Areas Where Specific Additional Work is Required (Annexes to Protocols)

* Submission of Protocols to SATCC Working Groups

o Country Internal Consultations Through Prevailing Procedures in Each Country

o Preparation of Draft Final Protocols Including Comments

o Approval by SATCC Committee of Ministers

PHASE IV: SIGNATURE

PERIOD: JULY - AUGUST, 1996

OUTPUTS/TASKS:

o Preparation of Protocols in Final Form

o Signature of Protocols

PHASE V: RATIFICATION AND IMPLEMENTATION

PERIOD: FROM SEPTEMBER 1996

o Ratification and Coming Into Force

o Harmonising National Legislation with Protocols

*Amending Existing Legislation

*Enacting New Legislation

* Implementation

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SATCC OMNIBUS WORKSHOP
24-28 JULY, 1995
Lusaka, Zambia

Summary of Participant Evaluations

Total Registrations: 170
Total Evaluations Returned: 56 (33%)

1. Did you feel that the objective of the workshop was accomplished?

1	2	3	4	5
no				Yes

Overall Rating:	4.67
4 & 5 Responses:	48 (86%)
1 Responses:	0

2. Did you find the consultative process valuable in developing protocols?

1	2	3	4	5
no				Yes

Overall Rating:	4.71
4 & 5 Responses	53 (95%)
1 Responses:	0

3. Did you feel that the quality of protocols developed during the past several months can have a positive impact on improving transport and communications in SADC?

1	2	3	4	5
no				Yes

Overall Rating:	4.29
4 & 5 Responses:	46 (87%)
1 Responses:	0

4. Which workshops did you attend during the consultative process?

Regional Stakeholder Workshop:	29 (51%)
National Stakeholder Workshops:	32 (57%)
All Three Workshop Types:	19 (34%)

5. Participant Comments: 27 forms had comments (48%)

o Facilitators seemed to listen more to country or national positions rather than what seems to be the majority. It should be noted that in such meetings, all SADC member countries carry the same weight.

o For future meetings, only selective groups of stakeholders must be called, as the omnibus consultative process appears to be completed.

o Late distribution of workshop documents which limited the full participation of some of us.

o Positive impact will depend on willingness of member countries (signatories to protocols) to implement the protocols.

o Organizational aspects of the workshop could be better (SATCC Secretariat)

o Sometimes facilitators have not been able to stop too long discussion on some issues.

o Organization has improved substantially compared with the first workshop.

o Thank you very much for endeavoring to improve the standards for the mutual benefit of all the inhabitants of Southern Africa.

o It is vitally important that a detailed implementation schedule for each protocol is developed and used by each state to ensure smooth execution of the agreements. Donor presence will also be essential during the implementation phase as appropriate for SADC to realize appropriate returns on efforts and funds already spent in the cooperative endeavor.

o While it may have been easy to identify and reach agreement on a number OT issues, the key forward will be implementation and commitment by member states.

o Facilitators with experience in Transport and Communications would have made a better processing of this omnibus workshop.

o Further selection of facilitators/consultants should have been done from firms with experience/familiarity in SADC/SATCC countries and practices.

o Mr. Jim Billings is VERY, VERY good.

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o The protocols should have been presented including problems to be solved by it, objectives, etc.

o The success of the exercise will largely depend on the commitment and support of prospective contacting parties to the protocols, i.e. the eleven Member States.

o A good process to get to the protocols but in my view, a costly exercise financially. If we achieve these aims, probably worth it, though. Facilitators did a very professional job throughout. Thanks.

o It is recommended that in future consultative process, each country should be represented by the same participants so as to allow for continuity.

o Unnecessary time was wasted trying to explain issues already discussed at either the Regional or National Workshops because representatives were either new ones or those who did not prepare adequately for the omnibus.

o Difference of opinions/comments by SATCC-T.U. officials on different issues and at different stages of the omnibus. SATCC-T.U. officials, in my view, should have been more united and more knowledgeable in the issues discussed.

o It is unfortunate that I was unable to attend the National Workshop - I was only informed of the workshop the day after it happened. There was breakdown in communications somewhere.

o Feel that the workshop could be conducted over a much shorter time frame. Use of sub-sector meeting to reach consensus is improper (?) Use of time.

o Excellent organization and coordination which were amply facilitated by seriousness of the participants.

o It seems to me that bit would be possible to reduce number of days for the consultative process. We spend a lot of time without any relevant task.

o There is an urgent need to carry out a cost and socio-economic impact on individual countries when the road user charge regime is implemented. Otherwise, the protocol on this aspect may not be easy to implement.

o The facilitators were not keen on some of the issues. They were mostly confusing the participants.

o Workshop facilitation conducted at facilitation level by people who did not seem conversant with transport and telecommunications issues.

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o I trust there will be a proper syncronisation of the time-related tasks and the further work to carry out the phases that follow the consultative process.

o From the Postal Sector point of view, we are concerned about what level of technical support we will expect from the SATCC-TU given the absence of technical expertise in postal matters to coordinate such regional tasks as protocol development.

o The Subsequent phases will benefit from an attitude of give and take among cooperation partners, i.e. members administrations and stakeholders alike.

o (Misunderstanding over apparent lack of revision of civil aviation protocol - it is correct in the meeting summary attachment section).

o After South Africa s entry into the SADC, the issues especially regarding Aviation should be looked into carefully to avoid DOMINATION of the region under the guise of airline integration.

o Further re-examination of the Civil Aviation issues is urgently required taking into account the changing geo-political policies in most of the Member SADC States.

o In the Omnibus workshop, it was disappointing to note that there did not appear to be specific country positions on certain issues. What we tended to see were either industry/sector or personal positions.

o The consultative process was very good, educative and dialogue already developed with other sectors even before signing and ratification of the protocols. Some issues need careful and detailed (with technical background) study.

o We hope all SADC members will ensure the success of the protocol. Thanks & regards.

o There should be a way of pushing regional countries which delay or fail to implement the protocols.

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SATCC Protocols Development Process
Synthesis Workshop
22 - 25 May, 1995
Polana Hotel
Maputo, Mozamibque

Working Document

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SATCC Natl Workshop Consolidation

Roads and Road Transport Sub-Sector					
Protocol Issue:	**Regulatory Framework**	**Road Traffic Legislation**	**Transit Charges**	**Cross-Border Facilitation**	**Regional Insurance Scheme**
Angola	Long grace periods to come up to standards. Massive rehabilitation of roads required	Drive on the right	Should reflect current investment costs	Yes	Agree
Botswana	Agreed	Agreed, but should have standardised design for construction & maintenance	Agreed, but designate transit routes under natl & reg assoc.	Yes, harmonise the insurance system for 3rd party & cargo	There should be a common insurance policy availabe throughout SADC Region
Lesotho	Agreed, common safety regulations & standards; Need to orient local road industry to SADC standards	Yes, but no cabotage. Harmonise road signs & drivers licenses.Need strong law enforcement	Yes, to be used for road mainte.; harmonised system, include funds to maintain rural roads	Agreed, Harmonise documentation,including tax at border post;facilities for cargo & passengers; maximise operating hours	Yes, include consumer coverag paid for thru fuel purchases; same 3rd party ins. scheme, should be region wide
Malawi	Standard formula for user charges; Use coupon instead of cash payments	Agreed	Regional fund subject to study	Payment of insurance & transit charges with coupons; Sanctions for non- compliance	Agree
Mozambique	Agree - Long"grace periods" to come up to standards		Prefer natl autonomy to set rates	Agreed	Agree
Namibia	Two types: Economic: the right to participate, eg. entry, exit, capacity,non-price discrimination; Qualitative:environmental protection, vehicle infrastructure, driver, operator goods, transp.,operations	Rules of the road, equipment standards,road signs maximum loads,driver training & testing	Non-discrimination between Namib. & non-Namib users; full cost recovery from all road users (where econ. viable);equity between vehicle classes, efficiency in use of equipment & infrastruc.	Specify improved border formalities: coordinated customs, universal permitting, standard approach to vehicle weights, (customs, permits, weights)	Should be protocol for 3rd pary ins. and the protection of goods shipped by road; need to reconcile PTA "yellow card" and SACU's fuel levy approach
South Africa	Agreed	Agreed, RHD vs LHD is a potential safety hazard	Agreed, but harmonised charges - not uniform (equitable formula for deter. ch.	Agreed	Not sure this should be a protocol

SATCC Natl Workshop Consolidation

Roads and Road Transport Sub-Sector Protocol Issue:	Regulatory Framework	Road Traffic Legislation	Transit Charges	Cross-Border Facilitation	Regional Insurance Scheme
Swaziland	Agreed but needs harmonisation	Agreed, but define specific criteria in the pr.	Member states should have the right to reciprocate in the event of one member state overcharging another;coupons are subjet to fraud, so banks should take are of payment; transit charges should reflect cost differences among member states	Agreed, harmonise the protocol statements in SACU, COMESA with SATCC protocols	Agreed, but fair timely and efficient settlement of claims is important
Tanzania	Agreed	Agreed	Regional fund doubts - need further study; natl fund is acceptable	Agreed	Agreed, and should also cover non-members of SADC
Zambia	Protocol should be incorporated in nat'l. laws	Agreed	Agreed	Special cards for truck drivers in place of passports	Agree
Zimbabwe	Need fro integrated policy covering surface, maritime & aviation; refer to extant protocols & transit charges should be non-discriminatory, with a harmonised methodology to determine country-specific charges	Yes, through development of common legislation based on integrated policy (#!); should include road traffic & transport. Harmonised road traffic legislation	Chareges should only apply to trunk routes; Should be common charge formula with no other transit related levies;Revenues must be re-invested in trunk routes; Method of collection: coupon system (some felt US$10 throughout SADC)	Standardisation and simplification of documents;remove visa requirement in SADC for SADC citizens. Single border post at each border crossing	Agree, a common scheme for SADC; Use PTA "yellow card" to cover all of SADC; vehicle liability coverage must be included in protocol

Roads and Road Transport Sub-Sector	Road Transport Policy	Safety	Common Certification	Infrastructure & Equipment Standards	Overload Control
Angola	Agree	Agree - Must include support services along the road	Agree	Agree, but long grace periods	Agree, although very difficult, as infrastructure doesn't exist
Botswana	Agree	Some Participants didn't see safety as a pr. issue	Agree	Agree	Agreed
Lesotho	Agree;include private sector in its development; should addredd consumer needs; examine interal border fees, include free-market haulage	Agreed, harmonise SADC law enforcement; incorporate training in educ. policie establish point system for drivers; need for public awareness of safety issues	Agree, harmonise training of operators, training centre syllabus	Agree, but need to consider peculiar terrain of Lestho re material requirements; include route numbering, vehicle dimensions, and weighbridges	Agree, uniform control on loading/weight limits;involve operators, control at loading & border posts,automative weigh bridges, prohibitively high charges
Malawi	Regional environmental policy for all modes; traffic sharing treat as bi-lateral		Agree	Import duties should be natl issues; ban left hand drive veh.	Agreed; need for info exchange
Mozambique	Agree	Agree; inspection of vehicles required	Agree	Long grace periods	Agree
Namibia	Should not be a separate protocol issue	Specify standards for vehicles & equipment; driver training & licensing, operator compliance, infrastructure, & facility for gathering safety date analysis & reporting	Absorbed into other protocols, not seen as separate protocol issue	Absorbed into other protocols, not seen as separate protocol issue	Absorbed into other protocols, not seen as separate protocol issue
South Africa	Agreed, also address quotas, cabotage, and 3rd country transport; address potential conflict between COMESA,SADC and SACU	Agreed, should have its own policy statement	Agreed	Agreed, and should be unifrom (same throughout SADC)	Agree

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SATCC Natl Workshop Consolidation

Roads and Road Transport Sub-Sector					
	Road Transport Policy	Safety	Common Certification	Infrastructure & Equipment	Overload Control
Swaziland	Agreed, but should include protection of indigenous transporters; a transport policy should take into account subsidies and market accessibiliy; add "environmental policy" to Rd. Trans.Policy header	Agree	Agreed	Agreed	Agree
Tanzania		Agreed	Agreed	Agreed	Agreed
Zambia	Agree	Agreed	Agreed	Agreed	Agreed
Zimbabwe	Agree, to include common certification, infrastructure overload control (common SADC standards) incorrate into #1, Reg. Frame.	Agreed	This is part of protocol issue # 4; SADC should do away with permits	Should be defined, reviewed & adopted over a specified time, & include axle load regulations, vehicle length, and weighbridges	Agreed; as part of regional transport policy, refer to "TOA Zim" list of items. harmonisation
	Other Roads and Road Transport Sub-Sector Issues				
Angola	Training, including English language training				
Botswana	Tariffs should be protocol issue; a statement is needed concerning backhauling and freedom of movement;				
	Dedicated road fund should be protocol issue				
Lesotho					
Malawi	Maximum use of existing training facilities				
Mozambique	Training; The region should help the LDC's to upgrade infrastructure to regional standards				
Namibia	How will protocols be enforced? What facility will be created for the interchange of road research and development data?				
South Africa	How will Protocols be enforced? Drug trafficking, hijacking, smuggling - law enforcement; data exchange to facilitate regional cooperation				
Swaziland	Re-training: There is no need for training centres if there are common syllibi and standards for certification;				
	Implementation should specify time limits				
Tanzania	Agreed				
Zambia					
Zimbabwe	HRD: need for SADC standard for training & licensing of workers				

Railways Sub-Sector Protocol Issue:	Enabling Environment	Integrated Railways Policy	Regional Supervisory Body	Environmental & Pollution	Harmonised Regional Liability Regime
Angola	Agreed; semi-autonomy, gov't.-appointed board, management is independent	Strengthen regional industry for parts and materials for railways;encourage inter-modal connections and strategies, including dry ports	Agreed	Intermodal standards	Agreed
Botswana	Suggests combining protocol #1 & #2; create environment conducive to railway commercialisation	Combine protocols 1&2; create environment conducive to RR commercialisation	Agreed	Develop national environmental legislation	Agreed: Develop reg. insur. or re-insurance agency
Lesotho	Agreed; need to lessen government intervention	Playing field is level for rails it needs to be more custom friendly, less govt oriented; remove discriminatory practices; Need to do R & D on integrated road/rail strategies	This is vital; to improve easy movement of cargo in SADC;need liaison body, including e.g. freight forwarders reps	Agree. Need common guidelines	Agreed. Need for liability centre like that in PTA; liability in every country to be the same
Malawi	Agreed, and should apply to all modes of transport.; fuel levy, if earmarked, should apply back to transport sector paying it.	Agreed	Use current Ch. Exec. committee	Should cover all modes of transport	Agreed
Mozamibque	Agree; commercial orientation	Emphasize road-rail complementarity	Coordination, not regulatory	Strengthen national agencies	Agree

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Railways Sub-Sector Protocol Issue:	Enabling Environment	Integrated Railways	Regional	Environmental &	Harmonised Regional
Namibia	Agreed; semi-autonomy; govt appoints board, mgt is independent; RR to be financially self-sufficient, limit govt subsidies, market driven, commercialised	Need to be restated as: Develop a coordinated road rail policy in each country; road user charges will pay for infrastr. & maint.; coor. regulatory framework	Yes, set rules, standards technical safety specs (eg. IATA & AAR); coordination of future planning	Need to apply CSIR (Council of Scientific & Intl Research) Standards, with possible modification to regionally accepted applicable standards	Part of interchange principles, & include a standard regional freight insurance; Ins. on equipment needs to go cross-border, and include loss & damage
South Africa	Agreed	Agreed	Not a protocol issue. SATCC should enforce protocols thru existing comm., and not by creating new ones. There should be 1 body for all protocol enforcement	SADC members should be signatories to Brussels Convention	Agreed.
Swaziland	Agreed, but each govt should fund social, political & other non-commercial operations	Agreed	Agreed to single body for all protocols	Agreed	Agreed, there is a need for a protocol dealing with insurance in which policies will be harmonised, governing passengers involved in accidents from all modes of transportation within SADC
Tanzania	Agreed, exempt Railways from paying fuel levy for road maintenance	Permit operation of privately-owned rolling stock	to be established independent of SATCC, or within SATCC Dept	Agreed	Agreed
Zambia	Agreed	Unrestricted flow of equipment between member states	to be established	Agreed	Agreed, specialised Regional Insurance
Zimbabwe	Agreed, clear divisions of responsibility between govt, board of directors, & mgt; infrastructure maintenance issue highly contentious	No need for this as a protocol	Use existing SATCC facilities for monitoring regulatory body should coordinate	Need SADC standard rules; need public educ.; include damage recovery recourse; establish technical monitoring comm. (Much is already in place	Railways to provide minimum inspection, similar to Warsaw Convention for airlines; Needs regional harmonisation

Railways Sub-Sector					
Protocol Issue:	Cross-Border facilitation	Harmonisation of Standards	Other Issues		
Angola	Agree	Agree	Training, including English language training		
Botswana	Agreed,rail locomotives should be allowed thru borders to reduce delays. with no visas required	Standardised track width and length of guage of bridges to withstand various speeds & loadings	Strengthen railway physical security; consider electrification of loco.		
Lesotho	Agreed,remove visa requirements	Agreed eg. in training, equipment & spare parts, handling of goods; SATCC bureas of standards			
Malawi	Agreed harmonise	Agreed	Est. dry ports if no addl costs to user		
Mozambique	Agree Consideration should be given to allowing locomotives to cross borders	Agree	Training		
Namibia	This is a customs issue. thus a customs protocol is needed to adequately address this issue. It should include technical spedictaions	Agreed; to include documentation for payment, equipment, procedure, mgt, training,SATCC compatible procurement	Interchange principles: commercial agreements to form basis of protocols data exchange should facilitate c-b operations		
South Africa	Agreed	Agreed, especially for communications networks	Proposed protocol to set up coordination and communication structure between SATCC Hq. & member countries & within member count. between govt depts private sector & others to ensure wide particip. in protocol issues		
Swaziland	Agreed	Agreed	Suggest a special technical monitoring committee		

Railways Sub-Sector					
Protocol Issue:	Cross-Border Facilitation	Harmonisation of Standards	Other Issues		
Tanzania	Permit cross-border operations of locomotives	Agreed	Create clearing house for financial transfers; Regional training school		
Zambia	harmonise	Agreed	Training (regional school); Clearing house for payments		
Zimbabwe	Agreed. harmonise customs procedures, and documents, border procedures for customer,harmonise RR documents (EU model)	Agreed, working methods. rolling stock, wagon tracking, permanent way dev. Certification of equipment and personnel (training & licensing)	Tariffs: Need for a standard true cost-based formula to determine specific costs		

SATCC Natl Workshop Consolidation

Ports & Shipping Sub-Sector Protocol Issue:	Regional Maritime Policy	Safety & Pollution Control	Accession to International Conventions	Transit Traffic Facilitation	Regional Bond Guarantee Scheme
Angola	Agreed;Freedom of choice of port should be guaranteed in protocol	Active defense of the environment should be included	Agreed	Agreed	Agreed
Botswana	Agreed, enabling environment should be part of this protocol to include non-discriminatory use of ports	Agree, should include nuclear material waste (carrying & dumping)	Agreed	Agreed	Agreed, to creation of a regional bank guarantee for cross-border traffic
Lesotho	Agreed, include govt, stakeholders & consumers in its development; compliance to intl conventions	Agreed, need awareness control campaign;strict watchdog & enforcement and training	Agreed, UN conventions for wet and dry ports; liability regime enforcement; safety, insurance and security	Agreed, as per roads & rails; dry ports, training; upgrade dryports to minimum standards	Agreed, harmonise documentation
Malawi	Agreed	Agreed	Agreed, all should acceed to relevant intl conventions sanctions for non-compl.	Agreed, harmonise customs procedures for all transport modes	Agreed, regional customs bond guarantee scheme should be implemented
Mozambique	Agreed;market forces should determine choice of ports	Active defense of the environment	Agreed, when it confers clear regional advantage	Agreed	No objection
Namibia	Agreed, highly desirable, but natl policies are necessary prerequisite; should contain target dates;need policy mission statement	Must contain statement on quality of physicial environ. delineate govt responsibil. for regulation, protection, and monitoring &enforcing; laws & regulations should be created in consultation with stakeholders	Agreed,espec. pollution & environ conven.;must set target dates for adoption adn compliance;establish seafarer certification;ship inspection & survey stds; establish main. & devel. standards	Stds. for coord. of thru traffic; must address multi-modal; wet and dry ports to be complimentary; customs coord, port insurability	(part of #4) Need to delineate SADC bonding scheme; Define & allow cabotage intra-regionally & within individual member states

Ports & Shipping Sub-Sector Protocol Issue:	Regional Maritime Policy	Safety & Pollution Control	Accession to International Conventions	Transit Traffic Facilitation	Regional Bond Guarantee Scheme
South Africa	Agreed; enabling environ/ harmonis. of standards especially communica; should also address: safety & pollution control, environ. issues, infrastruc. investment, alignment of SATCC, COMESA and PMAESA, standardisation of tech. issues, harmonisation of legislation, and training	Agreed. Regional search and rescure mgt plan & environm. protection plan must be implemented. This protocol should read "Safety,Pollution,Environmental Control"	Agreed	Agreed	Agreed, should address problem of non-payment
Swaziland	Agree, but govt should guard against foreign manipulation & invasion of local maritime transp.	Agreed	Agreed, with following change:"countries of the region should be encouraged to accede..."	Agreed	Agreed, but no need for new bond scheme, as there are ones already existing
Tanzania	Single cabotage region	Occupational health & safety should be included in regional protocol	Agreed	Agreed	Guarantees rather than cash deposits
Zambia	Agree	Agreed	Agreed	Agreed, customs authority also responsible for trade facilitation	Agreed
Zimbabwe	Needs to look at interests of land-locked states, and be linked to other SATCC sub-sector policies; use existing maritime convention;must allow access/ use of coastal ports with no constraints,establish universal toll fees at ports	Support more stringent measrures on pollution and dumping	Agreed, part of #1, including GATT;supports non-dicriminatory rights to access to seaports; need to review signatories in SADC	Agreed, simplified documentation and standards, consistent with road & rail sub-sectors; question of dry ports needs to be addressed;no coastal cabotage	Agree to assist transit facilitation

Ports & Shipping Sub-Sector		
Protocol Issue:	Regional Maritime Body	Other Issues
Angola	Agreed; but "authority" instead of "association"	
Botswana	Agreed;Widen Terms of Reference to reflect Regional Bodies	Infrastructure investment should be encouraged nationally and regionally; non-discriminatory access to ports by land-locked countries; permit port operations to be commercialised and autonomous (private sector involvement)
Lesotho	Agreed, but part of Protocol #1 (Reg. Policy)	Standadise training; set cargo handling standards within SADC
Malawi	Agreed, but should be an authority, not an association	landlocked countries should be allowed to invest in coastal countries
Mozambique	No objection	1-Encourage inland countries to participate in cabotage & international shipping 2-Regional professional training 3-Regional competitive procurement of dodging services
Namibia	Agreed, should define SATCC as regional maritime body;proper representation from each country should include min. of transport, port authorities port users, & stakeholders	Regional data accumulation,analysis, & reporting; need to address inland water transport in all aspects
South Africa	Not a protocol issue; existing SADC/SATCC/ national bodies should do	Both environmental control & training should be protocol issues; shipping inspections should be protocol issue; define all terms...
Swaziland	Agreed, but one body for multi-modal supervision	Need for regional assoc. of freight forwarders
Tanzania	Agreed	Regional customs union- harmonised documentation especially for multi-modal transportation
Zambia	Agreed	land-locked countries invest in coastal countries, unified customs regime
Zimbabwe	Agreed, to assist in dev of regional maritime industry and to enfroce protocols (using SATCC structure as basis)	HRD: ensure SADC maritime training conforms with intl standards; tourism development: supported & linked to other economic activities within SADC

SATCC Natl Workshop Consolidation

Civil Aviation Sub-Sector Protocol Issue:	SARATA Establishment	Establishment of Common Standards, Rules, Air Navigation Services, Air Worthiness	Regional Strategy for Acceding to International Conventions	Harmonisation of Airport Facilitation	Airport Security
Angola	Agreed	Yes, definitely	Agreed	Agreed	Agreed
Botswana	Agreed; member states should sign & ratify soon; Enhancement of airline cooperation will come primarily thru natl protocols rather than SARATA	Agreed	Agreed, but follow up of Windhoek & Mauritius conferences is necessary	Agreed	Agreed
Lesotho	Agreed; establish time limit for financing; avoid bureaucracy; govt funding but no interference/control	Agreed, training & enforcement standards (consider ICAO standards)	Agreed, SARATA to coordinate, especially ICAO	Agreed, visa abolition, standard airport charges; control systems & standards enforced	Agreed, need better equipment focus on illegal arms, serious punitive measures
Malawi	Agreed	Agree, need for common currency	Agreed	Agreed	Agreed
Mozambique	Agreed	Yes, definitely	Agreed	Agreed	Agreed
Namibia	Agreed; there is a need for a regional air transport agreement, but Namibia won't state their position until RSA does	Agreed, consistent with ICAO which agree with & aren't less than intl stds.	Agreed, accede to ICAO UN and IATA protocols	Agreed, comply with ICAO conventions annex 9	Agreed, ICAO annex 17; develop plan for each country re: hijacking, security force, etc
South Africa	As a new member of SATCC, it is still studying the document	Yes, most definitely	Agreed	Agreed	Agreed
Swaziland	Agreed. and timeframes must be established for negotiating air service agreements	Agreed.	Agreed	Agreed	Agreed
Tanzania	Agreed	Agreed	Agreed	Consider SADC visa for non-SADC nationals; uniform health & customs control	Agreed

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Civil Aviation Sub-Sector					
Protocol Issue:	SARATA Establishment	Establishment of Common Standards, Rules, Air Navigation Services, Air-Worthiness	Regional Strategy for Acceding to International Conventions	Harmonisation of Airport Facilitation	Airport Security
Zambia	Agreed	Agreed	Agreed, training of staff to interpret intl convetions and agreements at existing facilities;mandatory payments to intl bodies; all member states should ratify ICAO	Visa requirements for tourists, consider a SADC visa; reduce passport control for SADC nationals	Agreed
Zimbabwe	Agreed, need to study other regional civil aviation agreements & conform witl IATA & ICAO	Agreed, ICAO standards, common licensing & training	Agreed, to by part of protocol # 1(SARATA)	Agreed, for customs, immigration, visas, & standard departure fees	Agreed. power to arrest; information exchange, common standards

SATCC Natl Workshop Consolidation

Civil Aviation Sub-Sector Protocol Issue:	Enabling Policy and Regulatory Environment for Airline Operations	Regional Airline Integration & Liberalisation	Regional Air Traffic System Control	Other Issues
Angola	Agreed	Good idea in principle, airline and government disagree on timing	Agreed	Mechanim for repatriation of regional non-domestic profits
Botswana	Agreed	Agreed	Agreed	
Lesotho	Agreed, but need national transport policy first; common computer reservation system	Agreed, but no need for regional airline,only joint use of facilities; national identity should be maintained	Concur, harmonise coordination	Liberalisation of traffic rights/no cabotage;establish regional airport authority
Malawi	Agreed	Establish traffic rights consolidation by Jan/'97; airlilne integration by 1/98	Agreed, but national control centres still required	Law enforcement re illegal trade should apply to all modes of transportation;regional policy on non-scheduled airline services
Mozambique	Agreed	Agreed, but not within Yammaussourko timeframe	Agreed	
Namibia	Support for commercialisation;open competition vs cabotage needs to be resolved	Should be cooperation in SADC. but status quo be maintained; re liberalisation,need for distinction between scheduled and chartered	Agreed, it would be safer,more efficient and economical	Managment of airport within SADC. & compliance with intl regulations
South Africa	Agreed	No consensus reached on airlline integration & lib.of traffic rights	Agreed, but only to operate at certain flight levels (to be defined)	Mutual assistance in respect to airline security & safety by SADC members;Develop and implement a regional search and rescue master plan
Swaziland	Agreed	Agreed	Agreed	Agreement on a harmonised neutral reservation system
Tanzania	Agreed	Yammaussoukro Decl to incorportated in regional strategy	Agreed	
Zambia	Agreed	Agreed	Agreed	Create single customs union
Zimbabwe	Agreed, but no mention of restructuring & commercialisation in protocols	Cooperation, not 1 airline; commercial issues are for airlines, not protocols	Agreed, part of #1,liberalise within SADC	Airport autonomy, to run on commercial basis;HRD

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Meteorological Services Sub-Sector					
Protocol Issue:	Policy & Legal Framework	Regional Weather Centre	Regional Research and Training Centres	Common Regional Positions & Strategies Internationally	Common Regional Standards in Data Gathering
Angola	Agreed	Agreed	Agreed	Agreed	Agreed
Botswana	Agreed, but first develop at national, then regional level	Yes, but natl centre should feed into regional centre	Agreed, research & trng shold start at natl level & be supported by Govt	Agreed, but through a regional met. authority (RMA)	Agreed
Lesotho	Agreed, independent legal framework	NO - must access existing facilities, nationally & reg.; YES, for long-range fore-casting, if funds are there	NO, must use existing centres (Nairobi), but encourage bi-lateral technical exchanges; Need more information on RSA centres	Agreed	Agreed, to abide by WMO standards
Malawi	Afford greater emphasis in regional programmes; should be commercialised	Agreed; to be responsible for global issues	Agreed	SARCUSS integrated into regional programmes	Agreed
Mozambique	Agreed	Agreed	Agreed	Agreed	Agreed
Namibia	Agreed, establish them as national sevices, re-quires approval for compe-titors, allows intl coopera-tion, organisational inde-pendende, ability to add services, ability to be funded and charge for services	Agreed, focus on existing centre in Pretoria, which should be built into regional centre, & have specific client service standards	Agreed, to have existing facilities strengthened, clarified, and rechartering Pretoria, Bloemfontein, & Pietermaritzburg centres	Agree, continue regular meetings; ratify framework convention on climate change & Montreal Protocol on global warming	Agree, all SADC countries must conform to WMO stds; All SADC countries must be obligated to feed regional ctre with regular information
South Africa	Agreed	Agreed, and include early warning system	Agreed, and include research in agric. & pollution;add to header "technology transfer ctrs"	Agreed	NO, not a separate protocol - include in protocol # 1
Swaziland	Agreed	Agreed, but safeguard member states against possible nationalisation	Agreed	Agreed	Agreed, and standards must meet WMO criteria

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Meteorological Services Sub-Sector Protocol Issue:	Policy & Legal Framework	Regional Weather Centre	Regional Research and Training Centres	Common Regional Positions & Strategies Internationally	Common Regional Standards in Data Gathering
Tanzania			centre to undertake targeted research (eg. drought, flood)	affecting the rest of the Region, eg. Nile; Appoint regional spoke sperson for each sub-sector SADC to become member to international bodies	to users
Zambia	Identify centre for each user group (eg. agric., aviation, etc.)	Agreed	Agreed, with centres to be responsible to specific user groups	Agreed	Agreed
Zimbabwe	Agreed, Zimb.is in the process of enacting natl legislation	Reinforce existing centres in Reunion, Harare, & Gab.	Agreed, use what exists	Good idea, but not a protocol issue	Agreed, as per WMO and ICAO standards

Meteorological Services Sub-Sector protocol issue:	Other Issues
Angola	Complete commercialisation of met services is not feasible but those services which are commercially viable should be commercially available
Botswana	Commercialisation of Met not feasible, but met must be recognised as a tool for development at national and regional levels
Lesotho	Weather modification protocol needed; Enabling "climate" for efficient operations (restructuring,commercialisation, re-engineering)
Malawi	Include weather modification as a regional programme; role of met in environmental issues
Mozambique	Complete commercialisation of met services is not feasible but those services which are commercially viable should be commercially available
Namibia	Coordination of climatoligical information and agricultural policies
South Africa	Effects of air pollution on neighboring countries is a growing problem within the Region; Need to create an appropriate Met calibration centre
Swaziland	Integration, connectivity of equipment used by member states; privatisation/commercialisation not feasible at this time
Tanzania	
Zambia	
Zimbabwe	Commericialisation of Met: enabling operating environment

Postal Services Sub-Sector Protocol Issue:	Postal Restructuring	Common Service Standards	Institutional and Legal Framework	Common Regional Strategy Regarding Mail Security	Co-ordinated Regional Position in Int'l. Fora
Angola	Rehabilitation of physical facilities required	Agreed, with long grace periods	Agreed	Agreed	Agreed
Botswana	Agreed, but appointment of boards from commercial sector	Agreed	Agreed	Agreed. especially development of common reg. strategy to enforce mail security,including combatting mailing of illegal and/or dangerous items	Agreed
Lesotho	Agreed, but must become more commercialised (develop busines culture)	Agreed, to promote trade (eg. PTA experience)	Agreed, operations to be separated from regulatory functions	Agreed	Agreed
Malawi	Establish GIRO service	Agreed	Agreed	Agreed	Agreed
Mozambique	Agreed	Agreed	Agreed	Agreed	Agreed
Namibia	Should become commercial, autonomous entities; govt rules that restrict post operation shall be eliminat postal shold be financially self-sufficient;open competition with courier services	UPU as basis of standards; and as watchdog;private couriers subject to natl standards; subsidies from govt only for services of natl interest or social importance	Not needed as a protocol as UPU covers this	Apply UPU standards; need for regional body focussed on mail security	Good idea, but not a protocol issue
South Africa	Add to Header:"...and cmmercialisation..."	Agreed	Any protocol must agree with UPU conventions	Agree, but not new special body use SATCC/SADC	Agree, but avoid duplication with SACU,COMESA, PAPU UNECA, & ACP
Swaziland	Significant capitalisation is required before commercialisation is possible	Agreed	Agreed	Agreed, and wherever possible maintain close cooperation between postal and airline author	Postal administrator should determine which member org is to join
Tanzania	Agreed	Agreed	Agreed	Agreed	Agreed
Zambia	Create regional transport network for mail	Agreed	Agreed	Agreed	Agreed
Zimbabwe	Agreed, to be run along commercial lines;separate regulatory from operational functions	Agreed, for all services provided	Agreed, conform to UPU PAPU, establsh regional postal union	Agreed, need to specify prohibited articles	Good idea, not a protocol issue

Postal Service Sub-Sector Protocol Issue:	Specialised Regional Training Centres	Other Issues
Angola	Agreed, but language problem to be addressed	Produce stamps in the region; aill means of transport must be obliged to carry the mail
Botswana	Need to rationalise use of training centres	Develop common service standards for :E-Mail & EMS; accommodation of two regional languages; establish one regional regulatory body Protmote more postal art from the region
Lesotho	Agreed, but each SADC country should have its own training programme. as Malawi training centre is focussed on telecoms; need to watch expenses	Neither rain, nor sleet, nor wind, nor snow...
Malawi	Agreed	
Mozambique	Agreed, but language problem to be addressed	National regulatory body operates together with telecoms
Namibia	Training is a national responsibility;not willing to share cost of, or send trainees to, a regional postal facility	Namibian & RSA postal services should be looked at as models throughout SADC
South Africa	Suggest change header to:"Training, Research, & Technology Transfer"; Questioned need to base in Malawi - expand RSA facilities	Establish principle of terminal dues, eg. support for transit facilities
Swaziland	Agreed	Suggest creating a regional philatelic centre to market philatelic material for the region internationally; also member states should consider producing philatelic materials regionally;need only one regulatory body
Tanzania	Agreed	
Zambia	Agreed	Clearing house for postal payments
Zimbabwe	Agreed, need to standard-ise training in SADC	Postal should continue banking, but it should be done on a commercial basis

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Telecommunications Su-bSector Protocol Issue:	Telecommunications Policy	Telecommunications Regional Regulatory Body	Harmonisation of Technical Standards and Specifications	Establishing Regional Training & Research Facilities	Other Issues
Angola	Agreed;national policy to reconcile with regional policy	Must be in conformity with international and continental policies	Agreed but national regulatory body included postal services	Agreed	
Botswana	Agreed, guided by ITU	Agreed. but creation at national level;SATA should function as advisory body to regional regu. body;SATA should remain	Agreed, and ITU standards and recommendations to apply	Agreed	Govts must provide telecoms services to uneconomic areas; Cross-border facilitation to repair faults; inter-connectivity in region
Lesotho	Agreed, separate operator and regulatory functions, and stress need for commercialisation/free-market	Agreed, look at Lesotho Telecoms Corp (LTC) policy to change	Agreed, exist through SATA and needs to be maintained	Agreed, in cooperation with universities;strong public awareness; use extant facilities	Coordinate regional positions in international fora
Malawi	Ensure basic service throughout country, especially in rural area; policy needs development at national & regional levels; consider ownership and investments	Agreed	Agreed	Agreed	Develop regional trunk networks
Mozambique	Agreed;National policy already deals with many aspects of policy recommended in Harare & Jobe workshops; Important to promote forae to develop common regional position in international matters	Agreed, but national regulatory body includes postal relationship-combination with SATA to be considered	Agreed	Agreed	

SATCC Natl Workshop Consolidation

Telecommunications Sub-Sector Protocol Issue:	Telecommunications Policy	Telecommunications Regional Regulatory Body	Harmonisation of Technical Standards and Specifications	Establishing Regional Training & Research Facilities	Other Issues
Namibia	Include ownership options; guidelines on investment; regional cooperation; open access by users to all services	Incorporated in #1, telecoms policy for SADC	Incorporated into # 1, Telecoms policy for SADC	Incorporated into # 1, Telecoms policy for SADC	Telecoms must be customer focussed, open market, com patability of systems and equipment, cooperation on R& and an independent regulatory
South Africa	Must meet ITU standards	Agreed, but ensure sharing of frequency plans and allocations	Agreed, since this is a pressing issue	Agreed	Study impact of telecoms on environment & nat. resources; Tariff structure policy to be considered; Consider issues in developing info superhiway
Swaziland	Evolve clear national policy first, then a region al policy	Need to establish one independent body combining all expertise for all all sub-sectors	Agreed	Agreed	Proposed a manufacturing centre for the region
Tanzania	Encourage public and private sector participation without restrictions, except for non-SADC investors who should be limited	Agreed	No restriction on infrastructure development such as satellite and exchanges,etc.	Develop school curriculum to ensure advancement into telecommunications field	Training and research across all sub-sectors
Zambia	Ensure services to rural areas	Agreed	Agreed	Agreed	
Zimbabwe	Need a national policy review first, then develop a regional policy	Same as comments on # 1	Ageed, separate operation from policy authorities	Agreed, standardise training; Use existing facilities	Cooperation in procurement of equipment

General Comments from Angola/Mozambique:

1 SADC-SATCC should create an on-going public information programme regarding its policies and objectives

2 Regional associations of users and operators of transport and communications services should be encouraged.

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SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS
PROTOCOLS

TECHNICAL PROTOCOLS POLICY FRAMEWORK

REGIONAL OMNIBUS WORKSHOP
JULY 24–28, 1995
LUSAKA, ZAMBIA

SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION
(SATCC)
Maputo, Mozambique, July 1, 1995

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PROTOCOL DEVELOPMENT PROJECT

The development of protocols in transport and communications is being carried out under the auspices of the Southern Africa Transport and Communications Commission (SATCC) based in Maputo, Mozambique. This is an integral part of a broader initiative to build a strengthened economic community in Southern Africa within the framework of the Southern African Development Community (SADC). The countries belonging to SADC are; Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

The Protocol Development Project is funded by the United States Agency for International Development (USAID) under the global Implementing Policy Change Project (IPC). SATCC is being assisted in the management of the protocol development process by Abt Associates Inc. and Management Systems International Inc. (MSI)

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SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT OF THE NATIONAL STAKEHOLDER WORKSHOP

ANGOLA

LUANDA, ANGOLA 10 - 12 MAY 1995

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SATCC Protocol Development
Workshop Report: Luanda, Angola
May 10 - 12, 1995

A. List of Participants:

See attached list.

B. Workshop Analysis:

1. This workshop was conducted more like a Portuguese colonial meeting than the brainstorming session that might have been desired. Facilitators were limited to publically writing down participants comments as they were made and presenting session summaries and conclusions for participants' comments at the end of each session. Breakout groups were not part of the workshop. The Workshop Coordinator, Francisco Lourenco Fernandes, presided over the workshop. A typical workshop session commenced with a somewhat formal presentation by the "responsible" Angolan official (usually the National Director of the subject area concerned) followed by comments from others and various defenses of the position taken by the "responsible" official. The discussion proceeded more as a debate between responsible government officials than as a freewheeling, brainstorming session. The only non-government officials to take high profile positions were officers of the national airline and the owner of a private trucking company.

2. The workshop venue was a formal auditorium setting for opening remarks, which were supposed to have been presented by the Minister of Transport. The Minister cancelled out about 12 hours before the opening session, but designated a Vice-Minister as his replacement. Participants waited over an hour for the Vice-Minister, who didn't cancel, but never made an appearance. Opening remarks were eventually made by the National Coordinator. After the opening session, the venue changed to an adjacent, large conference room. The room was approximately 15 feet wide and at least 60 feet long, with a permanent oval conference table with seating for about 45 participants at the table. Additional chairs were provided in an outer ring surrounding the table on three sides. These arrangements meant that there was no single spot in the room which was within the view of all participants.

3. Logistics were difficult and had not been anticipated by the National Coordinator. An overhead projector and screen were made available by the middle of the second day of the conference, but were not used because the projected materials could not be seen by everyone in the room. Efforts to locate easels for flipchart pads were unsuccessful. We finally settled for a "portable blackboard" about 6 feet long as the only available close substitute. Toilet facilities available to participants were totally inadequate. The men's toilet contained two stools, no urinals and, on the first day, no hand washing facilities. "Emergency" repairs to the

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women's facilities were undertaken on the second day of the conference, but never completed.

4. The Portuguese translation of the report on the regional seminars was given to all participants on the first day of the conference. By the second day, many participants had read the report in detail. Seminar participants and SATCC technical experts felt that the translation was of generally poor quality. Participants could not, in some cases, understand the meaning of translated words and phrases. In other cases, translated phrases led to understandings different from the original (English) meanings. A careful reading by even a non-native Portuguese speaker will reveal a number of errors in translation. For example, "Ports and Shipping" has been translated (Page 15) as "Portos e Expedicao de Mercadorias." A much better translation would have been "Portos e Marinha Mercante." "Stakeholders" (Page 48) was translated as "accionistas" (stockholders). The correct term would have been "intervenientes."

5. Discussion among participants rarely concerned appropriate regional or national policy. Most discussions centered on national "problems"; i.e. lack of training and qualified human resources, being a Portuguese speaking "island" in an English-oriented region, deteriorated and destroyed infrastructure, etc. Participants did not identify Angolan, or SADC regional, comparative advantage. Therefore, discussion of national and/or regional strategy or policy was extremely difficult.

6. Publicity for the conference seemed abundant. One or more articles appeared in the local paper. A televised interview of the National Coordinator and SATCC Technical Experts was broadcast on the day before the conference began. One of the facilitators was interviewed on the radio on the second day of the conference. Parts of several conference sessions were filmed by a television news crew. The National Coordinator was interviewed at the close of the conference by a television reporter.

7. There was little discussion, even implicit recognition, of the costs of establishing and operating the various proposed regional regulatory and coordinating bodies. The standard assumption was that "projects" would have to be prepared and donor support sought. There was no discussion of the potential for resource mobilization within the SADC region.

8. Attendence remained very high throughout all seven sessions of the workshop. The room was consistently filled to near capacity. Participants appeared to be following the discussion with interest most of the time; though many participants, especially private sector participants, were hesitant to participate in the debate.

9. Workshop facilitators did not fully understand the relationships intended between themselves, on the one hand, and the National

Coordinator and SATCC Technical Experts, on the other. [illegible] facilitators would have preferred a "brainstorming" workshop. [illegible] the National Coordinator and SATCC Technical Experts weren't [illegible] comfortable with that approach and tended to "veer" back to a [illegible] formal style. This was accepted by the facilitators in [illegible] interests of encouraging strong "ownership" of the workshop by [illegible] National Coordinator and SATCC Technical Experts, which [illegible] indeed, occur.

C. Research Issues:

1. A true brainstorming workshop session is very difficult to accomplish in Angola. Portuguese colonial management culture actively discourages free expression of ideas in a more or less public forum, which is commonly perceived as a challenge to the authority of <u>responsible</u> officials. However, that is not to say that the approach is/was ineffective in Angola. It has to be used with full cognizance of the changed behavior that it implies for Angolans and a willingness to accept incremental changes as adequate.

2. The facilitators are concerned about the financial and institutional sustainability of SADC, its various sectoral sub-agencies and the additional regulatory and coordinating mechanisms contemplated in the Angolan seminar. Where will the resources and skills to sustain these institutions and guarantee their productive implementation be found? Participants were completely oblivious to the notion that SADC and its member governments will have to find the resources to finance these institutions. No participant expressed any concerned about the costs as they, time after time, approved proposed protocols dealing with the establishment of additional regional regulatory and coordinating mechanisms.

D. Workshop Conclusions:

1. Almost all regional workshop conclusions were accepted by most Angolan workshop participants. However, many participants were ambivalent about acceptance and did so in deference to the perceived authority expressed in the on-going process of protocol development. The vast majority of participants expressed the need for more information and training to enable them to comprehend the issues involved. Some frustration was expressed with the lack of specificity of regional workshop conclusions.

2. Participants seemed to accept that Angola is under developed relative to the other SADC countries and to have some fear about their ability to participate in SADC and defend their national interests, particularly in the near term. Participants expressed the view that Angolan institutions weren't ready to compete in an integrated regional environment, but they had no other realistic choice. The need for training and human resource development was consistently expressed in all areas. They also expressed the

desire that long "grace periods" be given to those countries initially not able to live up to the standards contained in the eventual SADC protocols.

3. No single proposed protocol was rejected. Suggestions for ammendments to proposed protocols were few and tended to deal with problems specific to Angola, rather than true regional issues. The following additional protocols were suggested:

a. With respect to civil aviation it was suggested that (i) regional mechanisms to guarantee repatriation of international revenues earned in other SADC countries should be established and (ii) "rationalization" of air fares should be handled at the regional level.

b. During the telecommunications sectoral discussions, there was considerable discussion of the need to develop region-wide compatability in communications systems used in the various sub-sectors (for example, marine communications and navigation, air communications and navigation, and railroad communications). Eventually, it was decided that this subject should be studied intensively at a regional level and wasn't therefore ready for enactment of a specific protocol.

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RESUMO DAS CONCLUSOES DO WORKSHOP REALIZADO EM ANGOLA SOBRE A ELABORAÇÃO DE PROTOCOLOS NO DOMINIO DOS TRANSPORTES E COMUNICAÇOES PROMOVIDO PELA SADC/SATCC COM PATROCINIO DA USAID

De 10 a 12 de Maio de 1995,realizou-se em Luanda,na Sala de Conferências do Ministério do Interior,o Seminário supramencionado sob orientação de peritos e facilitadores indicados pela Coordenação de Protocolos,a nivel da SATCC-TU

O Seminário decorreu dentro de um ambiente de franca cordialidade e livre participação nos debates o que possibilitou a obtenção dos seguintes consensos:

SOBRE A INTEGRAÇÃO REGIONAL

(Generalidades)

1.1 - A Questão da Integração regional foi considerada de bastante interesse para o desenvolvimento acelerado dos paises da região SADC,pelo que deve ser apoiada e realizada de forma firme e segura sem contudo queimar as etapas que se impõem conducentes a materialização desse nobre objectivo.

1.2 - Foi opinião unanimemente aceite de que,em situação de Paz,o envolvimento sério de Angola no processo de integração regional trarà,sem duvidas resultados positivos e o periodo de recuperação (ou seja o "pay back period") dos investimentos volumosos que terà de fazer para a reconstrução do Pais,serà relativamente curto se comparado com dados de uma reconstrução nacional apoiada numa perspectiva xenòfoba de desenvolvimento,assente nos padrões anacrônicos do passado colonial.

1.3 - Nesse sentido,os participantes reiteraram a sua convicção de que a reconstrução das infraestruturas dos transportes e comunicaçôes,destruidas pela guerra,a restruturação das empresas dos diversos sub-sectores são investimentos de grande magnitude que exigirão mais sacrificios da Nação Angolana,por esse facto,a reconstrução nacional não deve sêr encarada linearmente,numa perspectiva de reposição do que antes existia e nada mais;ela deve sêr assumida de forma responsàvel e orientada para a modernização e ampliação das infraestruturas então existentes,e baseada nos principios da padronização,racionalização e demais critérios fundamentais susceptiveis de acelerar o desenvolvimento sòcio-econòmico de

Angola para que o País assuma,em tempo útil,o papel que lhe compete no bloco econòmico regional,actualmente em fase de edificação,que é a SADC.

1.4 - Os participantes manifestaram-se a favor da adopção de medidas com vista a remoção das barreiras ainda existentes para o livre movimento de capitais,trabalho,bens e serviços entre os Estados membros da SADC.

1.5 - Os participantes consideraram que o método adoptado pela SADC/SATCC para auscultação das opiniões dos Estados membros através dos Seminàrios é proficuo.
No entanto,consideraram necessàrio promover com frequência Seminàrios nacionais da mesma natureza,para debater deversas matérias ligadas a cooperação e integração regional.
De igual modo os participantes concluiram pela necessidade do Secretariado da SADC criar mecanismos necessàrios para maior difusão e divulgação nos Estados membros das actividades em curso visando a construção da Comunidade bem como as realizaçoes e potencialidades dos Estados membros nos diversos quadrantes da sua actividade sòcio-econômica,de modo a mobilizar os cidadãos, a comunidade de negòcios,os intelectuais e investigadores da região,bem como os parceiros da cooperação internacionais,para as tarefas e captação de recursos necessàrios para o desenvolvimento sòcio-econòmico da região.

II

SOBRE O RELATORIO DOS SEMINARIOS REGIONAIS REALIZADOS EM HARARE/ZIMBABWE (20-25/FEV/95) E EM JOHANNESBURG/AFRICA DO SUL (13-17/MAR/95)

Os participantes analisaram profundamente as questões debatidas nos Seminàrios supramencionados.

Apesar das insuficiências constatadas decorrentes da mà tradução da versão original (em lingua inglesa) para a versão em lingua portuguesa,no essencial,foram aprovadas as àreas potenciais para a celebração dos Protocolos,constantes do Relatòrio supracitado tendo recomendado a inclusão dos seguintes aditamentos:

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ADITAMENTOS

1 - Caminhos de Ferro

a) Definição das medidas necessàrias à criação de condições para o estabelecimento de uma concorrência leal, desejàvel, entre os caminhos de ferro e os outros sistemas de transporte, em particular com o modo rodoviàrio;

b) Interligação dos Caminhos de Ferro com os outros sistemas de transporte, em particular com o sistema rodoviàrio a nivel regional, quer através da criação de Portos Secos quer através do estabelecimento de entrepostos de cargas nos terminais ferroviàrios, para o desenvolvimento do transporte inter- modal;

c) Criação de centros oficinais regionais para a manutenção e reparação de orgãos do material, com o aproveitamento dos recursos e das instalações existentes na região;

2 - Aviação Civil

Facilitação e/ou estabelecimentos de normas que garantam os fluxos normais de repatriamentos das receitas geradas pelas Companhias Aéreas da região SADC nos Estados membros;

3 - Meteorologia

a) Identificação do conjunto de serviços comercializàveis.

b) Estudo de formas de mobilização de recursos financeiros através da venda aos utilizadores dos serviços comercializàveis e harmonização dos critérios ou fôrmulas de càlculo das taxas de cobrança desses mesmos serviços; as receitas provenientes da cobrança de tais serviços servirão de complemento aos escassos recursos financeiros que os Governos, através do Orçamento Geral do Estado, põem anualmente a disposição da Meteorologia.

4 - Serviços Postais

Considerar obrigatòria a transportação gratuita das malas de correio,a titulo de prestação de um serviço social.

OBS: Essa disposição deve constar nos Protocolos de todos os sistemas de transporte.

5 - Telecomunicações

Criação de condições com vista a harmonização das infraestruturas especificas de telecomunicações nas àreas de transporte e outras,na perspectiva da sua compatibilidade.

III - SÍNTESE/CONCLUSÕES

A síntese global das respostas dadas recente e dinamica [illegible] às diversas questões identificadas como potenciais [illegible] a celebração dos Protocolos constam do documento intitulado, SATCC - Protocols Development Process (Synthesis Workshop) 22 - 25 May 1995 (Working Document)

SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT OF THE NATIONAL STAKEHOLDER WORKSHOP

BOTSWANA

GABORONE, BOTSWANA, 3 - 5 MAY 1995

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SADC COMMUNITY-BUILDING
REPORT ON BOTSWANA NATIONAL WORKSHOP ON TRANSPORT AND COMMUNICATIONS PROTOCOL ISSUES DEVELOPMENT
GABORONE 3-5 May 1995

General:

The attendance in numbers was an average of twenty-two (22) per day with sixteen (16) participants being the core participants to all seven sub-sectors.

The participants strongly endorsed the protocol issues that were defined in the report of the Regional Sub-sector Stakeholder Workshops hereafter referred to as the report. The participants also endorsed inter-sectoral and SADC cooperation. Thus, the comments listed below under each sub-sector are additions or amendments to the issues found in the report.

The methodology of the workshop was to offer the group a general overview of a sub-sector based on the policy issues defined in the report. The participants then divided into syndicate groups to discuss the issues, in full, among themselves. The participants were asked to bring their experience to bear on the issues of the sub-sector rather than to simply explain the position of their agency. The participants then reported their findings in plenary session and the group discussed the findings as a whole. The methodology permitted them to actively involve themselves in developing policy issues prior to writing the actual protocols.

The quality of participation was high and the discussions were candid and serious. The participants worked hard, often from early morning into the early evening. The energy of the group more than compensated for the low numbers. The fact that the facilitators encouraged the attendees to participate more as individuals and less as representatives of their institutions seems to have had a catalytic effect. Both the facilitators and the technical experts thought it was a factor in the steady attendance for all the sub-sectors.

The sense of the group was that this whole exercise in protocol development was practical and action oriented, and should continue to be so.

The list of participants is attached as Appendix 1, the formal evaluation of the workshop attached as Appendix 2, and a sample daily evaluation is attached as Appendix 3.

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Specific:

In addition to endorsing the issues, both protocol and non-protocols, as arrived at in the Harare and Johannesburg regional workshops the following observations were highlighted in each sub-sector:

ROADS AND ROAD TRANSPORT

Regulatory Framework

- Encourage competition transparency.
- Minimum and affordable requirements need to be set.
- Harmonize regulatory frameworks which are standard within the region.
- Need for private sector involvement in the formulation of regulatory frameworks.
- Should not be unnecessarily restrictive.
- Vehicle load limits should be harmonized and studies for cost implications should be carried out.
- Vehicle dimensions to be harmonized; no problem noted with suggested dimensions for the region.
- Tyre pressures should be harmonized.
- Studies should be carried on to investigate damage to roads, accident impact, and cost benefit analysis of harmonisation.
- Enforcement of limits (e.g.overload control) should be harmonized and strengthened.

Road User Charges

- There should be the same road user charges for the whole region. Studies are on going to harmonize this.
- Suggest charges on vehicle kilometrage/tonnage be applied on roads used by regional traffic.

Road Traffic Legislation

- Standardize the design, construction and maintenance of roads.
- Establishment of a dedicated road maintenance fund.

- Law enforcement must be strengthened: e,g, on weighbridges, training officers should be empowered to take appropriate action.

- Common axle loads.

- Penalties should be proportional to the over loading.

- Bridge formula should be used.

- Harmonisation of related legislations both within countries and at the regional level.

- There is a need for common traffic legislation, e.g. common standards, speed limits, signs and road markings, testing of drivers licenses, etc.

Transit Charges

- National and regional transport associations must be established.

- Designate transit routes.

- Economically based, NOT fiscally based.

- We agree on harmonisation of these charges for the whole SADCC region. (Tonnage and kilomettrage should be the key factor in determining the charges.)

Cross Border Facilitation

- Harmonized insurance system for third parties and cargo.

- Further studies need to be carried out.

Transport Policy

- Rather than use "domestic" and "foreign," use "domestic" and "regional." "Foreign" refers to anything outside SADC.

- Form of consultation/agreement on different modes of transport, and in difference countries.

- Inter-modality emphasized.

- Should not disadvantage domestic operators.

- We need regional transport policy which all SADCC countries can work within.

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Road Safety

- Driver's education - use same manual in all countries.
- Law enforcement strengthened.
- Not a protocol issue BUT should be covered in legislation.
- Road safety and user education should be promoted regionally.

Regional Insurance

- There should be a common insurance policy for the region. Or, as an alternative, there should be national and regional insurance policies. A regional common fund can be worked out as appropriate.

Common Certification

- Standard testing for drivers and testing centers.
- Standardisation of equipments.
- This needs to be harmonized also.

Common Infrastructure

- E.g. double lanes, design for roads (axle loading).
- Harmonisation of design standards is needed for the region for signs, marks and specs; maintenance standards; pavement design; bridge design, etc.

Overload Control

- Should be covered under legislation.
- Overload should be enforced regionally at all boarder posts, i.e. there should be weighbridges at all regional boarder posts and along strategic routes; and standardized procedures to facilitate uniformity in the weighing process and recording.

Dedicated Road Fund

- National road fund preferable to cover transit routes.
- Regional road fund would follow the implementation of regional transit charges.

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Tariffs

- Should be market based for intra-SADC traffic.
- Recommend through tariffs.

Additional Protocol Issues:

1. Dedicated road fund should be a protocol issue (presently it isn't). The means should be found to fund it on a non-discriminatory basis. The fund would be used for road maintenance. The fund would have to decide which roads within a country would qualify for road maintenance support because of their use by regional transport vehicles.

2. Some delegates felt that road safety should not be a protocol issue (currently it is). The same for overload control, but overload control should be included in national legislation.

3. Tariffs should be part of the protocol issues.

4. It was suggested that some statement within the protocols be made on backhauling and the freedom of movement of truckers so as to allow for economically viable operations.

RAILWAYS

A. Non-protocol Issues
Creation of an Enabling Environment

- Autonomous Boards of operating entities to consist of a cross-section of qualified and accountable business-oriented people.
- The four (4) modes of transportation need to be complemented in as far as possible.
- Co-ordination of appropriate transport connections in the region.
- Emphasis is needed for commercialisation and restructuring including levelling of the playing field.
- Government should promote private sector participation.

Market Forces

- Regional tariff standards should be established.

B. New Protocol Issues and Amendments to Regional Issues

- The original issues 1 and 2 could be captured by one protocol statement.

- Provide for a regulatory environment which will facilitate the commercialisation of railways. In order to improve their profit margin:

    i) Common fuel supply

    ii) Electrification of track

- As an enabling tool SADC railways should agree to have a regional statute.

- The regional supervisory or regulatory body to have membership from all states and subsidiaries at the national level.

- Develop legislation for environmental issues. Electrification of track will reduce pollution.

- Locomotives should be allowed through borders to reduce delays (No visa.)

- Standardized track width and strength of gauge and bridges to withstand various speeds and loadings.

- Establish regional training institute for railways to train all staff categories. Training centres already have capability to sell training services, to third parties. Hence, they should be utilized after regional rationalisation of training centres.

- Develop a regional insurance or re-insurance agency with subsidiary offices in each country. (Would reduce costs, and simplify/standardize procedures.)

- Need to strengthen railway physical security.

- Review possibility of use of solar power in railways.

PORTS AND SHIPPING

A. Non-protocol Issues

Observations:

i) The port must be owned by the country.

ii) Privatisation of a port not entertained, but services could be commercialized.

iii) Suggested re-look into the existing inland waterways laws.

iv) Encourage private ship ownership.

v) Policy should allow use of ports by landlocked countries.

- Emphasis the introduction of multimodal transport from seaports to interland.

- Creation of regional bond guarantee scheme facilitating the through movement of goods from ports to consumer countries.

Regional Maritime Policy

- Enabling environment should be part of this policy. (Non-discriminatory use of ports)

Safety and Pollution Control

- Docking ships carrying nuclear materials and dumping of nuclear waste in territorial waters needs to be highlighted.

- There should be a regional policy on ships bearing nuclear materials including non-acceptance of nuclear waste and of ships carrying nuclear waste.

- Include oil spills control and clearance.

Regional Bond Guarantee Scheme

- Bond Guarantee Service not requiring payment of deposit should be established to facilitate movement of "cargo in transit" A scheme should be sought to overcome problems associated with existing insurance schemes for "cargo in transit". Punitive measures needed for defaulters.

Regional Body

- Widen T.O.R. to reflect role of regional bodies.

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B. New Protocol Issues

- Infrastructure investment should be encouraged nationally and regionally.

- To ensure that landlocked countries have access to these ports in a non-discriminatory way. Government must adopt non-discriminatory policies in the use of ports and in access to ports by other members of SADC.

- In order to provide an enabling environment to private sector participation, permit port operations to be autonomous and commercialized.

Issue of Goods Security

Intercepted goods (robbery, war etc) - who bears responsibility?

CIVIL AVIATION

- Liberalisation of traffic rights to be highlighted.

- Standards and certification to be highlighted.

- Restructuring, cooperation and integration to be included.

- Emphasize regional tourism, promotion and packaging.

- Introduce common transport inter-modal ticketing regime.

Establishment of SARATA

- States should sign and ratify SARATA as early as possible so as to establish same as has already been agreed upon.

A Common Regional Strategy

- This to include ratification of international agreements.

Regional Measures to Improve Airport Security

To be split into:

- Aviation security

- Drug trafficking, explosives, carriage of hazardous materials, etc., including regulations to deal with violations.

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Creation of Enabling Policy and Regulatory Environment

- The phrase "enabling policy" should be better defined.

Regional Airline Integration and Liberalisation

- Emphasize more active follow up of conferences held in Windhoek (October 1994), and Mauritius (September 1994).

- Enhancement of airline cooperation will primarily come through national protocols rather than SARATA. SARATA is a legal instrument through which SADC protocols and agreements can be implemented. Can also serve as way to review those protocols and agreements. SARATA does not bring about cooperation, rather it supports the cooperation the airlines have agreed to.

METEOROLOGY

Issues to be Included in the Protocols

- Member states should adopt or develop legislation on national Meteorology services.

- Meteorology should be recognized as a tool for development at both national and regional level.

- Regional centre should report on weather information in the region and provide guidelines.

- Include liaison with international centres and regional tertiary institutions.

- Establish a body to coordinate the regional activities (SAMETA)

- Structure and frame of policy to be decided by regional headquarters and each member is left to frame it's legal instrument within that regional policy.

- Regional centre should not replace the national centres, but its formation should lead to rationalisation and harmonisation. This would take existing structures into account as well as financial constraints.

- Create a regional Meteorology authority (RMA).

- Public awareness of meteorology through public education as well as informal education.

- Governments must support meteorological research.

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- Protocol should cover equipment standards and maintenance.

- A regional body must be established.

Other Matters

The workshop felt strongly that:

a. Commercialisation is not feasible and therefore legal instruments on same are not appropriate.

b. Competition not feasible

c. Reporting and provision of weather information should not be restricted to authorized institutions.

d. If moving to digital equipment then everyone should move and standardise the equipment, procedures, etc.

POSTAL SERVICES

Issues to be Included in the Protocols

- In postal restructuring commercial principles should be observed, e.g. board appointed from commercial sector and made accountable.

- Develop regional comparable tariffs.

- Develop common service standard for:

  i. Electronic mail services (e-mail)

  ii. Express mail service (EMS)

  iii. Accommodation of the two languages used in the region (English and Portuguese).

- Establish one regional regulatory or supervisory body

- Rationalize use of training centres

- Develop promotion of art by postal services

- Develop a common regional strategy to enhance mail security including combatting of mailing of illegal and dangerous goods.

TELECOMMUNICATIONS

Issues to be included in the Protocols

- Take into account rural service and dedicated users.
- "Develop" should replace "define" telecom policy.
- Competition to be included.
- Establishment of independent regulatory bodies at national level, but SATA to function as an advisory body to the regional regulatory body. Judiciary should regulate the regulator.
- Duties of the regional telecommunications regulatory body to be spelt out along the lines of railways body on page 8.
- Adherence to I.T.U. standards and recommendations
- There must be collaboration of both international and tertiary institutions in the region.
- Cross-border facilitation in order to repair faults.
- SATA should remain an association for telecommunication operators.
- Interconnectivity within the region.
- Governments must share the cost of providing telecom services in uneconomic areas.

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APPENDIX 1
PARTICIPANTS

MAY 3, 1995

Name	Title	Organization[1]
ATTA, Dr. J.K.	Senior Lecturer	University of Botswana
BOTANA, C.B.	Chief Traffic Manager (Mahalame)	Railways
DIPHUPU, N.	ACA	Customs
GAMBULE, N.	Marketing Services Mgr.	Air Botswana
GUNDA, S.T.	Ground Services Manager	Air Botswana
JAYAWARDENA, B.H.	Asst. Director General	Postal
KEITHEILE, O.B.	Roads Engineer	Roads
KEMOKGATLA,K.C.	Director	Roads
KGOTLANA, Lilian	Asst. Statistician	MWTC
KOTI, J.B.	Transport Officer	DNTC
LAWSON, Laurie	Principal Consultant	IDM
MAKEPE, T.A.	Planning Officer	MWTC
MANQADI, M.	Tranport Officer	DNTC
MOJAPHOKO, L.	Senior Engineer Transmission	B.T.C.
MOKGATLHE, R.W.	Commercial Manager	Air Botswana
MOSUPUKWA, Kemoitse	Director	Civil Aviation
MOTSWAGOLE, L.	Planning Manager	Air Botswana
MUKHANGE, B.I.	SEPD/SWD	B.T.C.
NTHOBATSANG,B.M.	Ag. Director	DNTC
NUNDU, O.R.	Civil Aviation	SATCC
PHUMAPHI, V.E.B.	General Manager	C.T.O.
RAMOLOGO, H.C. (Mrs.)	Customs Administrator	Customs
RAMOTHWA, G.K.	Director	Met Services
SETSHOGO, S.A.	Senior Roads Engineer	Roads
SWAMI, Dr. B.N.	Professor(Accounting & Management)	University of Botswana

May 4, 1995

ATTA, Dr. J.K.		
BRAHMBHATT, P.	Engineer	USAID
DILLENBECK, J.	Airline Advisor	MWTC
DIPHUPU, N.		
GAMBULE, N.C.		
JAYAWARDENA, B.H.S.		
KANDOROZU, David	Bus Operator (Mahacapye)	
KEITHEILE, O.B.		
KEMOKGATLA, K.C.		

[1]Unless otherwise noted, all organisations are located in Gaborone.

KGOTLANA, L.C.		
KOTI, J.B.		
MAKEPE, T.A.		
MOJAPHOKO, L.		
MMUSETSI, A.	P.I.O.	Immigration
MOSUPUKWA, K.J.		
MUKHANGE, B.I.		
NTHOBATSANG, B.M.	PRSO	MWTC
PHAGE, P.	Senior Meterologist	Meterological Department
PHUMAPHI, V.E.B.		
RAMOTHWA, G.K.		
SETILO, I.	Asst General Manager	C.T.O.
SELOTLEGENG, B.	Customer and Ground Services Manager	Air Botswana
SWAMI, Dr. B.N.		

May 5

ATTA, Dr. J.K.		
CHUMA, Onias	Postal Controller	Postal Services
KIPHUPU, N.		
GAMBULE, N.		
KEITHEILE, O.B.		
KGOTLANA, Lilian		
KOTI, J.B.		
MAKEPE, T.A.		
MMUSETSI, A.T.		
MOJAPHOKO, L.		
MOSUPUKWA, K.J.		
NTHOBATSANG, B.M.		
PHAGE, P.		
PULE, Patrik	Principal Postal Controller	Postal Services
RAMOTHWA, G.K.		
SETILO, Isaiah		
SWAMI, Dr. B.N.		

APPENDIX 2

STACC PROTOCOL DEVELOPMENT
NATIONAL WORKSHOP
PARTICIPANT EVALUATION

GABORONE, MAY 5, 1995

1. Which of the following sessions did you attend?

	Number of Participants	Sub-Sector
A.	9	Road and Road Transport
B.	10	Railways
C.	11	Ports and Shipping
D.	13	Telecommunications
E.	13	Postal Services
F.	14	Meteorology
G.	11	Air Transport

2. What did you like about the workshop?

-The openness and seriousness that characterized the discussions. The workshop was a learning exercise in that it gave an opportunity how the sub-sectors inter-relate and inter-work.

-the openness in the workshop

-The spirit of participation was very high which I believe enabled the participants to capture most of the important issues to be included or excluded.

-very informative and provided an atmosphere for the exchange of information

-group discussion was useful--items on transportation

-openness and free expression of own opinion, good learning environment and free exchange of ideas.

-healthy experience sharing

-frank manner in discussing issues

-the openness of the workshop participants

-participation by all

-participation spirit

-the fruitful discussions with a lot of additional protocol issues

-well organized and free discussion among the participants and the facilitators

-exchange of ideas

3. What did you dislike about the workshop?

-nothing

-nil

-Time allocated to the workshop was very short and as such we worked non-stop which was a bit strenuous. Also the workshop invitation and papers were distributed at the workshop which made working difficult (reading and thinking at the same time.)

-none

-sometimes sessions shad to be rushed due to lack of time

-workshop documents were distributed late; otherwise workshop quite interesting and informative

-nothing

-absence of private sector participants

-none

-time keeping

-participants who only came for their session and failed to send representatives for other sessions

-none

-none

-the report was distributed too late

4. Were the workshop objective accomplished in your view?

-Yes, indeed. New protocol issues were added and endorsed by participants. The workshop provided an enabling environment in order to discuss regional issues.

-Yes, the protocol issues were thoroughly debated and expanded.

-yes, indeed they were

-all

-yes, quite successfully accomplished

-yes (7)

-Indeed yes, all objectives presented were achieved.

-I hope the workshop achieved its objectives

5. To what extent did the workshop help to develop protocol issues?

-It provided the freedom to add new protocol issues and amend existing protocol issues, where necessary.

-I think this workshop tired to a great extent to develop protocol issues to suit the region and the country.

-It did help to develop protocol issues as additions/alterations were made to the existing ones. But as a customs person I feel our part would be better addressed by the Trade Committee where among others customs cooperation is taken care of.

-no response

-to further develop discussion on protocol issues

-provide basic information for formulation of protocol issues and legal instruments

-some of the protocol issues were clarified through discussions

-it added point which were overlooked at regional meetings

-no response

-to a great deal

-to the extent of helping government reach meaningful decisions

-I have learned a lot from the cordial discussions

-to a great extent as it identified additional protocol issues

-by adding new protocols

6. In your view, how valuable is the stakeholder involvement in the process?

Low				High
1	2	3	4	5
		(1)	(2)	(11)

Comment

-It is very important for stakeholders to decide the destiny of their enterprise.

-The stakeholder's involvement will form a proper representation of each country.

-but, I would comment, that if only all the stakeholders involved could've been invited

-This will help develop relevant and effective services.

-Unfortunately not all the stakeholders were represented.

-We have agreed on many protocol issues and many new ones were added.

-indicated by the active participation

7. In your view how effective is the stakeholder involvement process?

Low				High
1	2	3	4	5
			(2)	(11)

(1 no response)

Comment

-It is very effective. But next time make sure the invitation is early so that all people involved are able to attend.

-The effectiveness depends on understanding and available knowledge and information.

APPENDIX 3
SAMPLE DAILY EVALUATION (ORAL)

ROADS AND ROAD TRANSPORT & RAILWAYS WORKSHOP EVALUATION

Evaluation by workshop participants as to what they liked about the day/what they learned.

- The enthusiastic spirit of the workshop delegates;
- A strong desire on the part of the workshop delegates to develop protocol issues;
- I learned how much I missed some organisations agencies not being present at the workshop;
- The contribution of delegates;
- Learned the level of commitment of Botswana Government;
- I learned that "no sub-sector is an island" we are all in this together;
- Cooperation was high among workshop participation;
- I learned the importance of seeing the whole (all seven sub-sectors) in an integrative sense;
- I appreciated being told to represent myself as and individual and not have to be a representative of my employer;
- Learned a good deal about the issue of insurance;
- I was impressed with how quickly the delegates grasped the issues;
- I learned that many people in my country are very serious about seeking answers;
- The workshop offered an opportunity to learn about things I didn't think I would learn.

Lesotho Syndicate Group Reports

Roads and Road Transport Sub-Sector and Railways Sub-Sector

Group 1:

PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)Regulatory Framework Safety Regulation	Should be common vehicle classification in regard to licensing of drivers	Common vehicle classification
2)Road Traffic Legislation	Agreed	No Cabotage
3)Transit Charges/ Cross-border charges	Agreed	-Road authority bad -Funds recovered should be used for maintenance of all roads
4)Cross-Border Facilitation	Agreed	Harmonized documentation
5)Regional Insurance Scheme	Agreed	Consumer Coverage
6)Reg. Road Transport Policy	Agreed	National Trans. Policy should include consumers
7)Road Safety	Agreed	Harmonization Law enforcement Incorporate training in educ policy
8)Common Certification	Agreed	Harmonization of training - operators, training centre, etc.
9)Common Infrastructure & Equipment Standards	Agreed	Peculiar terrain in Lesotho, types of road materials should be considered
10)Overload Control	Agreed	Uniform control on Loading/weight lt

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SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT OF THE NATIONAL STAKEHOLDER WORKSHOP

LESOTHO

MASERU, LESOTHO, 17 - 19 MAY 1995

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PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
5) Regional Insurance Scheme	Pay through fuel purchase	
6) Transport Policy	Standardise vehicle checking	Deal with pollution
7) Road Safety	Licensing strict uniform enforcement; school syllabus	1) Attitudes 2) Enforcement lax 3) Re-testing and point system for safe drivers
8) Common Certification	Acceptable	
9) Technical Standards	Roads signs; designs standards; RM systems route numbering GVM vehicle dimensions	1) Makes driver at home though the region 2) Facilitates safety
10) Harmonisation of Standards	Requirement	1) Same std of training 2) Equipment & spare parts
11) Overload Control	Problematic to control	1) Involvement of transport 2) Control at loading points 3) Control at Border Posts 4) Automated Weighbridges 5) Prohibited charges

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PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
RAILWAYS		
1)Enabling Environ.	Lessen govt. intervention	
2) Playing Feild	Field is level	1) Cost is right for high volume low cost 2) Railway can procure freight vehicle 3) No business sense yet (still govent. oriented) 4) Not customer friendly
3) Regional Regulatory body	Vital	For easy movement of cargo from coutry to coutry
4) Environ. & Pollution Controll	Standard carraige	
5) Regional Liability Regime	- Insurance from the onset - Set liability centre as in PTA.	
6) Harmonisation of Standards	Requirement	1) Same standard of training 2) Equipment and spare parts 3) Handling of goods

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GROUP 4

ROADS & ROAD TRANSPORT PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)	There should be a regulatory instrument to set similar standards to all eleven countries	
2)	- Common road signs and signals	Strong law enforcement
	- Uniform drivers licenses	
	- Road safety rules	
	- Common infrastructure	
3)	Regional raod fund	Part of toll gate be for RRF
4)	- Facilities for cargo & passengers	Qualiy of service
	- Same permits for SATCC	
	- Maximise operating hours	
5)	Same third pary insurance scheme	
6)	Free market haulage	
7)	Agreed	
8)	Exposure to common training	
9)	Weighbridges	Heavy fines

RAILWAYS PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)	Free administration	Revenue back into railway industry
2)	Remove discriminatory practices	
3)	Liaison body e.g. frieght forwarders	
4)	United Nations standards	
5)	Liability of every country be the same	

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GROUP 3

ROADS AND ROAD TRANSPORT PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)	Concurred	
2)	Roads signs & drivers licenses should be harmonised	
3)	Harmonised systems to be identified to explore financing for cargo	
4)		Collection of tax at border post
5)	Concurred	
6)	Internal border fees to be examined	Border toll fees
7)		Disagree with import duties eliminations

RAILWAYS PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)	Govt. involvement (Regulatory role)	
2)	Propotionate distribution levied paid	
3)	Concurred	
4)	Concurred	
5)	Like it extended accountability	
6)	Remove visa requirements	
7)	Concurred	

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ROADS AND ROAD TRANSPORT

PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)	Agreed	Local road transport industry need proper orientation into the sound economics and cost effectiveness & quality
2)	Agreed	
3)	Agreed	Lseotho need to establish road fund credit card be used instead of cash (special cards be used)
4)	Agreed	Cross border procedures should be the same throughout the region (SADC) training staff; customs; immigration; tourism declined as a results of current situatuation
5)	Agreed	Be carried outthrough the region
6)	Agreed	Participants of private sector
7)	Agreed	Public awareness
8)	Agreed	Standardise
9)	Agreed	
10)	Agreed	Weighbridges high penalties

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GROUP 5

RAILWAY PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)	Agreed	Railway services & equipment be improved to meet current & future demands
2)	Agree	Research and feasibility study be carried out on passenger transport towards future improvement on both rail & roads modes
3)	Agreed	Such bodies be established both at national and regional level
4/5	Agreed	International convernsion and rules be adhered to. Govnt. to enforce such controls
6)	Cross border facilitation be improved	- Harmonisation and standardisation of cross border documents
7)	Agreed	SATCC bereau of standards

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9)	Agreed	No cabotage - unless Unless discussed & resolved at liner conferences

GROUP 3

PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)	Y	Rep. of L/L count in the body
2)	Y	Need act with respect to maritime policy
3)	Y	- Comply with international convensions - liability regime enforcement
4)	Y	Est. optimum convesions to ratify common to all member states - liabity regime included Need to upgrade the dryport to the minimum requirements
5)	Y	Harmonise documentation.

GROUP 4

1)	Concurred	Compliance to International Conventions
2)	Concurred	Sea worthiness and dumping of toxic waste
3)	Concurred	Safety, insur. & security
4)	Concurred	
5)	Concurred	
6)	concurred	
7)	Concurred	Training should standardised.

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		against the culprits

PORTS AND SHIPPING PRESENTATIONS

GROUP 1

PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1) Regional Maritime Policy	Agrees	- Regulatory body = govt, stakeholder, consumers - Regionalised standardised policy
2) Safety & Pollution control	Agreed	Awareness campaign watchdog strict enforcement training
3) Accession to International Conventions	Agreed	Inform, awareness
4) Transit Traffic & Dryports	Agreed	As per roads & railways training harmonisation, documentation, customs etc.
5) Regional	Agreed	

GROUP 2

PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)	Agreed	
2)	Agreed	Access to sea
3) UN also landlocked	Agreed	Decision on conventions countries must be involved Convetions apply to any country operationg a port dry or not
4)	Agreed	Customs inefficiency
5)	Agreed	
6)	Agreed	But same as No.1
7)	Agreed	Training in human resource
8)	Agreed	Cargo handling equipment standards to facilitate SADC ability to compete with other regions

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PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
		acedes to by member countries
Sarata should also incorporate		
		International stds and rules suitable for the region and also considering our international competetive edge
3)	Agreed	
4)	Agreed	Visa abolition Airport charges to be standardadised thoughout the region
5)	Agreed	Abide by the convensions & our own regional measures; emphasis should alos be on illegal firearms
6)	Agreed	National Transport Policy to facilitate the agreed measures within the region
7)	Agreed	Need for competition the benefit of consumers
8)	Agreed	
9)	Agreed	
10)	Agreed	Commercialise some services
GROUP 3		
1)	Agreed	
2)	Agreed	Take into account standard of other intern convetions e.g. ICAO
3)	Agreed	Sarata to workout & implement the

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CIVIL AVIATION PRESENTATIONS

GROUP 1

PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1) Establish Sarata Regime	Agreed	Time limit for financing by states airlines to privatise
2) Establish Common Standards Regs; Safety & Requirements	Agreed	Training Enforcement control
3) Common Regional Strategy Civil air & air transport	Agreed	- Should have ability to influence - Have proper rep. selction
4) Harminisation of airports facilitation Cargo & passenger	Agreed	Common doc.& structures
5) Security to dicourage drug trafficking	Agreed	Advanced equip. necessary to enhance the system state protection
6)		
7) Regional Airline Intergration	Agreed	Sharing of ideas manpower exchange stick to private ownership
8) Librelisation of Traffic Rights	Agreed	No cabotage
9) Establish Regional Airtraffic Rights	Agreed	Harmonise coordination
10) Airport to independent autonomous Commercial entities	Agreed	Commercialise

GROUP 2

1)	Agreed	Should be on adhoc lines- avoid beauracracy establishment of a secretariat
2)	Agreed	- Sarata should contain & maintain common standards to be

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Flight safety, navigation services and air worthiness.		
3) ICAC	Concurred	Different negotiating powers to conventions (ICAC)

PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
4) Harmonisation of airports facilitation for cargo & passengers	Concurred	Standards to be eforced
5) Airport Security; Regional	Concurred	Punitive measures (esp. drugs)
6) Policy & Environment for efficient airline operations	Concurred	Participation of nationals (Inter-modal)
7) Regional Airline Intergration	Concurred	But national identity should be maintained
8) Liberalisation of Traffic Rights	Concurred	
9) Establishment of Regional ATC System	Concurred	
10) Autonomy of Airlines	Concurred	
11) CRS		

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		strategy; common convensions & agreements be ratified
PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
4)	Agreed	Control systems must first be established
5)	Agreed	Equipment sniffer mechanism incl. dogs
6)	Ageed	-Common computer reservation syst - Division of labour with respect to specialisation in airttransport activities / services - Use of facilities & subsequent code sharing - Joint
7)	Agreed	No need for regional airline but facilities can be jointly used
8)	Agreed	
9)	Agreed	Advocate for use & improvement of existing facilities
10)	Agreed	Depending on the level of traffic
GROUP 4		
1) Establishment of SARATA	Concurred	Sarata should be effective and efficient. Gov't funding but no control (interference)
2) STD's, rules, regulations for	Concurred	FCS, air navigation

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etc.

GROUP 3 PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)	Agreed	To enable the Met services to clarify liability regime for the services rendered
2)	Agreed	Long range forecasting for facilitation
3)	Agreed	Existing facilities to be used
4)	Agreed	Strengthen negotiation position
5)	Agreed	All to abide by WMO guidelines
6)	Agreed	To explore futher
7)	Agreed	More funds from Govt. Commercialisation

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METEOROLOGICAL SERVICES PRESENTATIONS

GROUP 1

PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1) Intitutionalisation of a Policy & Legal Framework.National Regional Levels	Agreed	Should be independent commercialisatio
2) Establishment of a Regional Weather Centre	Agreed	Provided funds are available
3) Establishment of Joint Regional & Training Centres	Agreed	Training & Reseach should be standardised
4) Development of Common Regional Positions & Strtegies	Agreed	
5) Institutional of common Regional Standards in Data Gathering, Reporting etc.	Agreed	Obtaining equipment from one source or compatible
6) Weather Modification	Agreed	Consult with other member states.
7) Enabling "Climate" for Efficient operations	Agreed	Regulatory framework combined w/ No.1

GROUP 2

1)	Agreed	It"s a matter of urgency
2)	No	A Protocol for this already existing operaing centre e.g. DMC, cyclone centre, etc.
3)	No	Utility existing centres like Nairobi Encourage bilateral tech. exchanges
4)	Agreed	
5)	No	Already taken care of by WMO, ICAO etc.
6)	Agreed	Should also include climate change issues
7)	Agreed	Public awereness Cost recovery from services to clients eg. LA, farmers, LHDA,

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GROUP 3 PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1)	Agreed	Enhance profitability & efficiency
2)	Agreed	Commonise services for conformity in order to promote trade note experience gained from PTA
3)	Agreed	Operational issues should be seperated from regulatory issues
4)	Agreed	
5)	Agreed	
6)	Agreed	Establish centrally located area to cut expenses

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PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
POSTAL SERVICES		
GROUP 1		
1) Postal Services Restructuring	Agreed	Commercialisatio business culture
2) Common Service Standards	Agreed	
3) IFNRL	Agreed	In conjuction with No. 1
4)	Agreed	
5)	Agreed	
6)	Agreed	Research and training centre
GROUP 2		
1)	Agreed	Commercialise including marketing publicising services
2)	Agreed	
3)	Agreed	Prohibited items - inspection - coordination with law enforcement - protection of transit
4)	Agreed	
5)	Agreed	
6)	Agreed	Each SADC member country to have training centre (current MCTC is focused on Telecomms) There should be facility for postal services

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Group 3

PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1 Telecoms Policy	Agreed	The functions for the operations and regulations should separate - free market
2 The establishment of a Regional Telecoms Regulatory body	Agreed	Other international undertakings to be observed by this authority
3 Harmonisation of technical standards and specifications	Agreed	Harmonisation is essential for opeartions and for facilitations of other support services
4 Setting up joint regional training and research facilities	Agreed	Identify and utilize existing facilities within the SADC region
5 Co-ordinated regional position in international fora	Agreed	Customers agrieved

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Telecommunications Sub-Sector
Group 1

PROTOCOLS	LESOTHO VIEWPOINTS	COMMENTS
1 Definition of a telecomm. policy - include options for ownership & guidelines on investments and regional co-operation	Agreed	Competiton should be enhanced - enforcement of the policy - commercialisation
2 The establishment of a Regional Telecoms Regulatory body	Agreed	Should look at the PTC Policy
3 Harmonisation of technical standards and specifications	Agreed	
4 Setting up joint regional training and research facilities	Agreed	Aggressive public awareness program

Group 2

1 Telecoms Policy	Agreed	Privatisation, separation of regulatory & operator functions
2 The establishment of a Regional Telecoms Regulatory body	Agreed	Composed of members from national resource body
3 Harmonisation of technical standards and specifications	Agreed	Exists through SATA & needs to be maintained
4 Setting up joint regional training and research facilities	Agreed	In co-opeartion with regional universities
5 Co-ordinated regional position in international fora	Agreed	

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49	Mr. S.W. Russell	Operator	Lesotho Bus & Center
50	Ms. P.M. Ledimo	Economic Planner	Ministry of Planning
51	T.M. Melao	Dispatcher	Senqu Airways
52	Ms. A. Mojake	Member	LTCEAU
53	Ms. L. Pitso		LTCEAU
54	Mr. M.N. Tau	Deputy Director	Postal Services
55	Ms. H.M. Radebe	Postal Controller	Postal Services
56	Mr. T.N. Molapo	Training Officer	Postal Services
57	Mr. S.M. Molete	Operator	LETA
58	Mr. J. Mahlalea	Operator	LETA
59	Mr. B. Manthanyane	Operator	LETA
60	Mr. T. Mothae		Lesotho Council of NGO's
61	Ms. P. Mot'soene		" " "
62	Ms. M. Kimane		Women in Business
63	Mr. Moshoeshoe		Traffic Police
64	Mr. B. Makhera	General Manager	Moshoeshoe I. Airport
65			

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Participant List:

	Name	Designation	Organisation
1	Mr. T. Segoete		Interfreight
2	Mr. F.M. Thaanyane	Managing Director	LFBSC
3	Mr. T. Let'soara		LFBSC
4	Mr. M. Mphahama		LFBSC
5	Mr. M.S. Molefe	Roads Engineer	Ministry of Works
6	Mr. J. Rantsane	Economic Planner	Ministry of Works
7	Mr. T.J. Masoabi	Sr. Econ. Planner	Ministry of Works
8	Mr. L. Rakoti	Managing Director	Lesotho Airways
9	Mr. A. Vakele	Traffic Manager	Lesotho Airways
10	Ms. M. Kotsokane	Supervisor	Lesotho Airways
11	Mr. T. Monaheng	Commissioner	Dept of Transport
12	Ms. M. Mokoena	Statistician	Dept of Transport
13	Ms. M. Maope	Transport Controller	Dept of Transport
14	Ms. M. Thorela	Road Safety Officer	Dept of Transport
15	Mr. M. Lesupi	Secretary	Road Transport Board
16	Mr. T. Lechesa		Chamber of Commerce
17	Mr. M. Mpobole		Chamber of Commerce
18	Mr. M. Molahli	Operator	Southern Star Taxis
19	Mr. M. Mpela	Operator	Nkekele Trans. Assoc.
20	Mr. M. Makara		" " "
21	Mr. B. Hoohlo		" " "
22	Ms. M. Litabe	Resource Planner	Lesotho Tourist Bd.
23	Mr. D. Nt'seli	Resource Officer	Lesotho Tourist Bd.
24	Mr. R. Nelson		Lesotho Express Del.
25	Mr. H. Woelk		DHL
26	Mr. R. Kamminga		LFFA
27	Mr. J. Venter		LFFA
28	Mr. T. Mojela		LFFA
29	Mr. O.M. Selikane	Operator	Private Sector
30	Mr. J. Makau	Operator	LBTOA
31	Mr. M. Raleting	Operator	LBTOA
32	Mr. M. Matsoso	Operator	LBTOA
33	Mr. Matsie	Operator	LBTOA
34	Ms. M. Leboko	Operator	LBTOA
35	Mr. P. Ts'iu	Operator	LBMOA
36	Mr. S. Moru	Operator	LBMOA
37	Mr. Matela Molefi	Operator	LBMOA
38	Mr. S. Sehloho	Operator	LBMOA
39	Mr. R. Theko		Metroplitan
40	Mr. B.T. Sekoli	Director	Meteorology
41	Mr. T. Ntoi		"
42	Mr. T.R. Tuone		"
43	Mr. C. Sebolai		Chamber of Commerce
44	Mr. M. Raotsi	Businessman	Chamber of Commerce
45	Mr. M.E. Matlosa	Sr. Customs Officer	Customs & Exise
46	Mr. M.E. Mahase	Operator	Southern Taxi Assoc
47	Mr. K.C. Motsamai	Operator	KTA
48	Mr. J.M. Letokoto	Operator	LMN

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SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT ON THE NATIONAL STAKEHOLDER WORKSHOP - MALAWI

BLANTYRE, MALAWI, 3-5 MAY, 1995

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INTRODUCTION

As part of the consultation programme in the development of Transport and Communications Protocols under the SADC Community Building process, a national workshop, involving all concerned parties in the sub-sector, was held in Blantyre, Malawi, from 3-5 May, 1995.

The basis of the consultation discussion was the Report of the Regional Workshops which were held in February and March, 1995 in Harare and Johannesburg covering all the sectors falling under the Transport and Communications Sector.

The Malawi meeting was opened by Mr. T. Kaunda of Ministry of Transport & Civil Aviation. In his opening remarks Mr. Kaunda gave some background to the Protocols development, emphasizing the role of national workshops in the process. Mr. Mbvundula from SATCC added highlights of the envisaged protocols development timetable.

A day after the opening of the workshop, Mr. Botomani, Deputy Secretary for Transport & Civil Aviation and Mr. Simuyemba, Coordinator of the Protocols Programme, expanded on the objectives of the workshop and intended outputs.

All these background remarks provided additional opportunity for the participants to contribute positively to the discussions.

A list of participants appears at Appendix A.

Detailed comments by participants appear as Appendix B.

Appendix C is a summary of the final evaluation by the participants.

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WORKSHOP ANALYSIS

Fifty four participated in the Malawi National Protocol Workshop in Blantyre, representing a wide range of government and parastatal organizations, private sector firms (mainly affiliated with road transport) and membership associations. All sub-sectors of transportation and communication were represented with the largest contingents from the road transport and railways interests. A list of participants can be found in Appendix A of this report.

The workshop process for the first two days followed the same format, namely participants working in small groups of 7-9 to review the protocol issues based on a short presentation by one of the technical experts. After an hour or more of small group discussion, based on the three tasks agreed upon in the pre-workshop planning meetings in Washington, each group reported its findings and the facilitators recorded them on newsprint. At the end of the group reports (in each sub-sector), the technical experts were invited to comment and to take further questions from the participants.

The workshop was successful but, like all such ventures, could be improved upon. For example, the participants in their small group discussions tended to focus in on details perhaps more appropriate to someone with editorial duties. While these comments will be helpful to those who craft the final report, they took away from the task of identifying larger concerns more representative of the protocol process.

In fairness to the participants, they had no opportunity to read the reports from the regional workshops, prior to the opening of this workshop. Furthermore, many of the participants were not senior enough in their organizations to understand fully the implications and consequences of protocol/policy stands at the regional and national level of governance and operation. This in no way should be construed as denigrating their contribution to the dialogues that took place. More senior officials would have been better equipped to contribute protocol concerns, based on their work experiences and access to relevant data and information associated with their job duties and responsibilities. On the other hand, many of those present will have much to contribute when the operational consequences of protocols are considered.

On the third day of the workshop, the facilitators changed the approach to the small group discussions by asking each group to take one of the protocol issues and discuss it in more depth. This change in the task assignment seemed to help the groups focus more directly on the protocol and away from editorial nitpicking.

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The input of the technical experts and those who attended the regional workshops could have been directed more effectively by the workshop facilitators in this initial country event. The expert presentations were perhaps more general than needed and targeted to simply reciting the points at the end of each sub-section of the report.

Lessons Learned from the Initial Workshop

Several lessons were learned that should help to sharpen the discussions in subsequent workshops on this circuit riding venture.

First, the experience of those who attended the regional workshops can be tapped more effectively by assuring that they are more evenly distributed among the small groups.

Second, the results of the last day's discussions indicate it may be more productive to have each small group focus on one or two of the major protocol issues rather than be asked to discuss all of the issues in each sub-sector. (The down side of this approach is not providing each person with an opportunity to experience and appreciate the full range of issues and details brought forth by those attending the regional workshops. One could argue the importance of exposing those who attend these national workshops to the full range of issues in the small group discussions, rather than one or two.

Third, it would have been more effective from a protocol perspective to have attracted more senior government officials and private sector executives. Conversely, operational officers will play an important role in the implementation of protocols that result from these deliberations. Their involvement in these workshops should increase their understanding of the underlying rationale behind the protocols, which in turn could lead to greater commitment when they become operational.

Finally, the input of the technical experts, as well as those who attended earlier regional workshops, can be enhanced by a more thorough discussion of:

(1) expectations (of their involvement as well as expectations of the workshop proceedings); and,

(2) ways to reinforce the workshop focus and provide participants with a better understanding of why the suggested protocols are important to their country and the region.

Possible Research Issues

Two possible research issues come to mind as a result of conducting the initial workshop. One, the process of participant recruitment

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and its impact on the quality of workshop results, based on stated objectives; and two, the correlation between the level of the participants' roles and responsibilities and the quality and substance of the protocol dialogue and results, also based on workshop objectives.

Participant Evaluation Summary

Although only about 60% of the participants responded to the evaluation, those that did provided thoughtful feedback and suggestions on the process. They noted the high participation level of those attending and felt the organization of the workshop contributed to that. They cited the structure of the syndicate groups in particular. They felt that the objectives were met, although there were a number of comments that there were not enough stakeholders present, particularly from the private sector.

Some participants said they would have appreciated having the materials from the Harare and Johannesburg workshops earlier so they could have been better prepared for the discussions. Even though some noted that few new protocols were developed, all seemed to get a better understanding of the issues involved in the various subsectors.

SUMMARY OF SECTOR COMMENTS

1.2 RAILWAYS

The development of a "seamless" railway service with a target date for its introduction should be adopted as a protocol issue.

1.2.1 a. ENABLING ENVIRONMENT

Enabling environment by government should apply to all modes of Transport to promote their respective operational efficiencies.

b. LEVELLING OF THE PLAYING FIELD

The fuel levy paid by railways should not be refunded to railways if such levy is for purposes of general government revenue. If the levy is for purposes of ploughing back to road maintenance, then railways should be refunded.

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c. REGIONAL SUPERVISORY BODY

There should be only one regional railways body, and since a body of Railways Chief Executives already exists with it appropriate sub-committees, it should form the regional body in coordinating railways matters.

d. ENVIRONMENTAL RESPONSIBILITIES

Rules and regulations covering the handling of dangerous/hazardous cargoes should cover all modes of transport, making use of existing international procedures to draw up regional standards.

1.2.2 ESTABLISHMENT OF DRY PORTS

Establishment of Dry Ports in the region should be encouraged so long as they do not impose additional costs on services.

In general it was the consensus that once the policy issues are resolved and an enabling environment put in place, the framework would be created for railways to address their constraints currently inhibiting their efficient operation.

It was also observed that the railways themselves can do a lot more to resolve prevailing commercial, operational and technical problems so as to deliver an efficient customer responsive service. The tension between economic needs of the railways and the social needs of governments have to be addressed more directly. Tariffs, e.g. must reflect the true cost of operations.

1.3 PORTS AND SHIPPING

1.3.1 a. ACCESSION TO CONVENTIONS

It was considered that <u>all</u> SADC member states should accede to relevant international conventions, particularly those affecting rights of access of landlocked countries to the sea. In addition sanctions should be developed or enforced for non compliance of agreed provisions to conventions.

b. PORT FACILITATION

Harmonized Customs procedures covering movement of goods and services across the region should be developed for all modes of transport.

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c. REGIONAL BODY

A regional body on ports, shipping and maritime matters should be an authority as opposed to an association.

1.3.2 a. PORT CHARGES

The commercial operation of the ports needs to be addressed. Issues included the removal of subsidies, port charges, and the issue of whether ownership should be vested in the private sector or government.

BOND GUARANTEE SCHEMES

A customs bond guarantee scheme should be developed as a regional protocol policy.

1.3.5 PROTOCOL ISSUES

An additional item should be added:

"7. Landlocked countries should be allowed to invest in maritime member countries".

1.4 ROADS AND ROAD TRANSPORT

1.4.1 a. TRANSIT CHARGES

It was the consensus that a standard formula for calculating transit charges should be adopted for the region.

In addition transit charges should be amalgamated into one. Coupons system was preferred to cash payment for transit charges. Coupons should also be negotiable.

b. DEDICATED REGIONAL ROAD FUND

The idea of a Regional Road Fund was welcome in principle, but requires detailed analysis/study. It was felt there should be agreement on roads to come under the Regional Fund. Majority felt it should include transit roads only. It was further noted that the institution of "Road Fund Authority" should be put in place before collection of the Fund's user charges.

c. IMPLEMENTATION FRAMEWORK

It was observed that banking services at border posts may not be necessary if matters of insurance and payment of transit charges with Coupons were harmonized.

It was emphasized that sanctions should be provided to enforce agreements which member states become a party to but fail to abide by.

d. TRANSPORT POLICY

Regional Environmental policy should cover all modes of transport.

e. IMPORT DUTIES

Import duties policy was considered a national issue rather than regional .

1.4.2 a. TOURISM PROMOTION

The relationship between a safe, economic, and efficient road transport sector and the development of tourism was highlighted and noted.

b. TRAFFIC SHARING

It was considered that traffic sharing should be accompanied by specific regulations or should be dealt with at bilateral level.

1.4.3 TRAINING AND REGIONAL RESEARCH CENTRE

It was recommended that the region should maximize use of existing institutions rather than creating new ones.

1.4.4 a. EQUIPMENT

Left hand drive vehicles should be phased out because they are prone to increasing incidents of accidents in the region.

b. OVERLOAD CONTROL

It was noted that:

- Monitoring equipment could enhance control of

overloading;

- Exchange of information between countries on persistent overloading could help to bring down the crime;
- Privatization may only result in bribes transferring from public sector officials to private sector operators;
- Need for modern equipment.

1.4.5 PROTOCOL ISSUES

No comments

2.1 CIVIL AVIATION

2.2.1 a. POLICY ISSUES

It was noted that SARATA is an authority of departments of Civil Aviation and <u>not</u> an association of airlines.

b. AIRLINE INTEGRATION

It was proposed that traffic rights consolidation should be implemented by 1st January, 1997.

Airline integration should be undertaken by 1st January, 1998.

c. FACILITATION OF AIR TRANSPORT

Enforcement of illegal trade, particularly drugs, should be across all modes of transport.

d. TARIFFS AND COSTS

The adoption of SDR was not well understood since airlines already calculate fares through unit of NUC.

It was commented that harmonization of aviation fuel price may not be practical.

2.2.3 AIR TRAFFIC CONTROL

It was noted that creation of regional control centres would not necessarily eliminate need for national air traffic control units.

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2.2.5 PROTOCOL ISSUES

Add a new item:

"9. Need for a regional policy on non-scheduled air services".

2.3 METEOROLOGY

2.3.1 a. POLICY FRAMEWORK

Add paragraph to read as follows:

Given its strategic role, Meteorology needed to be accorded due attention in the regional programme.

b. COMMERCIALIZATION OF METEOROLOGICAL SERVICES

- The group agreed that meteorology should be commercialized;
- If weather information is paid for, the meteorology services should be liable for accurate or wrong weather forecasting in accordance with the legal framework.

c. REGIONAL WEATHER CENTRE

- Global issues should be handled by Regional Weather Centre

2.3.2 COMMERCIAL ISSUES

Agrometeorology

SARCCUSS (Climatology and Agrometeorological components) must be integrated into the SADC regional meteorology programme.

2.3.3 POTENTIAL PROTOCOL ISSUES

- Item No. 4 should be deleted because it is operational issue
- A 6th item on the protocol issues should be added on 'commercialization of meteorology services.
- A 7th item on the protocol issues should be added on 'weather modification in the SADC Region'
- An 8th item on the protocol issues should be added on 'role of Meteorology in the

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protection of the environment.'

2.4 POSTAL SERVICES

2.4.1 POSTAL RESTRUCTURING

It was recommended that postal GIRO Service should be established in all SADC countries to facilitate money transfers.

2.4.2 REMUNERATION RATES

It was noted that inter-postal administration remuneration rates should be "postal terminal dues" to be consistent with postal terminology.

2.4.3 PROTOCOL ISSUES

There were no comments

2.5 TELECOMMUNICATIONS

2.5.1 It was generally observed that while telecommunications was a major technologically developing industry, authorities should not overlook basics which normally are sufficient to provide service to the majority of the population and users.

Policy in this sub-sector needs development at both the national and regional level. Governments must create an environment which is conducive to rapid change, facilitates investment, and promotes regional joint ventures.

The restructuring of telecommunications services shouldnot be at the expense of improving telecommunication services in the rural areas.

2.5.5 PROTOCOL ISSUES

Rewrite Protocol 1 to read "Develop a national and regional telecommunications policy including options for ownership and guidelines on investments and regional cooperation.

Add a new item:

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"5. Develop regional trunk network links between such countries as Malawi, Mozambique, Tanzania, Zambia as a matter of high priority."

CONCLUSION

The Workshop was formally closed by Mr. Botomani, Deputy Secretary for Transport & Civil Aviation. In his remarks he paid thanks to SATCC, organizers, facilitators, technical experts and participants. He also commended USAID for funding the programme.

Mr. Botomani particularly commended the method of protocol development which has given opportunity to all concerned parties to participate and therefore making them part and parcel of the policy formulation process.

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APPENDIX A:

LIST OF

PARTICIPANTS

SATCC/IPC PROTOCOLS DEVELOPMENT PROJECT

PARTICIPANTS TO NATIONAL WORKSHOP

COUNTRY: MALAWI CITY: BLANTYRE
DATE: 3-5/5/1995 SECTOR: TRANSPORT AND COMMUNICATIONS

SER. NO.	NAME	ORGANIZATION	TITLE	CITY	PHONE AND FAX
1	MR. D.R. KAMDONYO	MET. DEPT.	METEOROLOGIST	BLANTYRE	694 355/694 322
2	MR. J.W. CHALAMANDA	MINI BUS OPERATOR	ADMIN SEC	BLANTYRE	651 502
3	MR. J.L. DAMBE	KAMUZU INTERN. AIRPORT LTD.	SENIOR PROPERTY OFFICER	LILONGWE	760 515
4	MR. W.Y. KACHIKA	IMMIGRATION	DEPUTY CONTROLLER IMMIGRATION SERVICES	BLANTYRE	623 777
5	MR. E.M. KALENGA PHIRI	RESERVE BANK OF MALAWI	DIVISION CHIEF	LILONGWE	780 600
6	MRS. K.M. YATINA	MINISTRY OF TRANSPORT & CIVIL AVIATION	PRINCIPAL TRANSPORT PL. OFFICER	LILONGWE	783 066
7	MR. G. KHONGONO	BUS OPERATOR	SECRETARY	BLANTYRE	630569

5/2

8	MR. S.H.D. MATSIMBE	R.T.O.A.	EXECUTIVE SECRETARY	BLANTYRE	670 422/671 423
9	MR. W. R. CHECHAMBA	INDIVIDUAL		BLANTYRE	620 355
10	MR. H. THINDWA	MALAWI RAILWAYS	ASST. GENERAL MANAGER	BLANTYRE	640 844
11	MR. P.H. MACHADO	POST OFFICE	POSTAL MANAGER 'SOUTH'	BLANTYRE	640 823/641
12	MR. S.A.B. PENGANI	NATIONAL ROAD SAFETY	REGIONAL ROAD	BLANTYRE	675 352
13	MR. J. MANYUMBA	MALAWI EXPORT PROMOTION	SAFETY OFFICER DOCUMENTALIST	BLANTYRE	620 499/635 429
14	MR. I.T. CHIGUMA	M.P.T.C.	CHIEF ENG. (P-D)	BLANTYRE	620000/675 708
15	MR. R.A. CHELEUKA	NATIONAL ROAD SAFETY	EXECUTIVE SECRETARY	BLANTYRE	642 919/645 272
16	MR. M. F. MLENGA	MALAWI RAILWAYS	CHIEF TRAFFIC MANAGER	BLANTYRE	64084464
17	MR. Y. MMADI	ROAD TRAFFIC DEPT.	ASST. ROAD TRAFFIC COMMISSIONER	BLANTYRE	670 277
18	MR. E.H.K. MTAMBO	AIR MALAWI	ASST. MANAGER	BLANTYRE	620 811
19	MR. E. L. KAZEMBE	NETWORK CONSULTING	MANAGING CONSULTANT	BLANTYRE	670211/642607
20	MR. D. ZAUSMER	BCG	MANAGING DIRECTOR	HARARE	670211

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21	MR. P.L. MAKHUMULA	BUS OPERATOR	CHAIRMAN	BLANTYRE	650 686
22	MR. G. CHIRWA	POLICE	DEPUTY COMMISSIONER OF POLICE	HQ BT	670200
23	MR. T.M. KAUNDA	MOTCA	PRINCIPAL TRANS. PLAN.	LILONGWE	783 066
24	MR. G. R. KUNJE	CUSTOMS & EXCISE	PA CONTROLLER C&E	BLANTYRE	620 288
25	MR. P.G.J. LAPUKENI	MIN OF TRANSPORT & CIVIL AVIATION	TRANS PLANNING OFFICER	LILONGWE	783 066
26	MR. C. W. MWALE	PCC	DISTRIBUTION MANAGER	BLANTYRE	620 155
27	MR. H. E. DANDAULA	MET. DEPT.	AG. CHIEF METEOROLOGIST	BLANTYRE	694 355
28	MR. W.D. MBVUNDULA	SATCC	ROADS EXPERT	MAPUTO	258-1-420214 420213
29	MR. B.T. NJOBVU	POLYTECHNIC	LECTURER	BLANTYRE	670 411
30	MR. MAC NKANGANI	PACHIBALE	MANAGING DIRECTOR	BLANTYRE	671 754
31	MR. P.B.L. CHAGUNDA	MIN-BUS OWNER	EXECUTIVE MEMBER	BLANTYRE	650 339/651502
32	MR. B.K. MLENGA	SATCC	MET. EXPERT	MAPUTO	251-1-420214

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33	MR. L.S.C. SIWANDE	MOWS	PRINCIPAL ECONOMIST	LILONGWE	784200
34	MR. M. B. CHIMOMBO	CIVIL AVIATION	CHIEF AIR TRAFFIC OFF.	LILONGWE	783066 784986
35	MR. A. YA. KHUNDI	CIVIL AVIATION	SENIOR AIR TRAFFIC OFF.	LILONGWE	783066
36	MR. C.M. KADIWA	BUS OPERATOR	MANAGER	LILONGWE	744 748/744748
37	MR. M. MULEBE	MOT & CA	PLANNING OFFICER	LILONGWE	784 066
38	MR. J. MAKINA	STAGECOACH	OPERATIONS DIRECTOR	BLANTYRE	671 114
39	MR. A. B. MALIKULA	MANICA	CLIENT SERVICING	BLANTYRE	671 131
40	MR. W. J. CHIKONDE	MINI BUS OPERATOR ASSOCIATION	CHAIRMAN	BLANTYRE	651 502
41	MR. W. MHANGO	BUS OPERATOR	MANAGING DIRECTOR	MZUZU	332 701
42	MR. S. B. THOMPSON	MITCO	GENERAL MANAGER	LILONGWE	733 811/733824
43	MR. M.M.K. BANDA	RTOA	OPERATIONS MANAGER	BLANTYRE	6704222/427
44	MR. S. K. CHISALE	EPD	PRINCIPAL ECONOMIST	LILONGWE	783 300
45	MR. W. I. NAKOMA	MEPC	P.M.O.	BLANTYRE	620 499

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46	MR. D.S. SANKHANI	ADMARC	MARKETING CONTROLLER	BLANTYRE	640 044
47	MR. F. D. GHAMBE	RTOA	CHAIRMAN	BLANTYRE	642 570 642 061
48	MR. F.J.B. ONGA	OFFICE OF THE PRESIDENT & CABINET	CLERICAL OFFICER	BLANTYRE	784 078
49	MR. P.C. NINDI	TEA ASSOCIATION	EXECUTIVE OFFICER	BLANTYRE	671 182
50	MR. K.C. LIKUKUTA	MALAWI LAKE SERVICE	SHIPPING SERVICE MANAGER	MONKEY BAY	587311
51	MR. S.K. BOTOMANI	CIVIL AVIATION	DS	LILONGWE	783 066
52	MR. S. SIMUYEMBA	SATCC	PROTOCOL DEV. CORD.	MAPUTO	420 246/420 213/214
53	MR. J.M. CHIRWA	ROAD TRAFFIC DEPT.	COMMISSIONER	BLANTYRE	670 277
54	MR. R.R. NKHATA	CIVIL AVIATION	AIRPORT COMMANDANT	BLANTYRE	694 244/694348
55	MR. S. B. MPATA	MALAWI CARGO CENTRE	GENERAL MANAGER	LILONGWE	723059
56	MR. BILL THOMAS	MSI		USA	
57	MR. FRED FISHER	Abt. ASSOCIATES		USA	

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APPENDIX B:

DETAILED

COMMENTS BY PARTICIPANTS

SADC PROTOCOL DEVELOPMENT WORKSHOP

MALAWI, 3-5 MAY, 1995

[Summary of Participant Comments on Regional Reports]

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1.2 RAILWAYS

1.2.5 Potential Protocol Issues

The following were identified as issues that could be developed further into protocols:

Page 6, Opening paragraph #2: change to indicate that railways do face problems caused by external factors]

1.2.1 Policy Issues

1. Creation of an enabling environment for railway operations.

Enabling environment

[p.6, Bullet 1 support in principle but want to be explicit about the Board being Regional]

[p.6,Bullet 2 change wording to say "the Board should recruit qualified senior management staff including the Chief Executive and provide them with adequate compensation,.....; the term *set authority limits for management* needs clarification]

[p.6, Bullet 5 eliminate this statement]

[p. 7, Bullet 7 include all modes of transportation in efforts to promote competition]

2. Development of an integrated railways policy that would address issues related to road/rail competition and leveling the playing field.

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leveling the playing field

[p.7, Bullet 1 change wording to reflect "railways are at a competitive disadvantage since they must repair tracks as part of their costs" ; also suggested that this be restated to state that "*road users must pay sufficiently for road use*]

[In the last sentence *refuel levy* needs to be clarified]

commercialization

[p.7, *Bullet 2* Encourage the adoption of the option as stated]

3. Establishment of a regional supervisory or regulatory body.

regional supervisory body

[p.8, Bullet 2 should be under SATCC; another group stated this statement is not clear; another
"There should be one body and it exists already as SATCC Chief Executive group"

4. Environmental and pollution control including handling of hazardous cargo

environmental responsibility

[p.8, Bullet 4 agree with proposition and Chief Executives Group has sub committee that could serve this purpose]

[p.8, Bullet 3 protocol on hazardous goods should be for all modes of transportation]

1.2.2 Commercial Issues

market forces

[p.9, Bullet 1 railways should be expected to operate at full cost recovery in the long run; railways should ensure that tariffs are responsive to market forces; second sentence in statement should be separate issue "be its own *bullet*"; while another group said "railways should go for long run marginal cost curve as guide to future costing";]

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[p.9, Bullet 2 *uniform regional tariff* is unrealistic; but should set up regional formula for setting tariffs in various countries]

-5. **Institution of a harmonized regional liability regime.**

[p.10 add a new bullet which reads *Insurance should be based on value of the consignment*]

1.2.3 **Operational Issues**

6. **Cross-border facilitation.**

[p.10, Bullet 1 change to read *"Cross border facilitation of trains and traffic should be improved"*

[One group wants to delete this since it is a statement of fact and not a protocol issue]

[p.10, Bullet 3 change *abolish* to either *minimize* or *ease*]

information sharing

[p.10, Bullet 1 change *eliminated* to *reduced* in last sentence]

7. **Harmonization of standards.**

[p.10, Bullet 1 must be on a long term basis; and selective basis in the short run]

It was the consensus that once the policy issues are resolved and an enabling environment put in place, the framework would be created for railways to address constraints currently inhibiting their efficient operation.

It was also observed that the railways themselves can do a lot more to resolve prevailing commercial, operational and technical problems so as to deliver an efficient customer responsive service.

The closing anecdote for the railway sub-sector discussions which was adopted through the entire workshop was, **"Think Regionally, Act Nationally."**

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1.3 PORTS AND SHIPPING

1.3.5 Potential Protocol Issues

The following were identified as potential protocol issues:

Enabling Environment

[p.13, Bullet 1 Some ports are serving regions and it should be assured that these ports are working effectively.]
[p.13, Bullet 4 delete. It was therefore...into shipping.]
[p.13 add at end of third bullet .....explore further. Port infrastructures should be owned by the government but managed privately.]
[p.13, Bullet 4 add " ...in shipping. Joint ventures should be encouraged to split the risk.

1. Definition of a regional maritime policy

2. Safety and pollution control.

[p.14 add at end of bullet "...such a protocol. Summaries of such international conventions should be published with these protocols.]
[p.14, Bullet 1 This section should be part of the Regional Maritime Policy.

3. Accession to International Conventions

[p.14, Bullet 1 add after "...all countries ....must accede...and implementation. There should also be sanctions for non compliance.
[p.14, end of bullet 2 add "Malawi strongly endorses the second sentence of this paragraph.

4. Transit traffic facilitation including efficient operation of dry ports

Port Facilitation.

[p.14, Bullet 1 add "...be put in place. This regional customs regime should include a bond guarantee scheme. This regime should also apply to all means of transport and movement of goods.]
[p.14,Bullet 2 " ...documentation... add "requirements,

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systems and the documents themselves should be....."
[p.14, add new bullet Customs procedures need to be harmonized to lessen differences in charges.]

[p.14, Bullet 2 add More explanation of the meaning of the term "multi-modal transport" is needed.]

Infrastructure Investment

[p.15, Bullet 3 replace "it must be recognized" with "members should recognize..."]

5. Regional bond guarantee scheme

Regional body

[p.15, There is need...a regional body under SADC... generally. There should be one overall body rather than several.]

[p.15, new bullet There is need for a shippers council in each country looking at the issue.]

COMMERCIAL ISSUES

Hub and Feeder Port

[p.15, Bullet 1 delete 1st sentence ...Not every.....]

Port Charges

[p.15 Bullet 2 Change to read "port charges should be based on what the market can bear.]

Shipper Information

[p.15 add to Bullet 1 a new second sentence. "Information provided by shippers should be accurate and pertinent.]

Tourism promotion

Delete part beginning "Apart from...maritime environment.]

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Cabotage

[p.16 new bullet A description of the present cabotage situation is needed.]

- **Regional Association**

[p.17 new bullet Regional Association needs to monitor changes and differences between rates, etc.]

1.3.4 TECHNICAL ISSUES

6. Creation of Regional Maritime body.

[p.17 add No 7 below]

7. Land locked countries should be allowed to invest in maritime ports in any country in the region.

It was observed that discussions in ports and shipping tended to marginalise inland water transport. In this regard, it was recognized that inland water transport needed to be given due cognizance in all aspects: infrastructure improvement, equipment, safety, pollution control and training. Some of these protocol issues do not include some of the operational issues like shipping and ship inspection. Drug trafficking is a major issue. Should it be addressed as a protocol in this sector?

There is a concern where the government is the owner of the operation and this clouds the line between policy and operation. How do we exploit the policy level to get results. If the focus is on customer service how do we address operational deficiencies where government is involved and it is locked in policy.

1.4 ROADS AND ROAD TRANSPORT

1.4.5 Potential Protocol Issues

[p.18, introduction,add at end of second paragraph,"...organized, with the exception of passenger transport whose associations could be strengthened."]

[p.18, third paragraph, replace road transport industry with Freight sector 2x]

The following potential protocol areas were identified:

1. **Regulatory framework**

[p.18, add second bullet More regulatory definition is needed for example, duty on transport imports, specification of equipment, provision of credit facilities for local operators.

2. Road traffic legislation

[p.18, new second bullet SATCC should accelerate progress on the report.]

3. Transit charges

[p.18, second bullet, add ... penalties should also be harmonized.]

[p.18, third bullet, add Uniform formulas should be established for transport charges.]

[p.18, add fourth bullet Funds collected should go into transit routes only.]

[p.18, add fifth bullet Encourage use of coupons for road charges.]

[p.18, alternative third bullet A clear formula for establishing transit charges needs to be established; the aim is uniform, balanced charges.]

Dedicated Road *Fund*

[p.19, second bullet Delete and consider the following recommendations from *sub-groups*:

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We should establish a national road fund with revenues deposited into the dedicated road fund.]
(DISAGREEMENT: There should be a thorough study of such a regional fund)

There should be two boards, one national (for tolls and maintenance of the national network) and one international.

The region needs to create an institution to manage the regional rail fund.]

Initially should be a national fund to become regional over time.

Government uses of the fund should be earmarked. Fuel and license charges should be applied to the fund.

4. **Cross border facilitation**

[p.19, third bullet Delete Provisions...respect.]

[p.19, fourth bullet Add: a time for implementation should be established. Regional Monitoring Boards should be formulated to see that the particulars are carried out.

Implementation Framework

[p.19, first bullet They need to consider where problems come from]
They need to establish a legal committee to deal with problems and complaints. Sanctions need to be imposed on countries not implementing the protocol.]
[p.20, first bullet There should be a binding legal document which includes the actions of member states in implementation.]
[p.20 second bullet Bilateral agreements need to be revisited to keep in line with multilateral agreements.]
[p.20, add third bullet All protocols should be reviewed periodically, first review should be in ten years.]

5. **Regional insurance scheme**

Insurance

[p.20 Replace 'integrated' with harmonized.]
[p.20, add second bullet Insurance cards are necessary]

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[p.20, add third bullet Buying fuel could include insurance.]

6. Regional road transport policy

Transport Policy

[p.20, first bullet, add new last sentence Commercializing railways would help .]
[p.20, second bullet Add new second sentence Means of regulation is necessary.]
[p.20, new sixth bullet Passenger transport should move freely across borders with pick-up rights.]

Import Duties

[p.21, new second bullet There is a need for a duty rollback as opposed to a blanket removal in Malawi.]

Dry Ports

[p.21, add to second sentence after participation, "as long as they are not an impediment to turnaround of goods.]

Technical Issues

[p.23, Standardizing should keep in mind manufacturers' standards.]

7. Road safety

8. Common certification

6. Common infrastructure and equipment standards

[p.24, add new bullet Left hand vehicles should begin to be phased out in the region.]

[p.24, delete Bullet 3

Commercial Issues

10. Overload control

[p.24 add fifth bullet To privatize effectively, region must have the right monitoring equipment.]

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Operational Issues

Training

[p.22, new third bullet Training can harmonize the system. A regional committee should be set up to identify training. These should be recognition of each other's training and licenses.
[p.22, new fourth bullet National capacity to implement the proposals needs to be developed.

Regional Research Centre

[p.22, delete second bullet]
[p.22, first bullet Use national institution rather than establish a regional centre.]

It was observed that road transport is the mode closest to the people and as such, conclusion of effective protocols in road transport would have the greatest visible impact. Further, a lot of work and technical studies had already been undertaken thus providing a firm basis for formulating protocols.

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2.2 CIVIL AVIATION

2.2.5 Potential Protocol Issues

[p.29 Add to the end of second paragraph of opening statement: *There is a need for more competition between airlines. They need to exist for more reasons than being a flag carrier.*

The following potential protocol areas were identified:

1. **Establishment of SARATA which would be the framework for defining a regional air transport regime.**

Policy issues

Institutionalization of SARATA

[p.29, third bullet One group recommended this statement be deleted]

[p.29, add new bullet: *Implementation of SARATA should coincide with a redefinition of bi-lateral agreements to avoid duplication and factions]*

Airline restructuring

[p.30, first bullet: several groups commented on this statement: (1) restate to read: *Airline industry in the region should be re-regulated rather than de-regulated;* (2) change second sentence to read *time frame* rather than *a definite date; (3)* delete second sentence and insert: *Public owned airlines in the region should be commercialized to make them autonomous]*

Airline integration

[p.30, second bullet recommended that date be set at 1-1-97]

[p.30, third bullet recommended that date be set at 1-1-98 and to add *joint ventures* as an option in addition to *joint co-operation]*

2. **Establishment of common standards, rules and regulations covering flight safety, air navigation services and air worthiness requirements.**

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Facilitation of air transport

[p.30. third bullet Several recommendations were made by various sub-groups: (1) minimize visa requirements rather than abolish them; (2) SADC citizens should have specials lines at passport control; (3) come up with a harmonized passport system for member states]
[p.30, fourth bullet statement should apply to all means of transport]

3. **A common regional strategy in acceding to international civil aviation conventions and other air transport agreements.**

Airports autonomy

[p.31, first bullet may be impractical]

[p.31, second bullet add statement: *Revenues from airports that are not economically viable should be retained to cover operating costs*]

4. **Harmonization of airport facilitation covering cargo and passengers.**

2.2.2 Commercial issues

Centralized reservation systems

[p.31, delete first bullet]

[p.31, second bullet Add: *give priorities to regional airline bookings*]

5. **Regional measures to improve airport security including regulations to deal with drug trafficking.**

6. **Creation of an enabling policy and regulatory environment for efficient airline operations which would promote restructuring through commercialization.**

Tariffs and costs

[p.32, first bullet Add *bearing in mind local needs*]

[p.32, second bullet Delete *such as the SDR* and insert

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NUC currency]

[p.32, fourth bullet Concern expressed that harmonization should not mean same price]

7. **Regional airline integration and liberalization of traffic rights.**

8. **Establishment of a regional air traffic control system.**

2.2.3 Operational issues

Air traffic control

[p.32, first bullet, add The regional air traffic control system should also accommodate national control centers]

[p.32, fourth bullet first line should be modified to read: in creating regional *air traffic* rules and regulations,....]

Airworthiness

[p.33, bullet eliminate all wording after *flight safety*]

Training

[p.33, second bullet add to end of statement: *and achieving economies of scale in the provision of training*]

9. **Address the regional issues involved in monitoring and regulating non-scheduled commercial flights.**

It was observed that airline co-operation and civil aviation generally, could be enhanced with the establishment of SARATA as its provisions address most of the concerns raised by the workshop.

In addition, all SADC airlines and aviation authorities were involved in the drafting of the SARATA treaty through the SATCC

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Working Group of Directors of Civil Aviation and Airline Chief Executives and this should facilitate the early acceptance and establishment of SARATA.

2.3 METEOROLOGY

2.3 [p.35: Opening paragraph: Add to the end, *but the sub-sector needs to improve its marketing of services and communications with the public.*]

Second paragraph: Move first sentence to become fourth bullet statement under **Policy Framework**. Delete second sentence.

2.3.5 Potential Protocol Issues

Potential protocol issues were identified as follows:

2.3.1. Policy Issues

1. **Institutionalization of a policy and legal framework for meteorology services both at the national and regional levels.**

   Policy Framework

   [p.35, third bullet insert after *weather information* (second line) the words *in each country.*]

   [p.35, Add fourth bullet to read: *Meteorology should be afforded due attention in the regional programme of co-operation.*]

   Commercialization of Meteorological Services

   [p.35, third bullet change *reinvested* to ***used***]

   [p.35, Delete fourth bullet

   [p.36, first bullet Change first sentence to read: *Meteorological services should be commercialized.* (Commercialize first and privatize later if successful).]

   [p.36, Delete second bullet]

   [p.36, third bullet Rewrite to read: *If weather information is paid for, meteorology services should be held liable for inaccurate or wrong weather forecasting in accordance with legal framework.*]

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International Conventions

[p.36, Combine first and second bullets into one statement]

2. **Establishment of a regional weather centre.**

Regional Weather Centre

[p.36, Delete third and fourth bullets]

[p.37, first bullet insert *telecommunication* between regional and centres in first line]

Bilateral Commissions

[p.37, this bullet needs clarification]

2.3.2 **Commercial Issues**

Agricultural Meteorology

[p.37, second bullet Add after SARCUSS *agro-meteorological services*]

2.3.3 **Operational Issues**

Regional Standards

[p.39, second bullet delete the words *already developed*]

3. **Establishment of joint regional research and training centres.**

4. **Development of common regional positions and strategies in negotiating international conventions and on current international issues.**

5. **Institutionalization of common regional standards in data gathering, reporting etc.**

[Delete protocol statement # 4 and add Commercialization of meteorological services.]

[Additional comments: need policy on weather

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modification; it is important to enumerate international conventions regarding weather.

The discussions ended with participants better informed about the role, importance and issues affecting the efficient delivery of meteorology services. The session in meteorology had the advantage of the presence of most Directors of Meteorology Services in the region as they were due to attend their annual regional meeting a few days later in Pretoria.

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2.4 POSTAL SERVICES

Opening paragraphs

[p.41 Add as second sentence in second paragraph, the following: *Major problems include delays in delivery, both inside and outside the country due to inefficiency in the system, mail insecurity (even theft of registered mail), and delays in service due to long queues created by staff attitudes.*]

2.4.1 Policy Issues

2.4.4 Potential Protocol Issues

Potential protocol areas identified are:

1. **Postal restructuring (add *and commercialization*).**

Postal Restructuring

[p.41 add sixth bullet to read: *Post Office GIRO system should be established in the region.*]

2. **Common service standards.**

2.4.2 Commercial Issues

Common Unit of Currency

[p.42, second bullet revise to read...*available in all countries, be simplified and restrictions eased.*]

Market Orientation

[p.42, second bullet change wording on line three to read: *disbursements of pensions and salaries.*]

[p.42, add a fourth bullet *Postal services need to market themselves.*]

2.4.3 Operational Issues

Remuneration Rates

[p.43, re-write bullet to read: *Inter-postal terminal*

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dues should be standardized.]

3. Institutional and legal framework at the national and regional levels.

4. A common regional strategy to enhance mail security.

5. Co-ordinated regional positions in international fora.

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6. **Establishment of specialized regional training centres.**

Training (Change this sub-topic to read: **Research and Training)**

[p.43, second bullet delete and replace with: *There is a need to encourage all SADC member states to use the Training Centre in Malawi. The Centre should also be used for research purposes.*]

Quality of Services

[p. 43, Replace bullet with the following statement: *SADC members need fast and efficient service as a first step toward performance standards*]

[p.43, add new second bullet to read: *Courier services need to be encouraged.*]

Add new sub-section: ***Information Sharing***

[p.43, add new bullet *The development of a management information system, including data collection, analysis and dissemination will encourage exchange of information and ideas.*]

In conclusion, it was observed that postal services can play a major role in the socio-economic development of the region and can help to bring backward rural communities into the orbit of development.

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2.5 TELECOMMUNICATIONS

2.5.5 Potential Protocol Issues

The following were considered potential protocol issues:

1. Definition of a telecommunications policy including options for ownership and guidelines on investments and regional co-operation.

Telecommunications Policy

[p.45, first bullet, add *national and* before *regional]*

Ownership Options

[p.45, second bullet, add the statement *Malawi should try to attract more than one investor.]*

Improving Accessibility

[p.46, delete the third bullet since it contradicts the first bullet.]

[p.46, reformulate third and fourth bullet into one bullet.]

[p.46, delete fifth bullet.]

2. The establishment of a regional telecom regulatory body.

Regulatory Framework

[p.47, first bullet, delete *and internationally* at the end of this statement.]

[p.47, delete second bullet]

[p.47, third bullet from the statement the words *position itself to.]*

[p.47, fourth bullet, rewrite to read *The regulatory structures and a system for settling disputes must be transparent and accessible to all interested parties.]*

[p.47, delete fifth bullet

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3. Harmonization of technical standards and specifications.

Pricing and Tariffs

[p.47, second bullet rewrite end of sentence to read: *recoup total costs immediately thus burdenibg the consumer, especially the rural community.]*

[p.47, third bullet, add the follwing to the end of the statement: *The necessary regulatory machinery should be put in place.]*

Harmonisation of Standards

[p.48, second bullet needs clarification]

4. Setting up joint regional training and research facilities.

[p.49 replace *facilities* with *institutions.]*

Add new #5: Development of a regional telecommunications trunk network for such countries as Malawi, Mozambique, Tanzania and Zambia, giving it high priority.

Availability of telecommunications facilities to support social-economic development was considered a priority and necessity. It was observed that there was an economic cost in not having telecom services.

APPENDIX C:
PARTICIPANT
EVALUATION
SUMMARY

APPENDIX

SATCC PROTOCOL DEVELOPMENT WORKSHOP

MALAWI NATIONAL WORKSHOP

PARTICIPANT EVALUATION

Summary

Although only about 60% of the participants responded to the evaluation, those that did provided thoughtful feedback and suggestions on the process. They noted the high participation level of those attending and felt the organization of the workshop contributed to that. They cited the structure of the syndicate groups in particular. They felt that the objectives were met, although there were a number of comments that there were not enough stakeholders present, particularly from the private sector.

Some participants said they would have appreciated having the materials from the Harare and Johannesburg workshops earlier so they could have been better prepared for the discussions. Even though some noted that few new protocols were developed, all seemed to get a better understanding of the issues involved in the various subsectors.

1. Which of the following sessions did you attend?

   A. _30 Road and Road Transport
   B. _29 Railways
   C. _30 Ports and Shipping
   D. _24 Telecommunications
   E. _25 Postal Services
   F. _27 Meteorology
   G. _27 Air Transport and Civil Aviation

2. What did you like about the workshop?

   The level of participation of the stakeholders.
   Free and open discussion.
   Organizational (4). Good tight program.
   I am greatly impressed by the facilitators. They seem to be real experts in this field.
   Group discussions (2).
   The participatory approach to group discussions/syndicate(4).
   Candid discussions.
   Presentation was very good.
   Fruitful discussion.

The interaction of ideas of experts.
We educate each other in the fields of transport and communication.
Informative -- the contents.
The level of participation of the stakeholders.
It gave an opportunity in a frank manner to expound on national points.
It was highly represented.
Attendance expressed cross section of users/stakeholders.
Participation was effective.
Freedom of allowing everyone to participate.
The point of harmonizing areas which were our national ?? and interest has been good.
More involvement of the participants.
The idea of being part of a person contributing to protocols which will benefit the whole SADC region.
More concerned with railways.
The report document provided issues enough to facilitate discussions. It brought together people with some knowledge of the issues and those without thereby providing a wide range of views including exposure if ignorance.
Because it has direct impact on my day-to-day duties.
Participants were active in their contributions, i.e., level of participation in the deliberations was good.
The framework for discussion was provided and this facilitated the discussions.
There arose lively discussions emanating from papers delivered.
Issues tabled were openly discussed and comments were made which if adopted and implemented would mean a difference for the region for at least the first time.

3. What did you dislike about the workshop?

No allowances (7).
Traditionally workshops like these participants are given a sitting allowance. We would be more comfortable with less expensive meals but a little something in our pockets to alleviate our poverty.
No accommodation.(2)
The books needed advance circulation. (2)
Time allocation. There was less time for the discussions.(3)
Exhaustive -- took too long to deliberate.
Background information should have been specific on protocol issues only, and explained thereof.
The sessions were not clearly introduced. Many participants were not sure of what was contained in the Harare/Johannesburg workshops. We should have had a technical expert for each subsector.
Assumptions of possibilities in other countries could become impossible nationally.

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Some stakeholders who are more knowledgeable in particular areas like freight forwarding etc. were not present to contribute their knowledge, problems, etc.
A short notice of this workshop was given to us thereby denying enough time for preparation.
Although Met as said was "less understood" was less interesting, but it is important to keep it up and improve.
Participants did not have enough time and were not encouraged to read through the report in order to have an objective approach with both national and regional viewpoints.
The setting of the tables which meant that other participants had to bend their necks to listen to facilitators.
Representation of participants.
Some stakeholders did not have background information on certain issues like the creating of SARATA such that comments were made without much consideration of the implications of the creation of SARATA, foe example.
Documentation was poor. No secretarial services to produce daily deliberations for participants to appreciate progress of the meeting.

4. Were in your view the workshop objectives accomplished?

Yes (25).
Less time on unit issues.
To some extent yes. But had 3 been done properly we would have better results.
The workshop objectives accomplished according to my viewing point in so many areas, to the national interest and regional levels.
Not quite. A lot has to be done not in talking but doing.
Although had the level of participation been higher on the private sector side it could have achieved even better goals.
The syndicate groups gave the opportunity to cover all topics.
Not really because not many of the target stakeholders were available.
To some extent yes, but stakeholders were not give time to react to the comments of syndicate groups.
The workshop accomplished most of the matters presented at the workshop.
I was expecting to make more additions to the protocols.

5. To what extent did this workshop help to develop protocols?

The participants went through them in depth and the input and syndicates helped much.
Fairly well (2).
High.
Discussions were fruitful.
To a great extent.(2)
It helped tremendously.
To a good extent.(2)

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Local tech. groups managed to interact and discussed issues of common interest.
Opportunity to change/improve the document.
Specifics affecting the region with examples to individual countries.
It enabled Malawi to include matters which concern Malawi most.
It helped highlight some issues previously not made clear in the Harare and Johannesburg workshops.
It brought out new ideas.
Practical information was beefed up with new proposals.
To a limited extent.
Knowledge of problems faced in other countries.
There have been a lot of areas that would help to develop protocols especially if the areas that have been discussed would be implemented.
Participants came up with necessary changes to issues, additions to issues, new potential protocols etc. which would facilitate the development of protocols.
Not many protocols were added to the existing ones.
To maybe 50%.
Very helpful indeed in that national interests which are somehow common to the region were highlighted and will be taken into account.
At least it gave participants an understanding of the need for such protocols and what should be done in this regard.
To a good extent, since national and regional issues were openly and adequately covered.
Satisfactory because of reasons stated in 4 above (lack of stakeholders.)
Managed to grab some contributions from all stakeholders.
At least this has been a good input to the whole process.
To a greater extent, for issues were looked at closely at national and then relate to the region.
The workshop was able to develop and modify where necessary the protocols to be applied both at national and regional levels.
I hope the experts got the best from the meeting to proceed with the good job which they have started.

6. In your view, how valuable is the stakeholder involvement in the process?

Low				High
1	2	3	4	5
		3	12	16

Comments:

Because they are the ones involved and have broad knowledge of the development of the protocols.(2)
It is very important to involve the stakeholders because the

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national issues affecting the nation are highlighted.
The involvement in the process was good.
If what has been discussed would be implemented then we could hope for a change or improve at national and regional levels.
They will be the ones directly affected by the protocols.
The national interests are explained better.
Relieving the government of the strain of the whole issue.
A cross-section of all involved was represented.
It allows the accommodation of views of all interested parties in the process.
This could have been very valuable if background information including modalities implement were included.
Their involvement was vital for they are the users and beneficiaries.
We expect good working relationship between government and the private sector to achieve desired objectives.
It's because participants did not have prior notification and knowledge of what was to be deliberation (explanation for a 3 rating).

7. How effective is the stakeholder involvement process?

Low				High
1	2	3	4	5
		7	9	15

Comments:

Broad knowledge of the subjects.
It should bring better results.
There were still fewer stakeholders than should have been expected.
The documents need to be submitted in good time, i.e., not at the workshop. The issues should also be clearly explained.
The objective should also be explained in detail.
The involvement of the stakeholders was effective as most of them were men of good knowledge.
Stakeholders have the freedom to decide on any issue they think is critical or relevant to their situation.
It is very effective.
There was much concentration on language reconstruction than spotting out strategies on developing national standards to harmonize it with the rest of the region such as the Malawi Railways which needs badly the link to the south across Zambezi which connects it to the whole region including Tanzania's Dar Es Salaam port and upgrading its passenger services.
Depending on whether the final agreed upon points (protocols) will be adhered to.
Very effective because the potential protocols take care of the needs of stakeholders.

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Some stakeholders who don't have background information on certain issues have limited capacity to consider implications of most of the issues.
It is effective for the stakeholder would be happy to see the issues turned into policies beneficial to the region.
Direct participation and sense of ownership will build strong will and drive to search for acceptable solutions.
Is it possible to invite more comments in writing from participants when the report of the workshop is circulated?

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SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT OF THE NATIONAL STAKEHOLDER WORKSHOP

MOZAMBIQUE

MAPUTO, MOZAMBIQUE, 17 - 19 MAY 1995

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SATCC Protocols Development
Workshop Report: Maputo, Mozambique
May 17 - 19, 1995

A. List of Participants

See attached list.

B. Workshop Analysis:

1. Plenary sessions of this workshop were held in a comfortable, suitably shaped and arranged conference room at the Rovuma Hotel. Seating was provided for slightly more than one hundred persons. An overhead projector was provided and used during all plenary sessions to display the proposed protocols relevant to the topic under consideration. Plenary sessions were chaired by the Sr. Namitete, who maintained a somewhat formal Portuguese colonial style meeting. Speakers had to be formally recognized by the Chair before speaking. Participants regularly gave "speeches" rather than making brief comments.

2. Two breakout rooms were available and were utilized during the first one and one-half days. During breakout sessions, the large group was broken into four working groups. Two groups met in the large conference room, while one work group worked in each breakout room. Each work group had one facilitator --- either Francisco Lourenco Fernandes, Marcelino Tayob, Edward Robbins or Ed Connerley. During the lunch hour on the second day, a decision was made by Namitete and others unknown that we would not use the breakout groups that afternoon. Namitete reported that participants preferred the plenary sessions and argued that the work groups required too much time in transitions from one setting to the other and in reporting back to the plenary group. Somehow, the decision not to use work groups was extended through the final day of the workshop.

3. Attendence was consistently high for all sessions, probably averaging about 90 persons per session. A few donor organization personnel apparently read about the upcoming seminar and asked permission to attend, but were told, by Antonio Pinto, that no space was available. Luis Santos and Al Cates from USAID attended about two-thirds of the session on railways, while Tim Born attended most of the friday afternoon session (telecommunications).

4. A large majority of the participants represented Mozambican government agencies or state or public corporations. There were a few authentic private sector representatives, but they tended to listen without actively participating. No criticisms of public services were raised.

5. Publicity for the workshop was extensive. An advertisement was placed in the local newspaper, stories appeared in the newspaper about the workshop and there was extensive television news and radio coverage of the workshop. The Ministry of Transport and

Communications also video taped a great deal of what went on in the workshop.

C. Research Issues:

None specifically identified, but probably similar to Angola.

D. Workshop Conclusions:

The following formal conclusions were announced at the end of the workshop:

1. Regional policy is needed for each of the seven sub-sectors.

2. A regional regulatory/harmonizing agency is needed (like Sarata).

3. Regionally provided technical and professional training is needed in all sub-sectors.

4. SADC should adhere to international conventions, where doing so confers advantages on the region.

5. Bureaucratic formalities should be reduced for border crossings.

6. Regional associations of operators and users of transport and communications services should be encouraged.

7. Defense and preservation of the environment should be maintained.

8. ???

9. SADC/SATCC should regularly disseminate information to the public about its policies and objectives.

10. Regional integration is a vehicle that will facilitate the development of regional transport and communication systems.

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SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT OF THE NATIONAL STAKEHOLDER WORKSHOP

NAMIBIA

WINDHOEK, NAMIBIA, 3 - 5 MAY 1995

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DRAFT REPORT
SATCC Protocols Development Project
Namibia National Stakeholders Workshop
Kalahari Sands Hotel
Windhoek
3-5 May, 1995

Introduction

In preparing this report of what transpired at this workshop, the facilitators had the following overall impressions, which they felt important to include in the introduction:

A A strong, recurring theme throughout the workshop in each of the seven sub-sectors, was a commitment to commercialisation. In defining commercialisation, the stakeholders attending the workshop listed the following as characteristics of commercialisation:

1 Customer orientation

2 Profit orientation

3 Market driven

4 Autonomy

5 Self-sufficiency

6 Managing the close relationship between revenue and expense

7 Recognition that achieving commercialisation may require a change in the legal status of each sub-sector's government owned organisation.

B There was also a strong commitment throughout to utilising existing protocols and agreements where possible and applicable.

C Another by-product of the protocol development process, noted by the Namibian technical expert, was that the process is training them for the future, as individuals and as a nation.

D The realisation of the commonalities across sub-sector lines can spark a process that can work in other situations in the Namibian government.

RAILWAYS SUB-SECTOR

Potential Protocol Issues

The following were identified as issues that could be developed further into protocols:

1. **Creation of an enabling environment for railway operations.**

a. Autonomy from government – Govt appoints board of directors; management is independent.
b. Financially self-sufficient
c. Limit subsidies to absolute minimum (when it is a provision of a national service)
d. Market-driven
e. Commercialisation

2. **Development of an integrated railways policy that would address issues related to road/rail competition and levelling the playing field.**

The group felt this protocol issue needs to be restated as follows:

Development of a coordinated road/rails policy in each country

a. Road user charges will pay for infrastructure and maintenance
b. Coordinated regulatory framework

3. **Establishment of a regional supervisory or regulatory body.**

a. Sets the rules, standards, and technical specifications for safety and operations. Several existing models were suggested for this framework: Association of American Railroads (AAR) and IATA
b. Coordination of future planning

4. **Environmental and pollution control including handling of hazardous cargo.**

The protocols needs to address all the modes. It was suggested to apply CSIR (Council of Scientific and International Research) standards, but that the standards may have to be modified to be regionally applicable and acceptable.

5. **Institution of a harmonised regional liability regime.**

This is part of interchange principles.
a. This should include a standard regional freight insurance
b. Insurance on equipment needs to go cross-border and include loss and damage

6. A proposed new issue to be addressed in the Protocols:

Interchange Principles

a. Commercial agreements to from the basis of the protocols
b. Information exchange should facilitate a cross-border seamless operation

7. **Cross-border facilitation.**

(Multi-modal)

The group felt this was a customs issue; therefore, a customs protocol in needed to adequately address this issue. Customs and transportation sectors need to come together to properly address this protocol issue. The protocol needs to include technical specifications, which are different in each country (refer to the technical/supervisory body).
Maintenance interchange

8. **Harmonisation of standards.**

a. Documentation for payment
b. Equipment
c. Procedures
d. Management
e. Training
f. SADC–compatible procurement

9. **Communication and Information Standards and Systems**

The group felt that it is necessary to view all transport sub–sectors in a coordinated manner, especially for future planning of the structure and new routes. Operators should be selling transport, not individual modes.

The question arose: Where will future planning be done? Each country will have it own responsibility, but SATCC should coordinate planning between countries and for the Region.

It was the consensus that once the policy issues are resolved and an enabling environment put in place, the framework would be created for railways to address constraints currently inhibiting their efficient operation.

It was also observed that the railways themselves can do a lot more to resolve prevailing commercial, operational and technical problems so as to deliver an efficient customer responsive service.

The closing anecdote for the railway sub–sector discussions which was adopted through the entire workshop was, "**Think Regionally, Act Nationally.**"

PORTS AND SHIPPING SUB-SECTOR

Potential Protocol Issues

The following were identified as potential protocol issues:

1. **Definition of a regional maritime policy**

a. Wet and dry ports are complimentary and should be coordinated
b. Protocols should cover points of entry and destinations
c. SADC should review other regions and countries for models for regional policy
d. Regional Policy is highly desirable, but national policies are necessary.
e. Protocols should contain target dates and the process by which these things will take place.

Mission Statement of a Regional Maritime Policy

- o Promotes international trade
- o Establishes maritime policy as commercially driven, profit oriented, and competition-supported
- o Promotes economic growth of the region and its members
- o Provides for the safe, efficient, cost-effective shipping services
  - o Shipping and cargo handling
  - o Coordinated road and rail transfers
- o Establishes the importance of transport corridors
- o Sets standards for port facilities maintenance
- o Must enable employment growth and self-sufficiency

2. **Safety and pollution control.**

Protocols must contain a statement on the quality of the physical environment delineate government responsibilities for regulation, protection, monitoring and enforcement.

Laws and regulations must be created in a process of consultation and negotiation with stakeholders.

3. **Accession to International Conventions**

a. The protocols must establish the need to accede to pollution and environmental conventions. The decision process must be carried out first as nations, then as a region. The protocols will establish target dates for adoption and compliance.

b. Establish seafarer certification

c. Ship inspection and survey standards

d. Establish maintenance and development standards

4. **Transit traffic facilitation including efficient operation of dry ports.**

a. Standards for coordinating through traffic between coastal ports inland and/or cross-border destinations.

b. Protocols must address a multi-modal system which optimized facilities and resources,eg. the use of transport corridors.

c. Protocols establish wet and dry ports as complimentary

d. Establish customs coordination

e. The insurability of port

5. **Regional bond guarantee scheme.**(to be included in protocol #4):

f. Delineation of a regional bonding scheme

g. Define and allow cabotage intra-regionally, and within countries.

6. **Creation of regional maritime body.**

a. Protocols should define SATCC as the regional maritime body.

Proper representation from each country includes:

- o Ministry of transport
- o Port authorities
- o Port users
- o Stakeholders

7. An additional suggested protocol: **Regional data accumulation analysis and reporting**

It was observed that discussions in ports and shipping tended to marginalise inland water transport. In this regard, it was recognized that inland water transport needed to be given due cognisance in all aspects: infrastructure improvement, equipment, safety, pollution control and training.

ROADS AND ROAD TRANSPORT SUB-SECTOR

Protocols need to be written in language that establishes broad overall principles and objectives, and leave room for individual nations to implement country-specific details. They should contain provisions for the implementation of non-discriminatory charges, coordination of road and rail, inclusion in regulation of foreign operators, and environmental protection.

Potential Protocol Issues

The following potential protocol areas were identified:

1. **Regulatory framework**

Protocol issues need to address two types of regulatory frameworks:

A. Economic: The right to participate – entry, exit, capacity, non price discrimination

B. Qualitative:
- Environmental protection
- Vehicle
- Infrastructure
- Driver
- Operator
- Goods
- Transport operations

2. **Road traffic legislation**

a Rules of the road
b Equipment standards
c Road signs
d Maximum loads
e Driver training & testing

3. **Transit charges**

Namibia has a clear policy:
o non-discrimination between Namibian and non-Namibian users;
o full cost recovery from all road users, where economically
o viable;
o equity between vehicle classes;
o efficiency in use of infrastructure and equipment

4. **Cross border facilitation**

a formalities at borders: customs, permits and weights

b Protocols should specify improved border formalities, including coordinated customs, universal permitting, and a standard approach to vehicle weights.

5. **Regional insurance scheme**

Protocols should be written for both third party insurance and the protection of goods being shipped by road. Two separate models of third party insurance are already in use, and need to be reconciled: PTA members use the "yellow card" system, and SACU does it by fuel levy

6. **Regional road transport policy** (delete this as a separate protocol

7. **Road safety**

Protocols should specify standards for vehicles and equipment, driver training and licensing, and operator compliance, infrastructure, and the facility for gathering safety data analysis and reporting.

The following issues were absorbed into other protocols and not seen as separate protocol issues:

8. **Common certification**

9. **Common infrastructure and equipment standards**

10. **Overload control**

Two additional issues were brought up by the group which need to be addressed in the protocols:

a **How will protocols be enforced?**

b **What facility will be created or accessed for the interchange of road research and development data?**

Protocol Issue/Item	Namibian Policy	Comments
Licensing of road transport operators for cross-border transport	1 No protection Namibian operators(no regulation) 2 No discrimination against Namibian operators by other countries	a. No cabotage allowed b. Type of permit to authorize a journey, not a right to do business;
Transit charges	a. Non-discrimination b. Cost recovery - degree can vary from country to country c. Equity between vehicle classes d. Charges designed to promote efficiency as far as possible e. Ease of administration f. Transparent (verifiable) g. Taxation for income purposes possible, but must be transparent h. Charges should not unfairly impact on railroad competition	
One stop border post manned by both countries using the same regulations		a. Efficiency b. Cost-effectiveness
Common R&D fund for SADC states	Upgrade the present system to the most modern and economical state of the art	a. Remain internationally competitive b. Introduce a clearance house for technical specifications
Harmonisation; Standardisation	Principles applied; Uniform technical standards: 1. Vehicles 2. Driver licensing 3. Road signs 4. Rules of the road 5. Transport Operations 6. Hazardous goods 7. Road standards 8. Weight limits	

Road Funds: a. National b. Regional	a. For dealing with funds generated internally b. For dealing with funds externally in the regional interest	Avoids the situation where allocation of funds in contentious. Funds generated from road user charges should only be made available for expenditures on roads. Apply business principles as far as possible. (These principles should also be considered for a customs policy protocol)
Economic: 1 Right to participate (entry,exit, capacity, and price) 2. Regulation of route priorities **Quality:** 3. Environmental protection (hazardous goods standards & unleaded fuel standards) 4. Equipment and infrastructure standards 5. Operator standards	1. Free market 2. Non-discriminatory (national/international modes of transport) 3. Pay your way Regional standards (viable) must be set, harmonized, and enforced; National route network is to the advantage of Namibia	2. Charges based on same criteria/principles Stay at forefront regarding the future; Include design and maintenance standards; Uniform regulations
Rules of the Road	Regional standard (coordinate implementation so some countries are not left behind) Maximum and minimum standards for the Region Individual countries may enforce stricter regulations	National legislation should be in line or brought in to line
Enforcement	Operators police themselves;	
Transit charges	Dedicated fund at the national level	
Cross border facilities	Sufficient official border to prevent illegal crossings	

Regional insurance scheme 1. Third Party 2. Goods	1. Regional standards/requirements same principles applied; 2. Operators own the decision, market forces will decide	Addresses only international transport. There could be a different policy for national-only transport

It was observed that road transport is the mode closest to the people and as such, conclusion of effective protocols in road transport would have the greatest visible impact. Further, a lot of work and technical studies had already been undertaken thus providing a firm basis for formulating protocols.

CIVIL AVIATION SUB-SECTOR

Potential Protocol Issues

The following potential protocol areas were identified:

1. Establishment of SARATA which would be the framework for defining a regional air transport regime.

The Namibian position is that there is a need for a regional air transport agreement, but they will not state their official position vis-a-vis SARATA until South Africa develops and states their's.

2. **Establishment of common standards, rules and regulations covering flight safety, air navigation services and air worthiness requirements.**

Protocol should establish common standards consistent with ICAO, which agree with and are not less than international standards.

3. **A common regional strategy in acceding to international civil aviation conventions and other air transport agreements.**

The protocols should state that SADC member countries should accede to international civil aviation conventions as ICAO, IATA and UN extant protocols

4. **Harmonisation of airport facilitation covering cargo and passengers.**
(eg. passports and visas)

The protocols should comply with ICAO convention, Annex 9

5. **Regional measures to improve airport security including regulations to deal with drug trafficking.**

a Protocols should comply with ICAO convention, Annex 17
b Regarding drug trafficking, hijacking, security force, ICAO insist upon a plan for each country (eg. access to RSA's security force)

6. **Creation of an enabling policy and regulatory environment for efficient airline operations which would promote restructuring through commercialisation.**

Support by Air Namibia for commercialisation.
What about competition? domestically (cabotage), internationally
Current registration and licensing procedures.

7. **Regional airline integration;**

Namibia's position is that there should be cooperation within SADC, but the status quo should

be maintained.

7b. **and, liberalisation of traffic rights.**

Namibia support this, but insists upon a step by step approach, with a distinction between scheduled and chartered airlines. This also responds to the cabotage issue.

8. **Establishment of a regional air traffic control system.**

Namibia supports this idea, as it would be safer, more efficient, and economical

9. The group felt there should be an additional protocol addressing the **management of airports in the SADC region**, and that each airport should comply with international regulations.

It was observed that airline co-operation and civil aviation generally, could be enhanced with the establishment of SARATA as its provisions address most of the concerns raised by the workshop.

In addition, all SADC airlines and aviation authorities were involved in the drafting of the SARATA treaty through the SATCC Working Group of Directors of Civil Aviation and Airline Chief Executives and this should facilitate the early acceptance and establishment of SARATA.

METEOROLOGY SUB-SECTOR

Preamble to Met Services: All protocols should reinforce regional, continental, and world interdependence in meteorological services.

Potential Protocol Issues

Potential protocol issues were identified as follows:

1. **Institutionalisation of a policy and legal framework for meteorology services both at the national and regional levels.**

All countries should establish legal instruments for their met services that:

a establishes them as national services
b requires approval for competitors
c allows international cooperation for local forecasting
d sufficient organisational independence to serve all clients
e ability to add services
f ability to be funded and charge for services

2. **Establishment of a regional weather centre.**

Namibia recommends SATCC focus on the existing centre in Pretoria. It should be built into a regional centre, and have specific client service standards

3. **Establishment of joint regional research and training centres.**

Protocol should emphasize strengthening, clarification, and rechartering of existing facilities, eg. 3 South African universities: Pretoria, Bloemfontein, and Pietermaritzburg.

Notes: recommendation driven by proximity of universities to proposed Pretoria centre. Study must be open to all students. Complete interaction with SADC national Met services, including data exchange and such outreach programs as people exchange. Protocols should further establish the need to study the effects of human action on weather from both normal and warlike activity.

4. **Development of common regional positions and strategies in negotiating international conventions and on current international issues.**

a Continue regular meetings of national service directors
b Ratify the framework convention on climate change (all SADC countries are already members of WMO and ICAO)
c Namibia has signed the Montreal protocol on global warming and ozone depletion.
d Use appropriate existing and joint resources to document SADC positions on met

and climate issues.

5. **Institutionalisation of common regional standards in data gathering, reporting etc.**

a All SADC must conform to WMO standards

b All SADC countries must be obligated to feed the regional centre with information

6 **Coordination of climatological information and agricultural policy**

The group felt this needed to be added as a protocol issue, and must be addressed at the national and regional level.

The discussions ended with participants better informed about the role, importance and issues affecting the efficient delivery of meteorology services. The session in meteorology had the advantage of the presence of most Directors of Meteorology Services in the region as they were due to attend their annual regional meeting a few days later in Pretoria.

POSTAL SERVICES SUB-SECTOR

Potential Protocol Issues

1. **Postal restructuring:**

a In Namibia, there is one overall holding company whereby the postal services are split from telecommunications

b Postal services should become commercial entities

c Officially in Namibia, the postal service has a monopoly for standard letter carrying services throughout the country

d Government rules that interfere or restrict postal operations should be eliminated

e Therefore, Postal services should be fully autonomous, although still a government-owned holding company (as is the case with Namibia)

f Namibian and RSA models should be looked at as models throughout SADC

g Postal services should be financially self-sufficient

h Postal services should give their customer value for money

i Postal services need to recognize that commercialisation may result in staff reductions (eg. what occurred in Namibia)

g Regarding private courier competition, postal services should not restrict them, but compete openly and consider expansion of services where appropriate, eg. fax, e-mail, and express courier services

2. **Common service standards.**

a The Universal Postal Union (UPU) should be the basis for common service standards, and all SADC countries should be signatories to the UPU.UPU has protocols on a wide range of issues, eg. parcels, money orders, savings banks, etc.

b UPU is also the postal watchdog

c Licensed private couriers are subject to national regulations

d Protocols should establish a minimum set of standards for licensing of private couriers (to which postal services should also adhere)

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e Subsidies to postal services should be only government payment for services that are of national interest or social importance, but may not be economically viable.

3. **Institutional and legal framework at the national and regional levels.**
Namibia's position is that this is not necessary, because of the existence of UPU, which in their view covers this issue satisfactorily, both nationally and regionally.

4. **A common regional strategy to enhance mail security.**
There is a need to apply UPU standards; and Namibia is in favour of a regional body focussed on mail security.

5. **Co-ordinated regional positions in international fora.**
Namibia's position is that this good in principle, but needn't be a protocol issue.

6. **Establishment of specialized regional training centres.**

Namibia's position is that training is a national responsibility, but they would be willing to offer consultation and training to other countries. They would not be willing to share the cost of, or send trainees to, a regional postal training facility.

In conclusion, it was observed that postal services can play a major role in the socio-economic development of the region and can help to bring s backward rural communities into the orbit of development.

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TELECOMMUNICATIONS SUB-SECTOR

Potential Protocol Issues

The following were considered potential protocol issues:

1. **Definition of a telecommunications policy including options for ownership and guidelines on investments and regional co-operation.**

a Ownership options.(In all cases, govt licenses frequencies and operators)

1 Government owned and commercialised (board appointed by government, management independent)
2 Joint venture between government and private companies
3 Strategic alliances with telecommunication organisations in SADC countries
4 Pure private sector
5 Foreign/global ownership is possible as long as there is a local (national) partner
6 Ownership protocols need to encourage telecom investment in rural areas, and prevent investors from "cream-skimming"

b Guidelines on investments.

1 Government can invest in, guarantee loans to , and endorse telecommunications projects, but may not unduly control the projects or companies.
2 Investment guidelines must level the field for domestic and non-domestic companies, and include requirement for meeting social responsibilities.
3 Guidelines must be consistent with the investment policies and regulations of each country
4 SATCC must establish a policy for multi-country projects.

c Regional Cooperation

1 Compliance with ITU conventions will establish regional cooperation.
2 There can only be one organisation coordinating regional cooperation.
3 Protocols must establish guidelines for telecommunications
   a Interchange and monitoring
   b Sharing of R & D data
   c Human Resource Development training and certification

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d Open Access by Users to all Services

1 Interconnection of new services with any infrastructure

The following three protocols were incorporated in the above described protocol:

2. **The establishment of a regional telecoms regulatory body.**
3. **Harmonisation of technical standards and specifications.**
4. **Setting up joint regional training and research facilities.**

In summary, the group in detailing their views, established the following principles:

1 Yes, there is a need for regional protocols and/or a policy on telecommunications

2 Telecoms should be commercialised

3 Telecoms must be customer oriented/focussed

4 Telecoms markets should be open, and have a regional focus

5 There needs to be compatibility of systems and equipment in the Region

6 There must be open access by users

7 Cooperation in R & D, and training is vital

8 A regulatory body should be independent, and enhance, not restrict competition, and improve customer quality and service

Availability of telecommunications facilities to support social-economic development was considered a priority and necessity. It was observed that there was an economic cost in not having telecoms services.

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Roads and Road Transport Sector
Impact Table*

	Roads & Road Transport	Railways	Ports and Shipping	Civil Aviation	Meteoro-logical Services	Postal Services	Telecom-munica-tions
Roads & Road Transport	X	1	1	3	3	1	2
Railways	1	X	2	3	3	1	3
Ports & Shipping	1	1	X	3	3	2	2
Civil Aviation	3	3	3	X	3	1	3
Meteoro-logical Services	3	3	2	1	X	3	2
Postal Services	1	1	2	2	3	X	2
Telecom-munica-tions	2	1	1	1	1	1	X

Key:

1 = high impact
2 = medium impact
3 = low impact

* When read horizontally across a row, the number indicates the impact each sector has upon the intersecting sector. Read vertically down a column, the number indicates how the sector is impacted by the intersecting sector.

SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT OF THE NATIONAL STAKEHOLDER WORKSHOP

SOUTH AFRICA

JOHANNESBURG, SOUTH AFRICA, 10 - 12 MAY 1995

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SADC COMMUNITY-BUILDING
REPORT ON REPUBLIC OF SOUTH AFRICA NATIONAL WORKSHOP ON TRANSPORT AND COMMUNICATIONS PROTOCOL ISSUES DEVELOPMENT
JOHANNESBURG May 10-12, 1995

General:

The attendance in numbers was an average of twenty-eight (28) participants for all seven sub-sectors.

The participants strongly endorsed the protocol issues that were defined in the report of the Regional Sub-sector Stakeholder Workshops hereafter referred to as the report. The participants also endorsed inter-sectoral and SADC cooperation. The comments listed below under each sub-sector are additions or amendments to the issues found in the report.

The Workshop, however, strongly indicated a concern as to the limited participation RSA has had in SADC issues (e.g. SARATA) due to its late entry into SADC in 1994. The Postal Services expressed strong concern over the process by which the protocols were being developed, especially the fact that not all stakeholders had been invited, e.g. unions, and those invited had not been invited in a timely way. Participants representing the postal services will take their concerns to the Council of Ministers. Postal services also expressed concern that, although many people were invited by fax (albeit at the last minute), few invitees answered the fax. Moreover, every sub-sector expressed concern over the implementation of these protocols. Who or what would hold governments accountable for what they agreed on in the protocols?

The workshop methodology offered the group a general overview of a sub-sector based on the policy issues defined in the report. The participants then divided into syndicate groups to discuss the issues, in full, among themselves. The participants were asked to bring their experience where possible to bear on the issues of the sub-sector rather than to simply explain the position of their agencies. The participants then reported their findings in plenary session and the group discussed the findings as a whole. The methodology permitted the participants to involve themselves actively in developing policy issues, a key objective of the national workshops.

The quality of participation was high and the discussions were candid and serious. The fact that the facilitators encouraged those attending to participate more as individuals and less as representatives of their institutions seems to have had a catalytic effect. Both the facilitators and the technical experts thought it was a factor in the steady attendance for all

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the sub-sectors.

The sense of the workshop was that this whole exercise in protocol development was useful, but expressed concern about when and how the protocols would be implemented. One reason for concern may be that South Africa is, in many ways, ahead of the other SADC countries in addressing and implementing some of the issues, and brought this experience to the workshop.

The list of participants is attached as Appendix 1, the formal evaluation of the workshop attached as Appendix 2.

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ROADS AND ROAD TRANSPORTATION

The following issues were considered pressing issues for

Road Freight Operators:
- Vehicle specifications
- Axle and GVM regulations
- Transit and other charges
- Border delays (cross border facilitation)

Department of Transport
- Cabotage
- Overloading
- Violence
- Cross border facilitation
- Information from the operators
- Regional Transportation Quality System (RTQS)

Additional comments on the issues are as follows:

Road Traffic legislation

The legislation should address issues such as: axle mass/gross vehicle mass/gross carrier mass, overall dimensions, bridge formula, traffic signs, driver's licenses, law enforcement, road safety, Road Transport Quality System (RTQS), equipment, overload control, etc.

Are the conflicting rules of the road within the region (right-hand vs left-hand drive) a potential safety hazard.

Need enforcement body, e.g. SADC adjudicating tribunal or transport tribunal, with powers to sanction member states.

Transit Charges

Harmonise the commonly accepted criteria for establishing charges as opposed to making the charges uniform (i.e. the same.) (Facilitator note: following terms need definition: "harmonise", "standardise", and "make uniform".)among others found in the report.

Dedicated Road Fund

One group suggested having a dedicated regional road fund. A second group suggested taking out paragraph 2.i.e. not having a regional road fund. (The second group thought such a fund would be "impractical".)

585

Implementation Framework

This protocol needs to define "sanctions" for non-compliance by a signatory member state.

Law Enforcement

Specific non-traffic law enforcement issues include: drug trafficking, high-jackings, smuggling wildlife, and outdoor advertising.

Insurance

Define what a "third-party insurance scheme," would look like.

Transport Policy

Point #5 Insert among examples of policy guidelines on issues, "outdoor advertising".

Also add statements on quotas, cabotage, and third-country transport in this section.

Address potential conflict between preferential trade areas and SADC (e.g. RSA operators required to comply with PT rules, e.g. operator's licenses.)

Information Systems

Add to the regional data base information on high-jackings, drug trafficking, and smuggling wildlife.

How this information database is to be implemented and managed is important to define.

Tourism Promotion

Add "sensitive to the environment" after "road transport industry".

Training

Point #2 add: "These training centres need a mechanism for providing common certification."

(Facilitator comment: what will help determine the training syllabus for these centres should be the skills required by personnel of each country. The required skills will help determine what each centre offers.)

Road Safety

596

Road safety should have its own policy statement.

Infrastructure

Under technical issue 1.4 add: "service and rest facilities" to the listing.

Equipment

Vehicle regulations and dimensions should be **uniform** and not **harmonised.** (e.g. the <u>same</u> dimensions.)

RAILWAYS

Enabling Environment

This should be a protocol issue

Note: privatisation welcomed in RSA. Commercialisation should come first and then eventually privatisation.

Levelling Playing Field

RSA delegates felt this was a policy issue and not a protocol issue.

Regional Supervisory Body

This should be a policy issue not a protocol issue. SATCC should enforce protocols through existing committees and not by creating new ones.

There should be one body for all protocol enforcement

Environment

This is a policy issue

Add: SADCC members should be signatories to Brussels Convention

Market Forces

This is a protocol issue

Delegates supported the harmonisation of tariffs <u>not</u> making tariffs uniform. This will prevent manipulation of markets.

Harmonisation and Standardisation

Include technical standards here

Importance of standardised communication networks

598

Proposal

Protocol to set up a coordination and communication structure between SATCC headquarters and the member countries as well as within member countries between the various government departments, private sector and other organisations and stakeholders to ensure wider participation in SATCC issues.

The facilitation of expeditious communications between the various sub-sectors of the member states. (Process issue)

Protocol Issues

Number 2 After, "playing field" add, "allowing market forces to determine tariffs in railway operations."

599

PORTS AND SHIPPING

Enabling Environment

There should be less government involvement in ports and shipping.

Support the interests of landlocked countries.

Privatisation vs commercialisation should be crystallised.

Separation of port ownership and port management should be fully explored.

Optimise for each country existing shipping capacity using e.g. slot charter or piggy back charter arrangement, etc.

The group noted that separation of port ownership and port management and privatisation vs commercialisation are linked.

Regional Maritime Policy

Maritime trade facilitation for ports and shipping and creating an enabling environment also include the following:

- Being self-sustaining/financially autonomous
- Encouraging private sector participation
- Acknowledging market forces
- Harmonising/facilitating documentation procedures
- Working towards a seamless process (dry ports)
- Optimizing the multi-modal concept
- Providing technical assistance
- Not controlling port and shipping charges
- Removing all discriminatory practices

Safety and Pollution Control

Header should read: "Safety, Pollution and Environmental Control."

A regional search and rescue management plan should be developed.

An environmental plan should be developed.

Accession to Conventions

Consideration of accession is a benefit to the region.

600

SADC should encourage signatories to become aware of relevant international conventions, e.g. Basle Convention on the transport of hazardous waste, and the CITES convention on trading in endangered species.

Encourage members to accede to appropriate conventions.

Endorse access of landlocked countries to sea ports irrespective of disputes that may arise between a landlocked country and a coastal country.

Infrastructure Investment

Market forces should be allowed to determine the extent of the hinterland of each port.

Creation of a Regional Maritime Body

SADC and other national bodies should be expanded to take on these duties.

The maritime body should have an overseeing function in the implementation of protocols in regards to:

- Safety and pollution control
- Environmental issues
- Infrastructure investment
- Training
- Alignment of SADC/COMESA/and PMAESA (Port Management Association of Eastern and Southern Africa)
- Standardisation of technical issues
- Harmonisation of legislation
- Bond guarantee scheme needed

Port Charges

Port charges should be transparent, equitable and non-discriminatory. Agreement is needed on the definition of "transparency".

Shipper Information

Traffic flow information should be centralised at regional level in order to create a regional data bank which SATCC should manage.

Regional data bank cannot be established before national ones are established. Hence formation of national data banks should be encouraged.

Bond Guarantee Schemes

Should only address the problem of non-payment of statutory charges in transit countries.

Ocean Freight Rates

Ocean freight rates should be transparent, etc, but there should be no flag discrimination between members of SADC themselves.

Differences in tariffs should exist. Tariff structure (criteria for determining tariffs) should be transparent.

Cabotage

The RSA workshop did not see cabotage as a protocol issue. The working definition of cabotage was: the transfer of cargo in one country by a carrier registered to another country.

The workshop recommended defining national cabotage, regional cabotage, and international cabotage.

Ship Inspections

This should be a protocol issue.

Through ship inspections concerted measures should be taken to prevent, combat and impose sanctions against piracy, maritime fraud and drug trafficking by sea.

Training

This header should read: "Training, Technology Transfer and Research."

Additional Protocols Issues Recommended

Environmental control should be a protocol issue.

Training should become a protocol issue.

602

CIVIL AVIATION

General Observations from the RSA Workshop

-Provision should be made for accident insurance, aviation security and safety, co-operation arrangements to render immediate assistance should be developed.

-Review SATCC work from general commercial perspective , i.e. scheduled and non-scheduled air services, general aviation services (commercial and non-commercial), etc.

-Regional search and rescue management plans should be developed.

-Protectionism is detrimental to provision of efficient aviation services. Workshop recommended introducing " open skies" policy to benefit users in the region in a phased manner.

-Eliminate current national operational obstacles, (e.g. "protected" air traffic rights). Workshop recommended eliminating built-in protectionism at the regional level.

-Promote aviation co-operation, sharing, etc of air traffic rights by shedding some national sovereignty.

Institutionalisation of SARATA

South Africa was not involved in the drafting of SARATA accord, and is currently studying the document and considering its implications and powers.

Airline Restructuring

The definition of "commersialisation" was understood in this workshop to mean "operating on a commercially viable basis."

Airline Integration

RSA should consider strategy and action plan, (i.e. RSA should be catered to as these statements were drafted prior to RSA's accession to SADC).

Point #2: Workshop suggested not setting a date for consolidation of SADC traffic rights should be set.

One group suggested airline integration should not be a protocol issue.

603

Airline Co-operation

Point #2 There was no consensus on the issue of considering increased sharing of traffic rights.

Point #3 delete phrase "to improve regional airline connectivity," so as to read, "There is the need to use smaller aircraft in order to increase frequencies."

Encourage use of small aircraft and feeder carriers (hub and spoke) to improve efficient air transport services to communities.

Customer Orientation

Delete phrase, "as quality of service offered is less than satisfactory" amending the statement to read,"Service provision should centre on needs of customers."

Tariffs and Costs

Point #3 Tariff structure standardisation is not supported. The current structures, (i.e. IATA) provide adequate IRO Tariff structures etc. Therefore, point #3 is unnecessary.

Air Traffic Control

Point #1 should be restated as follows, "A regional air traffic control system above certain flight levels (flight altitude) should be established."

Point #3 should be restated as follows, "The paranoia associated with air traffic movement as a threat to state security should be overcome with a view to the possible commercialisation of air traffic control systems."

Airworthiness

Point should be amended to read: "Joint aviation authorities of SADC should set standards for the region."

Training

Point #3 should be amended to read, "Common standards and licensing stipulations should lead to standard topics for training personnel."

604

Specific comment on potential protocols as identified in the report:

1. Replace "regime" with "policy."

2. Insert, "for civil aviation" after "rules and regulations."

6. Replace "airline operations" with "air transport operations."

7. No consensus was reached on regional airline integration and liberalisation of traffic rights

8. Accepted the idea of establishing a regional air traffic control system, but only to operate at certain flight levels. (Facilitator note: levels need to be defined.)

Additional potential protocol issues recommended by the workshop:

1. SADC members should provide mutual assistance in respect to airline security and safety.

2. Develop and implement a regional air search and rescue masterplan.

605

METEOROLOGY

Policy Framework

Meteorology people should be involved to the fullest extent in drafting meteorological legislation.

There was not a consensus among workshop delegates as to whether or not a legal framework needed to be established, since international conventions such as WMO already provide such a framework. If National Meteorological Services were to be commercialised then a new legal framework possibly provided by SADC might be required.

Commercialisation of Meteorological Service

Point #3: The workshop agreed that all industries (air line, maritime, etc) should pay for services, but what about ships that do not dock?

Point #5: The workshop agreed that cost recovery, but not privatisation, is a feasible and realistic option.(One group noted that government agencies are the major users of meteorology services.)

Point #7: Advisory service should not be held liable for inaccurate or wrong weather forecasting. One group suggested appointing an ombudsman (term not defined) to keep up standards of service and guard against liability.

International Conventions

Point #2: SATCC should be involved in helping member states develop regional positions on topical international issues such as global warming, climate change, and the green house effect, and assist in disseminating information on these topics to the public.

Regional Weather Centre

Incorporate Early Warning System into Regional Weather Centre.

There should be regional commitment with political and financial support for a proposed regional centre.

Marine Meteorology

Basic meteorological services should be paid for by the taxpayer, but specific meteorological services should be paid for by clients/customers.

Point #2 add at end of sentence after "production," add the phrase "trade and safety," so as to read, "Regional cooperation in marine meteorology is essential as this is now increasingly linked to sea-based food production, trade and safety."

Aviation Meteorology

Consider calling it "aviation industry" and not "airline industry."

Point #1 add to statement, "Charges should be transparent and charged in an equitable manner."

The workshop suggested additional industries that might use meteorological information to include energy, insurance and media.

Marketing

Consider amending this header to read: "Marketing and Public Relations Functions."

Yes, meteorology must market itself as a service.

Agree that meteorological service should emphasise that it operates as a service and not as a business.

Competition

Competition should be allowed. It is a good thing, unless it were to have a negative impact on the Weather Bureau.

Workshop disagreed with Point #2. There should be no guarding against competition but the private sector must be within the ombudsman's guidelines. (Note: ombudsman not defined.)

Information Gathering/Dissemination

Workshop disagreed with point #2, unless ombudsman's umbrella specifically precludes a particular institution from receiving weather data.

607

Research and Training

Research and training centres are needed in agriculture, pollution, and meteorology.

One group suggested "Research network" replace "research centre."

RAC should provide training.

Regional Standards

There should be an auditing/evaluation mechanism to safeguard regional standards.

WMO should set the standards.

Equipment Availability and Maintenance

No solution in sight for this difficult issue, due to nature and conditions of donor funding.

Other Issues Raised by the Workshop

The effect of air pollution on neigbouring countries is a growing environmental problem within the region.

Creation of an appropriate Met Calibration Centre

Amendments to Potential Protocol Issues

2. Amend to read, "Establishment of a regional weather centre and early warning system."

3. Amend to read, "Establishment of joint regional research, training and technology transfer centres.

5 Delete as a protocol issue as it is included in #1.

608

POSTAL SERVICES

Postal Restructuring

Workshop suggested adding "and Commercialisation" to the header. Point #2 Agree: but change "maintaining social obligations" to "maintaining universal service and obligations such as those prescribed by the UPU." and insert "by the State," after "subsidised."

Institutional Framework

Point #1 There is no need for a special body as the supervision can occur through SATCC and Council of Ministers.

Point #2 add "UPU" after "as those in." Any new protocol would have to be uniform with exiting agreements.

Point #3 The mechanism to put in place should be SATCC.

Mail Security

Workshop recommended changing this header to, "Postal Security".

Point #1 insert "in line with Postal Services Action Group" after "Measures," including aviation security as it relates to postal security. The amended point to read, "Measures in line with Postal Services Action Group need to be taken to strengthen aviation security as it relates to postal affairs."

Point #2 Insert "on the available UOU list." after "articles," to read, "licenses issued to operators must specify prohibited articles on the available UOU list."

Common Region Position

Should be harmonised, but avoid duplication, with SACU/SADC/-COMESA/PAPU/UNECA/ACP.

Common Unit of Currency

Workshop suggested that a feasibility study of money and exchange mechanisms between countries take place before a decision is appropriate.

Market Orientation

Point #1 should read, "Price of postal services should be market driven."

Training

Change "Training" header to "Training, Research, Technology Transfer".

Point #1 workshop questioned why center should be based in Malawi? Why not expand the training facilities in RSA?

Point #2 put a comma after "region" and insert "for senior officers" after "centre" the point to read, "There is a need for harmonisation of standard training and certification in the region, and the establishment of a specialised regional training centre for senior officers."

Security

Take out this point as it is dealt with above.

Additional Comments:

Technical Issues

Recommend modernising equipment consistent with ability of countries to use such equipment based on completed research.

Recommend that there be common standards and common infrastructure for airmail conveyance.

Additional Protocol Issue

Establish the principle of terminal dues, (e.g. posting letter from the USA to RSA to Lesotho; RSA should get reimbursed for serving as a transit point in the delivery of the letter.)

TELECOMMUNICATIONS

Telecommunication Policy

Point #1 add after the word "policy" the following,"should be guided by ITU policy, specially BDT."

Point #2 add after the word "services: the following, "and operations."

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Point #3: Group did not know what SATA was.

A fourth point should be added dealing with environmental issues. This would require a study be initiated.

Ownership Options

Point #1 after "ownership of" delete "the," and add an "s" to "enterprise".

Moreover,ownership of WRT global operators needs further study.

Point #2 add, "consider international partnerships" after "such investments".

Point #3 use "such regulatory bodies" instead of "independent regulatory bodies."

Point #5 add "by business principles" with obligations to universal access" after the word "control".

Improving Accessibility

Point #1 as a statement is not a separate issue. It is already covered, so consolidate with Point #1. Therefore, the first sentence should read "The restructuring of telecommunication services should not prejudice the aim for universal access."

Investment Policies

Agree, but delete the following sentence, "Commercialisation should be supported by the provision of a sensible capital structure to companies."

Regulatory Framework

Point #1 Agree, but the word "independent" needs to be defined.

Point #5 Governments regulate the regulator. Governments are put in place by the people. Governments should accept input from independent NTFs.

Regional Co-operation

Point #1 after "cooperation" insert the phrase, "by regulatory bodies who are independent of government"

611

Pricing and Tariffs

Point #1 delete the phrase, "to counter unethical international practices."

Point #2 put a period after "market based." and delete the phrase, "and not seek to re-coup total costs, thus burdening the consumer."

Market Orientation

Point #4 after, "countries" insert the phrase "and service providers."

Under Operational Issues:

Comment from the group

The current structure and changes of the industry needs to be taken into account (e.g. regulators now regulating several different parties with differing responsibilities).

Harmonisation of Standards

Point #1 remove the word "equipment".

Point #2 replace the phrase "type approved" for the word "license".

Note: one group felt the whole area of requirements needs further study in detail, e.g. type approval, tax, frequencies, rate.

Human Resource Development

Point #2 insert "environment" after "human".

Information Superhighway

Insert "taking into account strategic information and security issues" after "superhighways".

612

POTENTIAL PROTOCOL ISSUES

Number 2: add the phrase, "ensure the sharing of frequency plans and allocations with the long-term purpose of enabling cross-border services" after "body".

Number 3: harmonisation of technical standards and specifications, was a "burning issue."

Additional Protocol Issues:

First, in some fashion, the following issues need to be taken into consideration:

-impact on environment of these policies and practices

-impact on natural resources of these policies and practices.

Second, tariff structure policies should be considered.

Third, the information superhighway.

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ATTENDANCE LIST FOR SATCC PROTOCOL SESSIONS

ROADS, ROAD TRAFFIC AND ROAD TRANSPORTATION

M Bataille, NAAMSA
V Lipman, DBSA
J A Hexdenryon, Transnet
D Hatting, Department of Transport
F S Mulder, Dir Traffic Safety, DOT
M Scott, RFA
J O Mkinga, SATCC
D G Nyasulu, CSIR
M Edington, DBSA
P S Pretorius, SARF
A Self, SAFTO
F Jordaan, Dept of Enviromental Affairs and Tourism
D F Dick, Rennies Express Freight
W Vorster, Home Affairs
P Farmerey, Bidduplhs Removals
J Schoeman, Fleetcall
P Copley, DBSA
G Negota, NTF
B M W Curtis, RFA
G F Herselman, Dept of Trade and Industry
J Walters, SABOA
G J Botha, DOT
C Wilsenach, DOT
G Hoch, DOT
R C Botha,Consilium Legis
P J Geringer, DOT
H Lemmer, RFA
D Burman, RFA
L Burns, Consilium Legis
W Gibbs, Spoornet
G J Fischer, DOT
D Toit, Stantek Electionis
M Ranchod, Kabwe Transport

RAILWAYS

D Hatting, Department of Transport
J O Mkinga, SATCC
M Edington, DBSA
W Vorster, Home Affairs
G Negota, NTF
G F Herselman, Dept of Trade and Industry
G J Botha, DOT
L Burns, Consilium Legis
W Gibbs, Spoornet
Z du Plessis, SAA

PORTS AND SHIPPING

D Hatting, DOT
M Edington, DBSA
S Brits, DOT
W Vorster, Home Affairs
G F Herselman, Dept of Trade and Industry
G J Botha, DOT
W E Scott, Dept of Environmental Affairs and Tourism
N A Hagan, Directorate Shipping, DOT
S W Bird, Portnet
L Makua, Safmarine
E Kieck, Consilium Legis
C Dey, MITTS
J O Mkinga, SATCC

AIR TRANSPORT

W Vorster, Home Affairs
G F Herselman, Dept of Trade and Industry
G J Botha, DOT
Z du Plessis, SAA
L Booyse, DOT
C F Naude, Customs
S Brits, DOT
D Hattingh, DOT
J O Mkinga, SATCC
H A Street, AFA
C Z A Beek, Commercial Aviation Association
E Kieck, Consilium Legis

METEOROLOGY

G R Tosen, Eskom
R D Walmsley, FRD
D Cherry, Sentech
A F Pollard, Eskom
L D Reeder, S A Navy
J V Heerden, Univ of Pta
G C Schulze, Weather Bureau
K E Estie, Weather Bureau
J M J Visser
E C Kieck, Consilium Legis
L Fuchs, Dept of Agric
K Monnik, Inst for Soil, Climate, Water
R Kuschke, ISCW
S O'Beirne, CSIR
P S v d Merwe, Dept of Finance
P M Pelser, FOSS
P J vd Westhuizen, ATWS
J J. Scheepers, Dept Post and Tel
P Grobler, Dept Post and Tel
A A King, SAA
M Brews, SAA

D vd S Roos, CSIR
L Grobler, Dept Env Aff and Tourism
R Gobind, S A Post Office
G J Botha, DOT
J O Mkinga, SATTC

POSTAL SERVICES

R Gobind, S A Post Office
D Cherry, Sentech
E C Kieck, Consilium Legis
P S vd Merwe, Dept of Finance
A F Pollard, Eskom
J J Scheepers, Dept Post and Telecommunications
P Grobler, Dept Post and Telecommunications
L Grobler, Dept of Env Affairs and Tourism
J O Mkinga, SATTC
G J Botha, DOT
J Schoeman, Fleetcall
E C Kieck, Consilium Legis

TELECOMMUNICATIONS

L Grobler, Dept of Env Affairs and Tourism
G J Botha, DOT
J Schoeman, Fleetcall
J O Mkinga, SATCC
M Edington, DBSA
A Paul, Amp Analysis
F Ragghianti, CSIR (Mikomtek)
S Lessing, Siemens
J Lebooa, Telkom
J Schoeman, Fleetcall
M Nuttall, Transtel
P Sekhula, IBA
L Petzer, IBA
H E Filter, LMRA
E C Kieck, Consilium Legis

SATCC PROTOCOL WORKSHOP REGISTRATION

NAME AND ORGANISATION	POSTAL ADDRESS	TEL FAX	MAIN SUB-SECTOR INTEREST
Barney, M W Curtis, RFA	Box 1900 Johannesburg	011 824 1003 011 824 2478	Technical: axle loads, dimensions
Herselman, G F Dept of Trade and Industry	P Box X 84 Pretoria 0001	012 310 9739	
Walters, J, SABOA	P O Box 1305 Randburg 0001	011 787 0716 011 787 5898	Operations
Botha, G J Dept of Transport	P Bag 193, Pretoria, 0001	012 290 2470 012 326 4791	All
Wilsenach, C DOT	P Bag X 193 Pretoria, 0001	012 290 2360 012 326 4791	Transport Roads
Hoch, G DOT	P Bag X 193 Pretoria, 0001	012 290 2328 012 326 4791	Transport Road Traffic
Botha, R C	P O Box 40232 Arcadia, 0007	012 43 4132 012 43 4216	Road transport and traffic
Geringer, P J	P Bag X 193 Pretoria	012 290 2115	Road transport and traffic
Lemmer, H RFA	Box 7, Randburg, 2121	011 789 1357 011 789 1367	Road transport
Burman, D RFA	Box 9259, Johannesburg, 2000	011 402 4310 011 402 7299	Road transport

NAME AND ORGANISATION	POSTAL ADDRESS	TEL FAX	MAIN SUB-SECTOR INTEREST
Burns, L, Consilium Legis	P O Box 40232 Arcadia, PTA	012 434132	Road traffic
Gibbs, W B Spoornet	P O Box X 47 Johannesburg 2000	011 773 2275 011 773 2560	Rail
Du Plessis, Z SAA	PO Box 7778 Johannesburg 2000	011 773 5817 011 773 9691	Aviation
Fischer, G J DOT	P Bag X 193 Pretoria 0001	012 323 2693 012 323 4338	Road transport
du Toit Stantek Electionis	P O Box 8425 Pretoria 0001	0824660703	Telecommunications
Ranchod, M Kabwe Transport Int Ltd	Box 6539 Dunswart 1508 RSA	011 894 2251/2/3 011 894 1132	Road
Bataille, M NAAMSA	C/O Mercedes Benz Box 1717 Pretoria 0001	012 203 2220 012 218549	Road and traffic
Lipman, V DBSA	PO Box 1234 Halfway House 1685	011 313 3437 011 313 3086	Road Rail
Dick, D F Rennies Express Freight	P Bag X 016 Motortown 2111	493 5238 493 1376	Roads
Vorster, W Home Affairs	P/B X114 Pretoria	012 3148171 012 3148478	Roads, railways, harbours, airports

NAME AND ORGANISATION	POSTAL ADDRESS	TEL FAX	MAIN SUB-SECTOR INTEREST
Farmerey, P Biddulps removals	P O Box 19164 Pretoria West 0117	012 386 1321 012 663 4206	Road transport
Schoeman, J Fleetcall Pty Ltd	P O Box 7526 Hennopsmeer 0046	012 663 4440 012 386 0968	Telecommunications
Copley, Peter DBSA	P O Box 1234 Halfway House 1685	011 313 3336 011 313 3086	Road transport
Customs and Excise	P Bag X 47 Pretoria, 0001	012 314 9701	Customs
Land Mobile Radio Association	P O Box 8327 Hennopsmeer 0046	011 663 3953	Customs
Hatting, D DOT	P Bag X 139 Pretoria 0001	012 290 2304	Communications
Mulder, F S Dir Traffic Safety DOT	Private Bag X 147 Pretoria	012 328 5929	Transport
Scott, M RFA	Box 201 Isando 1600	011 828 0570	Road Transport
SATCC	CP 2677 Maputo Mozambique	258-1-420246 420213	Ports and Shipping
Nyauslu, G CSIR	Box 395 Pretoria 0001	841 3223 841 2379	Roads

NAME AND ORGANISATION	POSTAL ADDRESS	TEL FAX	MAIN SUB-SECTOR INTEREST
M Edington DBSA	PO Box 1234 Halfway House	313 3370	ALL
Brits, S DOT	P B X 193 Pretoria, 0001	290 2553 290 2558	Aviation
Pretorius, P S SARF	P O Box 74254 Lynwoodridge 0040	012	
Self, A SAFTO	Export House Sandton	883 3737	Roads, ports, telecommunications
Jordaan, F Dept of Env Affairs and Tourism	P B X 447 Pretoria 0001	012 310 3756	Roads
Negota, G NTF	Box 61566 Marshalltown	011 337 2100	Roads and land transport
Hexdenryon, J A Transnet	P O Box 72501 Parkview	011 488 7990 011 488 7819	Transport

NAME AND ORGANISATION	POSTAL ADDRESS	TEL FAX	MAIN SUB-SECTOR INTEREST
Scott, W E, Dept of Environmental Affairs and Tourism	P Bag X 447 Pretoria 0001	012 310 3654 012 322 6287	Ports and shipping (pollution)
Hagan, N A (Capt) Department of Transport, Chief Directorate: Shipping	P Bag X 193 Pretoria 0001	012 290 2910 012 290 2914	Shipping safety and training
Bird, S W Portnet	P O Box 32696 Braamfontein 2017	011 773 7865 011 773 7865	Ports
Makua, L Safmarine	P O Box 31255 Braamfontein 2017	011 407 2814 011 403 1305	Shipping
Kieck, E Consilium Legis	P O Box 40232 Arcadia 0001	012 434132 012 434216	Protocol Development Drafting
Dey, C MITTS	P O Box 4916 Kempton Park	394 0811 394 9705	Forwarding and Clearing

APPENDIX 2

SATCC PROTOCOL DEVELOPMENT
NATIONAL WORKSHOP
PARTICIPANT EVALUATION

Johannesburg, MAY 10-13, 1995

1. Which of the following sessions did you attend?[1]

	Number of Participants	Sub-Sector
A.	2	Road and Road Transport
B.	1	Railways
C.	1	Ports and Shipping
D.	2	Air Transport
E.	13	Meteorology
F.	4	Postal Services
G.	9	Telecommunications

2. What did you like about the workshop?

-frank discussion
-short and sweet; participatory; diverse view points given allowing for debate
-participation
-open discussion
-interesting discussion
-interesting
-good system of work discussion
-informal approach where everyone had a say (i.e. syndicate groups)
-It was good making delegates think.
-many various and varied opinions
-The chance to reshape the communications gap in the region for development.
-The opportunity to express and clarify viewpoints and hear other's opinions.
-It is a participatory process and has to be on-going.
-Met interesting people with a lot of ideas for policy making in southern Africa.
-open discussion
-The way it was run and the issues discussed.
-it stimulated one's ideas/broadened one's perspective
-getting together: government officials, private organizations, and other stakeholders

no response (1)

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[1] 32 of 72 participants filled out evaluation forms.

3. What did you dislike about the workshop?

-non-availability of documentation ahead of time; rather limited time
-participants had no information prior to workshop
-no response
-I went in the discussion rather blinded; insufficient information provided beforehand.
-Lack of preparation time; coming in cold was difficult and I was not able to participate perhaps, as meaningfully as I would have liked.
-not enough time to prepare
-too many issues
-no response
-Unfortunately the process was not well planned. At the end of the session we were discussing matters that should've been cleared at the beginning of the session.
-time constraints, the document is fairly large with many points and therefore could've been discussed in more detail.
-disappointed in the poor turnout and low attendance
-Not having the documentation beforehand; we went in blind.
-nothing that I can think of
-some additional information that was needed was not readily available.

no response (6)

4. Were the workshop objectives accomplished in your view?

-to a large extent
-yes (7)
-to a certain extent (2)
-to some extent, but limited due to insufficient information before hand
-difficult to say
-identified the procedures issues to be addressed
-no
-definitely
-possibly yes
-difficult to say but alternatives/amendments have been made/proposed
-to a reasonable degree

no response (1)

5. To what extent did the workshop help to develop protocol issues?

-largely to get views across
-consultative; clarified viewpoints
-very good
-if applied (implemented) it will be in everyone's favor

-difficult to say
-significantly

-led to better definition and improved input from a number of role players
-certain new issues were raised
-a lot, with limited attendance
-a great deal
-fairly--again time constraints
-only a fraction of the process is now covered
-some good new protocols (issues) were developed, therefore worthwhile
-in an attempt to clarify
-progress in defining issues

no response (3)

6. In your view, how valuable is the stakeholder involvement in the process?

Low				High
1	2	3	4	5
		(1)	(5)	(12)

no response (1)

Comment

-important--at least to get views of those involved
-absolutely critical!
-In the end it is the user who pays. Thus, domination by a single group or body or section is eliminated.
-should be ensured at every forum

7. In your view how effective is the stakeholder involvement process?

Low				High
1	2	3	4	5
		(6)	(6)	(3)

no response (3)

Comment

-perhaps just a need to go through the issues
-limited because of lack of preparation of stakeholders

-I'm not sure that the participants were well enough briefed. Certainly there were key stakeholders but I'm not sure that we really got to grips with the issue.
-too early to comment
-if recommendations are accepted and come to eventual implementation it will be very effective and beneficial
-need to implement substantive issues as opposed to an armchair approach
-again time and consensus
-needs more participants from each organization.

SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT OF THE NATIONAL STAKEHOLDER WORKSHOP

SWAZILAND

MBABANE, SWAZILAND, 17 - 19 MAY 1995

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SADC COMMUNITY-BUILDING
REPORT ON THE KINGDOM OF SWAZILAND WORKSHOP ON TRANSPORT AND COMMUNICATIONS PROTOCOL ISSUES DEVELOPMENT
MBABANE, May 17-19, 1995

General:

The attendance in numbers was an average of twenty-eight 28 participants for all seven sub-sectors.

The participants generallly endorsed most of the protocol issues that were defined in the report of the Regional Sub-sector Stakeholder workshops hereafter referred to as the report. The participants also endorsed inter-sectoral and SADC cooperation. The comments listed below under each sub-sector are additions or amendments to the issues found in the report.

The Workshop, however, strongly indicated a concern as to the limited participation of Swaziland, particularly from the private sector.

The workshop methodology offered the group a general overview of a sub-sector based on the policy issues defined in the report. The participants then divided into syndicate groups to discuss the issues, in full, among themselves. The participants were asked to bring their experience where possible to bear on the issues of the sub-sector rather than to simply explain the position of their agencies. The participants then reported their findings in plenary session and the group discussed the findings as a whole. The methodology permitted the participants to involve themselves actively in developing policy issues, a key objective of the national workshops.

The quality of participation was high and the discussions were candid and serious. The fact that the facilitators encouraged those attending to participate more as individuals and less as representatives of their institutions seems to have had a catalytic effect. Both the facilitators and the technical experts thought it was a factor in the steady attendance for all the sub-sectors.

The sense of the workshop was that this whole exercise in protocol development was useful, but expressed concern about when and how the protocols would be implemented.

The list of participants is attached as Appendix 1, the formal evaluation of the workshop attached as Appendix 2. The opening remarks of the Minister for Transport and Telecommunications is Appendix 3.

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ROADS & ROAD TRANSPORT

General Comments

The workshop participants raised the following question and made the following comments:

How will these protocols be implementation?

We did not have enough time our observations/comments are limited. Our silence in certain points does not mean we concur.

Protocols do exist and generally there is nothing wrong with the contents of the document. What is lacking are the regulatory/operational documents which will facilitate implementation of the protocols.

Specific Comments

Regulatory Framework

Regulatory framework accepted, but needs harmonisation.

Road Traffic Legislation

Introduce disputes & appeal procedures.

Define specific critical standards in the protocol.

Transit Charges

Point #2 Member states should have the right to reciprocate in the event of one member state over charging.

Point #4 Coupons are subject to fraud etc. Normal methods of payment-credit cards, cheques & travellers cheques should be used in preference to coupons!

Transit charges should reflect cost differences among member states.

Dedicated Road Fund

Point #1 A national fund will be more preferable. Implementation of a regional fund will be difficult or unworkable.

Components of Road fund (national and regional) should be clearly defined.

Funds collected should go into a separate account. Administrator should be accountable. The existence of a road fund should not

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prohibit additional funding.

There is a need for a national fund which is a non-governmental independent non-profit body.

Cross Border Facilitation

Point #3 Replace "immigration formalities" by "passport & visa controls at borders.

Commission of Interrelationship of SACU/COMESA/SADC Protocol Interaction. A strategy to harmonise these various protocols is required.

Implementation Framework

Effectiveness of "enforcement" of protocols is doubted

It should not only be a supervisory body but also an enforcement body and a court of arbitration.

Effective & efficient mechanisms are better than a permanent body or structure.

Insurance

Fair evaluation & efficient settlement of claims

Transport Policy

Point #1 A transport policy should include protection of indigenous transporters.

The phrase seems to confine the legislature. The sentence should read as follows:

"There is need for a clear regional road transport policy that will level the playing field. Such a policy would among others, address issues such as between road and rail and between national and foreign operators."

A transport policy should take into account subsidies and market accessibility.

Import Duties

Differentiate between international and regional duties.

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Traffic Sharing

Point #1 Free market on cross border operations only. Some participants are in favour of quotas.

No! to cabotage - Swazi transport for Swazi goods

In Swaziland there must be a provision for the infant transport industry.

No to deregulation & free competition. De-regulation should be restricted. Internal haulage should be reserved for Swazi nationals.

Regional Passenger Association

Not a protocol issue.

Regarding tolling of bridges and roads the principle should be that where there is a tolled facility an alternative non-toll facility must be provided, for example, Beitbridge.

Regarding dumping an anti-dumping mechanism should be developed.

Training

Point #1 There is no need for regional training centres if there are common syllabi and common standards for certification.

Training is not a protocol issue.

Technical issue:

Under "Infrastructure" "informative signs" should be added to list after "maps".

Equipment

Point #1 Emphasis should be on axle loading and not tyre pressure limits re pavement design.

POTENTIAL PROTOCOL ISSUES

Number 6 add "Environmental policy" after "Regional road transport
policy."

CONCLUSION

Time limits should be specified in the protocols.

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RAILWAYS

Enabling Environment

Define adequacy of financial ratio's appropriately.

Point #2 Add "and" after "remunerated"

Point #2 Board must be responsive towards shareholders & public.

Point #4 The phrase, "Railways are unduly protected" is not a true reflection of the situation in Swaziland.

Point #5 Government should fund social, political and other non-commercial operations.

Commercialisation

Point #1 Replace the phrase "Government should be encouraged: with "Governments should consider moving towards commercialisation with the view to allowing private sector participation."

Regional Supervisory Body

Point #1 A single body should be formed to oversee all protocols from all sub-sectors

Benefits of supervisory body questionable

There is need for a supervisory body but it must cut across all transport & communications. Such a body would need terms of reference.

Market Forces

Point #1 The statement that railways should not to seek full cost recovery implies subsidies which goes against the concept of commercialisation.

Delete "and not seek full cost recovery."

Point #2 should read: "A uniform regional criteria for establishing tariffs should be developed"

Establishment of Dry Ports

Dry ports are not a protocol issue.

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Cross Border Facilitation

Combine Points #1 and #2.

Technical Standards

Special Technical Monitoring Committee which is multimodal and confined to railways. (Facilitator's note: unable to clarify with group the seeming contradiction.)

QUESTION ASKED IN PLENARY

What mechanism will be put in place to implement & monitor the railways protocol?

Potential Insurance Protocol

There is a need for a protocol dealing with insurance in which policies will be harmonised governing passengers involved in accidents from all modes of transport within SATCC countries.

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PORTS AND SHIPPING

General

Enabling Environment

Point #3 "Self-Sustaining" and "autonomous" should be well defined.

Government should guard against foreign manipulation and invasi- of local maritime transport business.

Accession to Conventions

Point #1 Change the phrase "Countries of the region should accede to "Countries of the region should be encouraged to accede...."

Point #2 Add "Where applicable" after, "regional concerns and realities".

Infrastructure Investment

Point #3 should read, "In accepting aid, measures should be instituted, which would enable recipients...."

Point #4 add, "Landlocked countries must be allowed access to the most suitable ports for certain commodities.

Other points from the perspective of a land-locked country like Swaziland:

Coastal countries should not pass legislation which restrict landlocked countries as a means of protecting their own national interests.

Coastal countries should not delay unreasonably transit traffic.

Regional Body

The regional body should be multi-modal and should monitor the implementation of the protocols.

Port Charges

Point #1 should read, "Port charges should be competitive and non-discriminatory."

Point #1 should be deleted.

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Bond Guarantee Schemes

There are already existing schemes, so why should new ones established?

Ship Inspections

Should also be carried out on ships of SADC States

Ocean Freight Rates

Point #2 should read, "A common regional framework and institutional mechanism should be considered for negotiation of freight rates."

Training

Point #1 delete the word "standardise." The phrase should read, "There is need to introduce regional training.."

Regional Association

Suggest adding "of freight forwarders" to this header.

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CIVIL AVIATION

Introduction

Replace "Airline Industry" with "Civil Aviation".

Institutionalisation of SARATA

Point #1 Dates/timeframes for acceding to SARATA should be set up for giving nationals (sovereign) rights for negotiating air service agreements

Airline Restructuring

Minimize regulation and deregulate wherever possible

Define parameters which constitute restructuring

Encourage foreign investment (joint ventures), while avoiding a complete "sell-out."

Minimize de-regulation of the airline industry (Facilitator note: there was no agreement among participants on the wisdom of deregulation.)

Facilitation of Air Transport

Point #3 Abolishment of visa requirements & combating drug trafficking should be broader objectives of community building

Point #4 insert "therefore" between "need" and "for."

Airline Co-operation

Point #1 The market should determine the aircraft size, not politics.

Centralised Reservations System

Point #2 Setting up a new central computerized reservation system would not be cost-effective, considering neutral systems already exist. Add "computerized" after "centralised."

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Tariffs and Costs

Point #1 Standardization & harmonization of traffic. Yes but price competition should be allowed to greatest extent possible.

Point #4 Unclear about aviation fuel pricing. What is meant? However, the price should reflect costs.

Pg 34, the last two paragraphs, insert "civil aviation and airlines."

An Addition to Protocol Issues

Agreement on a harmonised neutral reservation system.

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METEOROLOGY

Commercialisation of Meteorological Services

Change this header to read, "Commercialisation of Meteorology"

Point #3 delete: "such as the airline industry"

Point #5 Privatisation & commercialisation is not a feasible option at this time in Swaziland.

Point #7 Met can be held liable. Common law could be used given enough evidence of negligence.

Point #6 There was a difference of opinion over the definition of commercialisation and the steps involved. Everyone agreed that cost recovery is important, however, a number of participants disagreed that cost recovery was the 1st step in commercialisation. Most participants did agree that in government departments, commercialisation means to "stand on your own feet."

Regional Weather Centre

Point #2 Safeguard member states against the adverse effects of nationalisation.

Point #5 The centres are in Harare & Pretoria not Lusaka and Pretoria.

Agricultural Meteorology

Point #2 revise to "SARCCUS should participate..."

Marketing

Point #2 Prefer using the word "standardised" to "harmonisation."

Regional Standards

Point #1 At least it should be set up to the standards of the World Meteorological Organization.

Equipment Availability and Maintenance

Point #1 Add: "The possibility of integrating equipment should be examined."

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POSTAL SERVICES

Precondition to commercialisation and autonomy is capital. Postal services would have to receive an adequate level of capital in order to move towards commercialisation.

Postal Restructuring

Point #3 There should be one protocol supervisory body with relevant technicians for the different protocols.

Point #4 Add after, "Postal services should be made fully autonomous" the phrase, "as far as it is practical."

Mail Security

Wherever possible there should be close co-ordination between postal and airline authorities.

Common Regional Position

Postal administration should determine what memberships it wishes to form depending on benefits to be derived.

Common Unit of Currency

Point #1 There should be consideration for the use of the UAPTA.

Market Orientation

After full commercialisation has been achieved prices should be market driven.

Member states should consider producing philatelic material within the region.

The feasibility of establishing a regional philatelic center to market all member states philatelic material internationally should be considered.

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TELECOMMUNICATIONS

Telecommunication Policy

There is need to evolve a clear national policy first, followed by a regional telecommunication policy.

Ownership Options

Point #1 Include "facilitation of cross border communications." and "responsive to customer demand" among the listing.

Ownership decision should take into account security of the traffic

Improving Accessibility

Point #3 add the following after "policy regulation" "but the cost of the uneconomical services should be born by those who require the services to be rendered."

Investment Policies

Point #4 The group felt a manufacturing center was viable given the appropriate environment.

Regulatory Framework

Point #1 There is need to establish one independent body combining all the expertise for the sub-sector.

Pricing and Tariffs

Point #2 This statement needs more clarification.

Market Orientation

Point #1 Insert after "from telecoms" the phrase "provide that it is not to the detriment of the customer."

Point #2 Group felt this statement was very important.

PROTOCOL ISSUES

Number 1 Insert "and competition" after "investments."

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APPENDIX 1

SATCC PROTOCOL WORKSHOPS REGISTRATION FORM- SWAZILAND

Name and Organisation	Postal Address	Tel. No. Fax. No.	Main Sub-Sector Interest
Florcy Dlamini MOTC	Box 2652 Mbabane	48539 46438	Road Transport
David Zausmer BGRA Corridor Group.	Box 1697 Harare	739302/3 721956	Road, Rail Port
Ted Jongerieg TSPT	Box 1933 Mbabane	46633 44705	Road
A.S. Dlamini	Box 125 Mbabane	42341 43130	Post & Telecom.
F.Sibiya WORKS	Box 58 Mbabane	42321	Works
J.R. Tome WORKS	Box 4057 Mbabane	42321 EX.150 44732	Roads
T.E.Mavuso	Box 939 Manzini	44496 45984	Air Transport
Jan.M. Mabuza	Box A101 Swazi Plaza	45216	Road Transport
Futhi.H.Kuhlase MOTC	Box 2652 Mbabane	46438	All Sub Sectors
Jerry Khumalo CTA	Box 376	42876	Transport.
Mumly Musi MOTC	Box 2652 Mbabane	46420/3	All Sub Sectors

Samuel.H.B.Richards SPTC	Box 125 Mbabane	43131 43130	Posta
Samuel Sithole Interstate Association	Box 17 Eveni	43800	Public Transpor
Eleanor Nyawo M.P.	Box 103 Hluti		
D.Msibi SCARTA	Box 2839 Mbabane	45803	Public Service
Steven Dlamini Swaz. Railway	Box 475 Mbabane	84016 84183	All Sect.
S.M. Shongwe M.P.	Parliament Lobamba	61286	
C.B.Matschulla Advisor, MOTC	Box 36 Eveni	46630 46438	All Sect.
Douglas Litchfield MOTC	Box 2652 Mbabane	46636 46438	Civil Aviation
Jabulani Vilakati Royal Swazi Nation. Shipping Corp.	Box 1915 Manzini	53471/2 53820	All Sect.
K.S.G.Mvubu M.P.	Box 218 PiggsPeak		
L. Sithebe Chamber of Comm.&Industr.	Box 72 Mbabane	4408	Transport Railtransp
J.P.Hascuck MOTC RTB	Box 2652 Mbabane	48094	Road
Gilbert Magagula Police Force	Box 49 Mbabane	42501	All Sect.
Gene Peuse STRIDE	Box A408 Mbabane	44513 45155	All Sect.
Tim Born USAID/MOZ	CP 783 Maputo	491822	N/A

David Matse Royal Swazi Nation. Shipping Corp.	Box 1915 Manzini	53471	Ship[illegible] & A[illegible]
Jamie Raile USAID Swaziland	Box 750 Mbabane	46430	Road [illegible] Telecom[illegible]
Bernard Ntshangase	Box 30 Bunya	26070	[illegible]
Maswazi Vilakati Swazi Courier (PTY) LTD	Box B59 Sandla Mbabane	46159 41387	All [illegible]
Gidion Mahlaula	Box 475 Mbabane	42486/7/8 45009	Road Rail
Stephen.T.Motsa Commerce	Box 451 Mbabane	43201/6 44711	Industr. &Commerc.
Israel Mabuza SFTU(SPTC)	Box A209 Swazi Plaza	43131 Ext.244	S.P.T.C.
Andreas Manana Min.Of Works &Construction	Box 58 Mbabane	42321 42364	
Charles Ndzimandze Interfreight	Box A180 Mbabane	42091	
Mandla.D.Motsa SBIS	Box 338 Mbabane	42763/5	Broadcast. Tourism
Madweba.S.Mamba Customs&Excise	Customs&Excise P/Bag Mbabane	45370/3	Customs &Excise
Dumisani Mavimbela MOTC	Box 2562 Mbabane	46420/3	
Edmund Nkambule R.F.Swaziland	Box 1794 Mbabane	42000/ 40851 F.45219	Communicat
Dr.J.G.Dube Swaziland Truckers Assoc.		55524	Transport
Zakhele Lukhele Swaziland Railway	Box 475 Mbabane	42486 45009	Transport
Sam.M.F.Lukhele STBC (SFTU)	Box A146 SwaziPlaza Mbabane	43036/7 42093	Media/Comm

Rebecca Tsabedze MOTC	Box 2652 Mbabane	46420/1	Transport
Ben Dlamini Min.Of Educ.	Box 1394 Mbabane	44671	Communicat
E.D.Dlamini Meterology MOTC	Box 2652 Mbabane	48859/60 41530	Meterology
Timothy L.L.Dlamini Min.Of Defence	Box 1928 Mbabane	85543/5	Civil Aviation
Couins RF Swaziland	Box 1794 Mbabane	42000	Telecomms
Albert.P.Matse SPTC	Box 125 Mbabane	42341	Post
Vusi Embally Rich Kaminshi	Box 199 Mbabane	46441 45959	Telecomm.
J.L.Jackson USAID	Box 750 Mbabane	46430 44770	All Sect.
B.F.Manana SPTC	Box 125 Mbabane	43131 44500	Telecom
Richard Kemenski	US Embassy	46441	Telecom

APPENDIX 2

STACC PROTOCOL DEVELOPMENT
NATIONAL WORKSHOP
PARTICIPANT EVALUATION

Mbabane, May 17-19, 1995

1. Which of the following sessions did you attend?

	Number of Participants	Sub-Sector
A.	18	Road and Road Transport
B.	8	Railways
C.	4	Ports and Shipping
D.	10	Telecommunications
E.	10	Postal Services
F.	7	Meteorology
G.	7	Air Transport

2. **What did you like about the workshop?**

-Representing the collective opinion of 10 participants: discussion of issues was generated in an excellent manner.
-very informative
-the possibility to consider at a national level before the next step in the process
-talking about important points with strangers and finding common ground
-I liked the interdependence of the seven sub-sectors;their relationship in providing service
-learning regional trends
-brainstorming
-It has been educational and informative in that there has been involvement of the technicians in each field.
-the exchange of ideas in groups
-It required to reconsider your own conceptions and views. It is necessary to rethink one's own position if development is to be genuine. Working in groups and/or plenary--good concept.
-We were able to reach a consensus, participants were willing to compromise.

3. **What did you dislike about the workshop?**

-Representing the collective opinion of 10 participants:
  -time constraints
  -the lack of consumer/passenger user representation at workshop
  -the feeling that this has been done before with no or very little result.
-nil (nothing)
-small number of participants actually attending

-limited time
-I did not like the proposal of privatisation of Meteorology
-nothing that comes to mind
-nothing
-problem regarding background information (not getting report ahead of time); certainly time pressed
-nothing
no responses (2)

4. Were the workshop objective accomplished in your view?

-Representing the collective opinion of 10 participants: yes, Swaziland's opinions were developed and noted.
yes (6)
-regionalisation of the policy
-yes, but subject to comment in section 7
-yes, it was accomplished in my view.
no responses (1)

5. To what extent did the workshop help to develop protocol issues?

-Representing the collective opinion of 10 participants: the Swaziland view point will be able to be considered in developing protocols.
-in the open discussions and full participation
-to a large extent
-I will wait and see
-More to co-operation then just co-ordinate
-I give to a high level of understanding the concept
-The workshop helped to develop protocols to the highest extent as interested parties were invited (e.g. stakeholders and government ministries and departments
-not sure
-That is to decide for the group of experts, which will use the results.
-Additions and clarifications will enhance the work of the writers of the document.
no response (1)

6. In your view, how valuable is the stakeholder involvement in the process?

Low				**High**
1	**2**	**3**	**4**	**5**
		(2)	(4)	(5)

Comment

-Representing the collective opinion of 10 participants: essential lack of implementation in the past has resulted from

lack of involvement of stakeholders.
-very good
-until the recommendations are ready for implementation
-Not much understanding areas of input especially when it comes to meteorology.
-Groupings made it valuable as there was full participation of stakeholders in each syndicate group.
-They should run the protocols so that when the time comes for them to be operative, all those involved will participate.
-Not 5 because eventually there ill have to be a mediating authority to determine the final document.

no comment (4)

7. In your view how effective is the stakeholder involvement process?

Low				High
1	2	3	4	5
	(1)	(4)	(2)	(3)

Comment

-Representing the collective opinion of 10 participants: this remains to be seen in the resulting protocols that are developed. There will always be some people you can't please.
-very good
-well, it has a high impact but still shall wait for the implementation
-on the overall input from various stakeholders was quite educational
-They had concern for their business interests and were effectively involved.
-Workshop took 3 days which most stakeholders, especially in the private sector, can't afford.
-Unfortunately, many stakeholders (private sector especially) didn't attend. In addition, stakeholders opinions are not necessarily basis for government decisions given the dual structure in Swaziland--Royal House and Government.

no comment (4)

APPENDIX 3

DRAFT OPENING REMARKS BY MR.E.F.S.MAGAGULA, HON.MINISTER FOR TRANSPORT AND COMMUNICATIONS TO THE TRANSPORT AND COMMUNICATIONS PROTOCOL DEVELOPMENT WORKSHOP IN SWAZILAND

MR.CHAIRMAN,
Members of Parl. of Both Houses
FACILITATORS,

DISTINGUISHED PARTICIPANTS,

LADIES AND GENTLEMEN,

IT IS AN HONOUR FOR ME TO MAKE A FEW REMARKS TO SUCH AN AUGUST GATHERING OF TRANSPORT STAKEHOLDERS IN SWAZILAND.

LADIES AND GENTLEMEN,

LET ME FIRST OF ALL WELCOME YOU TO SWAZILAND'S WORKSHOP ON THE DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS FOR THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY. WE WELCOME TO SWAZILAND THE FACILITATORS AND SADC REPRESENTATIVES WHO HAVE THE DIFFICULT TASK TO COORDINATE SUCH WORKSHOPS IN ALL SADC COUNTRIES.

LADIES AND GENTLEMEN,

THIS GATHERING IS THE FIRST OF ITS KIND, WHERE WE ARE GIVEN AN OPPORTUNITY AS SWAZILAND TO CONTRIBUTE TO THE SHAPING OF OUR

FUTURE COOPERATION IN THE TRANSPORT AND COMMUNICATIONS SECTOR. NEITHER HAVE ALL OF US TOGETHER EVER COME AT ONE TABLE AS SECTOR STAKEHOLDERS IN SWAZILAND TO DISCUSS ISSUES OF CONCERN. WE THEREFORE COMMEND SATCC FOR AVAILING THIS UNIQUE OPPORTUNITY TO US.

THE TRANSFORMATION OF THE SOUTHERN AFRICAN DEVELOPMENT COORDINATION CONFERENCE (SADCC) TO THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC) IN AUGUST, 1992, CALLS FOR HIGHER COMMITMENT AND CLOSER COOPERATION AMONG THE COUNTRIES OF THE REGION THAN WAS THE CASE BEFORE. IN LINE WITH THE DIRECTIVE OF SADC'S COUNCIL OF MINISTERS, THAT EACH SADC SECTOR SHOULD PREPARE PROTOCOLS THAT WOULD FURTHER STRENGTHEN COOPERATION, OUR COMMISSION DECIDED ON A PROGRAMME THAT WOULD BE PARTICIPATORY, PARTICULARLY BY CRITICAL ROLEPLAYERS IN THE SECTOR. THIS INCLUDES NATIONAL WORKSHOPS WHICH WOULD ACCOMMODATE AS MANY ROLEPLAYERS AS POSSIBLE, WHO COULD NOT ALL ATTEND IF IT WAS REGIONAL. THIS IS A POSITIVE DEPARTURE FROM THE PREVIOUS COOPERATIVE ARRANGEMENT WHERE ONLY A FEW OF US WERE INVOLVED.

LADIES AND GENTLEMEN,

TRANSPORT AND COMMUNICATION IS THE MAINSTAY OF ECONOMIC

DEVELOPMENT. NATIONAL DEVELOPMENT SIMPLY CANNOT TAKE PLACE WITHOUT AN EFFICIENT TRANSPORT AND COMMUNICATIONS SYSTEM, NEITHER CAN MEANINGFUL ECONOMIC AND SOCIAL INTEGRATION OF THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY. THE OBJECTIVE OF THE WORKSHOP THESE NEXT FEW DAYS IS TO BRAINSTORM AND EXCHANGE IDEAS ON HOW THE REGIONAL TRANSPORTATION AND COMMUNICATIONS SYSTEM CAN BETTER SERVE THE REGION IN FOSTERING CLOSER ECONOMIC AND SOCIAL DEVELOPMENT. THE ISSUES IN THE SECTOR MUST BE IDENTIFIED AND PRIORITIES SET OUT WHICH ARE NOT ONLY IMPORTANT FOR SWAZILAND BUT ALSO AFFECT HER COOPERATING PARTNERS. THE WORKSHOP IS OF PARAMOUNT IMPORTANCE FOR SWAZILAND BECAUSE OF HER BEING LANDLOCKED. HENCE WE CANNOT SURVIVE WITHOUT COOPERATING WITH OUR NEIGHBOURS. YOUR IDEAS WILL ULTIMATELY BE INCORPORATED INTO PROTOCOLS WHICH WILL BE LEGALLY BINDING TO ALL MEMBER STATES IN THE REALISATION OF AGREED OBJECTIVES.

Please be positive, long term, accomodative, and business minded when drawing up your recommendations.

LADIES AND GENTLEMEN,

I should not end. I will regret if I not to bring into this exercise POLITICS at national or regional.

LET US MAXIMISE THIS EXCHANGE, AND MEANINGFULLY CONTRIBUTE TO THE SHAPING OF OUR LEADERS' VISION FOR THE FUTURE OF THE COMMUNITY. THE INVOLVEMENT OF ALL OF US FROM GOVERNMENT, PRIVATE SECTOR, PARASTATAL ORGANISATIONS AND EVERYBODY WHO IS INTERESTED IN THE SECTOR SHOULD ENSURE ACCEPTABLE AND REALISTIC RECOMMENDATIONS. I AM SURE YOU WILL AGREE WITH ME THAT THIS IS THE

BEST FORMULA FOR OWNERSHIP AND SUCCESS OF IMPLEMENTATION OF THE PROTOCOLS RESULTING FROM THIS EXERCISE. IT IS A LITTLE DISAPPOINTING, THOUGH, THAT MOST OF THOSE IN THE PRIVATE SECTOR WERE UNABLE TO ATTEND AS I AM SURE THEIR CONTRIBUTION WOULD BE VALUABLE.

DISTINGUISHED PARTICIPANTS, LADIES AND GENTLEMEN,

LET ME END BY THANKING USAID FOR PROVIDING FUNDING FOR THIS PROJECT, WITHOUT WHICH IT WOULD NOT HAVE BEEN POSSIBLE FOR US TO MEET. LET ME ALSO EXPRESS OUR APPRECIATION TO SATCC AND MSI CONSULTANTS FOR THEIR HARD WORK IN ORGANIZING THIS EVENT.

IT IS NOW MY GREAT PLEASURE AND HONOUR TO DECLARE THIS WORKSHOP OFFICIALLY OPENED, AND I WISH YOU SUCCESS IN YOUR DELIBERATIONS!

THANK YOU.

SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATION PROTOCOLS

REPORT ON THE NATIONAL STAKEHOLDERS WORKSHOP

TANZANIA

DAR ES SALAAM, TANZANIA

17-19 MAY 1995

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INTRODUCTION

As part of the Consultative programme in the development of Transport and Communications Protocols under the SADC Community Building process, a national workshop, involving all concerned parties in the sub-sector, was held in Dar es Salaam, Tanzania from 17 - 19 May, 1995.

The basis of the consultation discussions was the Report of the Regional Workshops which were held in February and March, 1995 in Harare and Johannesburg covering all the sectors falling under the Transport and Communications Commission.

The workshop was formally opened by Hon E. Maokola-Majogo (MP), Deputy Minister for Works, Communications and Transport. In his remarks the Minister recalled the historical background to SADC and the objectives for protocols to strengthen regional cooperation. He also pointed out that Transport and Communications is the foundation to any development process.

Mr. S.M.A.K. Kaombwe, Acting Director of SATCC gave an overview to the protocols development and the envisaged timetable to their regional adoption by member states of SADC.

A list of participants appears at Appendix A.

Detailed participants comments Appear as Appendix B.

Appendix C is a Summary of the final evaluation by the participants.

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WORKSHOP ANALYSIS

The final number of people participating in the Tanzania National Protocol Workshop was 65. Not unlike Zambia, there was a preponderance of government and parastatal officials and few private sector representatives. Nevertheless, the issues were vigorously debated and the level of detailed reporting by the small discussion groups was greater in this workshop when compared with those held in Zambia and Malawi.

The process adapted for the Zambia workshop was continued in Tanzania and worked well. Briefly, it consisted of assigning specific protocol issues, as summarized at the end of each sub-section of the regional reports, to small groups. Their tasks were to: identify problems they perceive in the specific protocol issues assigned (from operational, political and socio-economic perspectives); identify country specific issues or concerns regarding the protocol statements; and, recommend changes, deletions and additions to the regional debate that would assist in preparing the staff and others for the omnibus workshop in July.

John Sikhonze, our technical expert in postal and telecommunications from Swaziland, arrived Wednesday evening and made valuable contributions to the discussions. We had "given-up" on his participation as a member of our team. Like some others assigned to work on the project, he fell victim to bureaucratic efficiency in receiving his prepaid tickets for travel (in accordance with Proposition 231.563.92A: the greater the efficiency of any well established bureaucracy, the higher the probability that nothing will get done either on time or with discernable accuracy.); and, conflicts in assignments. As usual, the technical experts, including Mr. Sikhonze, performed their role responsibilities with the level of competence and collaboration we had come to expect and appreciate.

The Kilimanjaro Hotel will no doubt benefit from the competition that is building down the street. The staff was gracious and responsive but the systems for handling routine matters have a distinctive governmental flair about them (e.g. eight minutes to connect an international phone call to the recipient's room telephone after the call reached the hotel operator; paint crews pitching up in front of our meeting rooms on the last day to test our dexterity in avoiding paint buckets and our collective ability to breathe toxic fumes for eight hours without sounding giddy)

The level of Ministry support was much higher in this workshop than others and they facilitated the support process by moving a computer and printer into space adjacent to the meeting rooms.

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Lessons Learned

After the shake down cruise in Malawi, and the fine turning of the workshop process in Zambia, there were few seminal lessons to be gleaned from the Tanzania venture. With perhaps the morning starting time. When the rains come to Dar and it is reasonable to assume that those attending will be migrating south from the better residential neighbourhoods of the metropolitan area, it can be assumed that they will be late if the starting time is 0830 hours. To the participant's credit, they never failed to stay later than planned in the afternoon nor did they complain. So, if it's raining in Dar plan to convene to earlier than 0900 hours. And, if possible, seek out a different venue.

EVALUATION SUMMARY

Only 1/3 of the participants completed evaluations, owing perhaps to the dropoff in attendance on the last day. They valued the opportunity to participate and commended the organization of the workshop, particularly the small group discussion. They thought it was open and free and educative. Some complained about the lack of allowances, but this was a minority. Surprisingly few noted the lack of participants from certain sectors, particularly on the private side. Most felt that the objectives were accomplished and that the process helped to move the larger protocol development process along in a positive way.

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SUMMARY OF SECTOR COMMENTS

1.2 RAILWAYS

1.2.1 a. LEVELLING OF THE PLAYING FIELD

It was considered that Railways should be exempted from paying the fuel levy.

b. INTEGRATED PLANNING

It was recommended that cross border operation of trains should be permitted.

c. SUPERVISORY BODY

Two options were recommended:-

(i) A body independent of SATCC with an Experts Committee and a Secretariat.

(ii) Expansion of SATCC Railways section to cater for the Supervisory Body functions.

d. TRAINING

A regional training centre should be established to cover, among others, common certification and technical knowledge.

e. CLEARING HOUSE

A "clearing house" should be established to handle financial transfers between railways organizations.

f. PRIVATE ROLLING STOCK

Privately owned rolling stock should be encouraged.

1.3 PORTS AND SHIPPING

1.3.1 Policy Issues

(a) CABOTAGE

The region should open up and be considered as a single cabotage area, thereby allowing any regional operator to ply between any points within the region.

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(b) **SAFETY AND POLLUTION**

Occupational Health and Safety

It was considered that occupational health and safety should be included as a regional protocol matter to safeguard workers in the region.

(c) **MULTIMODAL TRANSPORT**

There should be a protocol on multi-modal transport which covers all modes compatibility with such a service e.g. insurance, documentation treatment across all modes.

(d) **BOND GUARANTEE**

The protocol Bond Scheme should encourage guarantees rather than cash deposits/payments.

(e) **CUSTOMS UNION**

A regional customs union should be considered.

1.4 ROADS AND ROAD TRANSPORT

1.4.1 Policy Issues

(a) **Transit Charges**

Regional Road Fund

Doubts were expressed about a Regional Road Fund subject to detailed analysis of factors and benefits of such a facility.

However a national Road Fund was immediately welcome.

(b) **Regional Insurance Scheme**

It was thought that such a scheme should consider the treatment of vehicles of non-member states when they operate into the region.

2.3. **METEOROLOGY:**

2.3.1 **Policy Issues**

(a) Joint Research and Training

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It was considered that the Joint Research and Training Centre should be a cadre for training researchers, and should undertake targeted research of specific issues such as climatic change and flood forecasting.

(b) Common Regional Position of interacting forum

- It was observed that while it was necessary to take common position on international issues, it did not ~~bears~~ SAC individual states rights to take different stand on issues which do not affect all members of the community.

- It was recommended that a system of Regional Spokesman should be developed. Such a spokesman could be leader(s) in a specific sector of the state holding chairmanship of SADC for the year.

- SADC should explore possibility of how it could be a signatory or an associate of appropriate international conventions.

(c) Regional data standards

There is need for clear dissemination of information to target groups of meteorological information.

2.2 CIVIL AVIATION

2.2.1 Policy Issues

<u>Facilitation of Air Transport</u>

(a) Visas should be eliminated for visitors entering the Region.

(b) Health and customs control should be uniformly applied in the Region.

<u>Regional Airline Integration</u>

The Yammaussovkro Declaration principles should be incorporated in the region airline integration strategies.

2.5 TELECOMMUNICATIONS

2.5.1 Policy Issues

(a) The principle of telecommunication operations being let free and autonomous should be accepted by all SADC countries as a matter of regional policy.

(b) The regulatory body should permit/encourage both public and private sector participation without restrictions. However the region could adopt a minimum share participation level for local and SADC investors.

(c) There should be no restrictions on infrastructure development e.g. satellite, exchanges etc. However such facilities should have national and regional harmonized in their development.

(d) It was noted that the opening of the telecommunications field will require parallel examination of school curriculum for regional populations to be introduced to the sector technologies and opportunities at an early stage.

2.5.5 Regional Training and Research

The matter of regional training and research was strongly recommended as a policy issue which should be ~~formed~~ focussed across all sectors, as such development will lead to beneficial effects in all sectors of the regional econimies such as manufacturing undertakings, maintanance of systems and so on.

CONCLUSION

The meeting was formally closed by Dr. Kaunda of the Ministry of Works, Communications and Transport. Dr. Kaunda extended note of thanks to the organizers of the workshop for a successful meeting. The chairman of the workshop Mr. Bakilana, Managing Director of National Transport Corporation, echoed the remarks of Dr. Kaunda.

Mr. Kaombwe, Acting Director of SATCC, called upon the participants not to end their role with the closure of the workshop but do continue vigorously, particularly at the implementation stage of the various protocols that will be negotiated and agreed upon.

APPENDIX A

Participants

SATCC/IPC PROTOCOLS DEVELOPMENT PROJECT
PARTICIPANTS TO NATIONAL WORKSHOP

COUNTRY: TANZANIA CITY: DAR ES SALAAM

DATE: 17-19/5/1995 SECTOR: TRANSPORT AND COMMUNICATIONS

SER. NO.	NAME	ORGANIZATION	TITLE	CITY	PHONE AND FAX
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55	MR. JONES H. KAISI	MIRROR/ E.A.STANDARD CORRESP.		DSM	
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67	MR. BILL THOMAS	MSI		USA	
68	MR. S.B. MPATA	MALAWI CARGO CENTRES	WORKSHOP TECHNICAL EXPERT	MALAWI	
69	MRS. H. CHALCRAFT	FEDHAUL	WORKSHOP TECHNICAL EXPERT	ZAMBIA	
70	MR. J. SIKHONZE	SATCC	WORKSHOP TECHNICAL EXPERT	MOZAMBI QUE	

ABBREVIATIONS:

1. SATCC - Southern Africa Transport & Communications Commission
2. MWCT - Ministry of Works, Communications and Transport
3. NTC - National Transport Corporation
4. CTLA - Central Transport Licencing Authority
5. DCA - Directorate of Civil Aviation
6. DCC - Dar es Salaam City Council

7. DMI - Dar es Salaam Maritime Institute
8. TTCL - Tanzania Telecommunications Company Limited
9. TCC - Tanzania Communications Commission
10. BET - Board of External Trade
11. BIT - Board of Internal Trade
12. T.C.F.B. - Tanzania Central Freight Bureau
13. TPC - Tanzania Postal Corporation
14. TATCA - Tanzania Air Traffic Controllers Association
15. ATC - Air Tanzania Corporation
16. NIT - National Institute of Transport
17. ITV - Independent Television
18. DTV - Dar es Salaam Television
19. UDA - Shirika la Usafiri Dar es Salaam
20. TOCOA - Tanzania Aeronautical Officers Association
21. SINOTASHIP - Chinese-Tanzania Shipping Corporation
22. NLUPC - National Land Use Planning Commission
23. DSM - Dar Es Salaam
24. MIRROR, GUARDIAN, NIPASHE & THE POST - Local (T) Newspapers.
25. ACG - Africa Communications Group

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APPENDIX B:

PARTICIPANT FEEDBACK

[From Task Group Reports]

[The following is a record of the workshop small group reports on each of the sub-sector protocol discussions.]

ROAD & ROAD TRANSPORT SUB-SECTOR

POTENTIAL PROTOCOL ISSUES

1. Regulatory framework

   (a) Regulatory Framework subdivide into:-

   - Social Regulations
   - Economic Commercial Regulatory

   (b) Impact on Harmonization:-

   - More Flexibility possible to attain commonality with regard to social issues.
   - Harmonization of economic issues/Regulatory more difficult.
     - Source of funding
     - Investment criteria and conditionalities
     - Method of recovery of investment

2. ROAD TRAFFIC LEGISLATION

   (a) Dependent on issue 1 (a) above:-

   - Need to define objectives - /issues example Economic and social offenses.
   - Enforcement machinery
   - Sanctions/penalties

   (b) Duplication of Institutions and Regional protocols over lapping/contradicting on same issues

3. TRANSIT CHARGES

   - Accept recommendations as contained in the documents except for the Regional Fund

     Suggestions

     - Establish National Road Funds to be monitored by

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independent bodies.

- Common formula not figure for charges.

CROSS BORDER FACILITIES

- All points endorsed but to be emphasized are:-
  - Standardized transport documents
  - Special drivers identifications
  - Abolition of visas for regional travel/special regional visa for foreigners.
  - Regional bonding facility.

5. REGIONAL INSURANCE SCHEME

Problems identification:

- Uniformity in liability to 3rd parties.
- Harmonization of Policy Procedures.
- Vehicles not registered in SADC countries (Bilateral Vs common agreement within SADC).

CONCLUSION

Harmonization of the scheme will facilitate Road traffic movement and remove hurdles pertaining to x - border checks. It will expedite formalities relating to payment of damages/liabilities to 3rd parties.

RECOMMENDATIONS:

- Establish a harmonized Regional Insurance Scheme covering all SADC countries.
- Establish protocols to have a common Insurance policy to cover vehicles not registered in SADC countries.

REGIONAL ROAD TRANSPORT POLICY

PROBLEMS IDENTIFICATIONS

Lack of comprehensive clear "National Road Transport Policies" which could translate into a SADC policy.

Attendant problems:

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(1) Acquisition of vehicles
(2). Unclear policies on pricing and recovery infrastructure,
(3) Fair competition (domestic & foreign operators),
(4) Management (transport boards),
(5) Environmental issues, etc., etc.

CONCLUSION:

A clear regional policy on Road Transport should be established.

RECOMMENDATIONS:

- Establish protocols on "Regional Road Transport Policy" based on National Road Transport Policies" where they exist, but being broad based (i.e. covering all aspects of problems identified above).

CERTIFICATIONS

PROBLEMS:

- In adequate capacity in driver training.
- Enforcement (Poor control & monitoring)

NATIONAL CONCERN

- Low Enumeration - Corruption in turn affects protocol obligations.
- Political Commitment to:-
  - Serious implementation
  - Financial commitment to adhere to protocol requirements in term of programme.

RECOMMENDATIONS

Agreed with the recommendations as presented.

7. ROAD SAFETY

PROBLEMS

- Education from early age (awareness)
- Road furniture
- Road surface condition
- Road capacity
- Condition of vehicles
- Enforcement of regulations
- Driver training and licensing
- Amendment of traffic act (not done regularly).
- Abnormal, awkward and superficial loading.

9. COMMON INFRASTRUCTURE AND EQUIPMENT STANDARDS

PROTOCOL	TANZANIA
1. Road identification/ classification, mapping and numbering	● Trunk roads known ● Mapping and communication little done
2. Geometric, and design of pavements, bridges etc; soils and materials testing.	
3. Trunk road management and maintenance systems. (Inspection for standards).	Funding and execution a national responsibility
4. Road signs and signals	
5. Research centre communication.	

10. OVERLOAD CONTROL

PROTOCOL	TANZANIA

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1. Vehicle design - axles & road - width - length 2. Handling of abnormal loads 3. Harmonisation of legal aspects 4. Communication	1. Review legislation 2. Deterrent fines 3. off-loading axles at weighbridges 4. Privatisation of weighbridges 5. Modernisation of monitoring and weighing equipment

RAILWAY SUB SECTOR

Potential Protocol Issues

1. Creation of an enabling environment for railway operations.

PROBLEMS

(a) Perception by Government and the public that Railways are for PUBLIC SERVICES i.e. non profit making.

(b) Railway Boards do not appoint senior management staff - but the president APPOINTS.

- Railways operations are cheap
- Railways have capacity to attend large and emergence haulage issues.

Thus Government using appointed senior staff quite often interfere with Railway operations.

(c) Railways do not operate commercially - no private participation.

(d) Railways have two many restrictive regulations which must be removed - i.e. to customers.

(e) Government does not want to provide common ground for fair competition.

(f) Railway management deals both with:

- infrastructure
- operations

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These complicates management funds.

GOVERNMENT CONCERN

-(a) Government has realised all the issues (except separating infrastructure and operational management into two separate management) but in implementation/to change.

2. Development of an integrated railways policy that would address issues related to road/rail competition and levelling the playing field.

PROBLEMS

(a) Cost - rail covers track (Permanent way)

(b) Levy - rail pays fuel levy for Maintenance of competitor

(c) Transit time - rail moves slower

(d) Short distance haulage - rail cannot cover basic cost.

PROTOCOL

(a) Exemption from paying levy

(b) Governments to/or take over cost of maintenance of track

INTEGRATED PLANNING

(a) Cross border open

(b) Standards to be enforced

3. Established of a regional supervisory or a regulatory body.

PROBLEMS:

(a) Difference in Railway - Gauge: TAZARA 1:067m
TRC 1.m

(b) Wide Range of equipment

(c) Documentation, information, financing

(d) Under utilized capacities: Unexploited potential long distance, bulk traffic advantages.

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COMPARISONS

(a) Supervisory (Regulatory) Advisory body

(b) Alternatives :-

- a body independent from SATCC with an Expert Committee with a small secretariat
- Expansion of SATCC Railways Sub-sector.

4. Environmental and pollution control including handling of hazardous cargo.

(a) Reference be made to existing international conventions:

- Minimum standards acceptable
- Identification of pollutants
- Methods of control

(b) Specific aspects relative to the railway mode:

- Carriage of bulk goods
- Carriage of liquids
- Carriage of gas materials
- Nuclear material/waste.

(c) Susceptibility ;to degradation territory over which railway passes with regard to:-

- Vegetation/ecosystem
- Health hazard
- Economic damage

(d) Need for inter-modal compatibility of safety standards and control mechanism

(e) Enforcement machinery

(f) No National Legislation and Procedure

(g) Problem areas:-

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- Different locomotive models
  - Diesel
  - Electric
  - (MST).

These account for varying levels of pollution

- Need to standardize
  - Time frame
  - Cut off implementation date
  - Public awareness and education.

(h) In case of pollution accident:-

- Clean up mechanism/recycling scraps
- Crisis management and information system
- Assessment of damage
- Compensation mechanism

5. Institution of a harmonised regional liability regime.

   (a) Accepted proposed protocols liabilities/addition to loss or damage. Also Delays should be included. Move away from Owners Risk Insurance Scheme.

   (b) In the aspect of security of goods on the railways system. (Need to Improve)

   Also security of <u>PASSENGERS</u> should be improved.

   (c) Protocol which will bind the members

6. Cross-border facilitation

   (a) All proposed protocols accepted.

7. Harmonisation of standards

   <u>ISSUES IDENTIFICATION:</u>

   (a) Operational aspects

   (b) Manpower

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(c) Equipment

(d). Tariffs

- RECOMMENDATIONS:-

- effects being taken to standardize operational aspects (under SATCC umbrella should be used in formulating standardisation protocols.

- A protocol on establishing Regional Training Centres should be formulated. The training should cover common certification and technical knowledge on handling of different equipment currently operated in SADC countries.

- There should be along-term plan to acquire common equipment pooling of equipment.

- Utilisation of new information technology by having a centralised Tariffs data centre connecting all Railways Authorities.

- There should be established an Association of SADC Railways authorities to oversee the envisaged protocols.

- SADC should include in its protocols the reaction of a "clearing house" to facilitate the expeditious movement of freight and remittance of foreign exchange.

ADDITIONAL POINTS

- Focus on Privately Owned Rolling Stock.

- Local Manufacture of:
  - Spare parts
  - Whole systems
    (for :- - tracks
    - Rolling stock

- "Introspection" Policy

  - Preference for Local/Regional technical personnel rather than the present policy preferring and giving better employment terms to "Expatriates" versus local/Regional people.

Modernizing of Railway Equipments.

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PORT AND SHIPPING SUB-SECTOR

ENABLING ENVIRONMENT

1. Definition of a regional maritime policy

- We agree the government create an enabling environment for the efficient operation of ports and maritime transport.
  - Which allow people to operate with optimum autonomy.
  - Provide navigational aids.
  - Encourage efficiency in the ports.
  - Good enumeration to key players in the ports to improve productivity.
- Ports to operate on commercial basis.
- Ports should be given optimum autonomous
  - Private operators be allowed to operate in the ports.
- Joint shipping ventures should be encouraged. Joint shipping operations be encouraged instead of direct ship ownership.

REGIONAL MARITIME POLICY

- A regional maritime policy should include:-
  - ports
  - shipping and,
  - inland water transport
- Issues to be addressed:-
  - private sector participation
  - multi-modal transport
  - international conventions

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- port services
- customs and documentation
- freight forwarding and
- strategies for resource mobilisation

CABOTAGE

- Bilateral, SADC to be considered as a one region to allow cabotage.

2. Safety and pollution control.

PROBLEMS IDENTIFICATION:

(1) Environmental pollution.

(2) The safety - worthiness of ports equipment.

(3) International Conventions.

(4) Training and Certification.

(5) Ship inspection.

(6) Occupational health safety.

RECOMMENDATIONS:

(1) There should be a close co-operation between National Environmental Management Control authorities and environmental experts from Ports authorities in order to enforce environmental pollution control.

(2) Ports Safety Inspectorate Departments composed of qualified personnel should be strengthened to ensure safety of ports and their attendant equipment.

(3) Establish SADC protocols based on International Maritime Conventions.

(4) Training and Certification of Ports and Shipping technical personnel should be harmonised.

(5) Ship inspections protocols should be established to curtail operations into SADC ports by ship owners not operating according to set standards.

(6) There should be established protocols of ensuring SADC Ports and Shipping workers occupational health safety.

3. Accession to International Conventions:

PROBLEMS:

(1) Understanding all the conventions.

(2) Low level of Rectification/compliance to these due to: conventions.

- Financial constraints.
- Technical expertise to draft appropriate acts
- Low level of Technology Development.

(3) Lack of Regional Uniformity in accession of varies Maritime International Conventions.

CONCERN:

- It is important for Tanzania as Maritime Nation to subscribe to suitable conventions.
- It is important for Regions to work together in this area.

RESOLUTION:

- AGREED to the proposals for workshops as they are stated with the following Reservations:
  - The right of access of landlocked countries to the sea requires further study.

4. Transit traffic facilitation including efficient operation of dry ports.

(a) Protocol should encourage MTO

- DOCUMENTATION
  - Single document of carriage
  - Carrier liability

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- Expeditious conveyance/clearance

(b) Conveyance of transit cargo be entrusted to professional and a reputable C & F agents:-

- Emphasis on fast turn round of equipment
- Effective procedure of selection and vatting.

(c) DRY PORTS

- Provide for establishment of dry ports close to borders.
  - Eliminate congestion
  - Reduce transit time and cost
  - Reduce risk and liabilities on part of consignee.

(d) PROTOCOLS ON OTHER MODES SHOULD HAVE SIMILAR PROVISIONS TO FACILITATE MULTIMODAL OPERATIONS.

4. A common regional strategy to enhance mail security.

PROBLEMS:

- PILFERAGE - Mail/parcels (lack of supervision, monitoring, control, poor enumeration). Delays in the system.
- Inadequate capacity to screen prohibited articles (Finance, technology, skills).

RECOMMENDATION:

- Work ethics and practices should be similar.

5. Regional bond guarantee scheme.

- Protocol should encourage guarantees rather than cash deposits/payments
- Protocol should create an enabling environment for the establishment of a regional insurance.
- Similarly it should envisage a regional customs union

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to eliminate problems of bonds.

OBSERVATIONS:

(a) Examination of the various international protocols on same subject conventions with a view to:-

(1) Eliminating overlap

(2) Providing for alignment

(3) Facilitating approval by SADC member governments where previous agreements have been reached.

(b) Recommendation to provide data bank for exchange of information and provision for experts (lock) to carry out above functions effectively (e.g. MTO).

(c) Provision for enhanced security particularly on lines/routes more prone to banditry /insecurity.

6. Creation of regional maritime body.

(a) THE NATIONAL SCENE

Numerous players - on maritime scene -

- Acts of parliament
- Voluntary association

TA, TIC, TCFB, ZSC, DMI, FBC Agents, TACOSHILI, Private.

(b) National level Regulation.

- MWCT - Shipping Directorate
- Tanzania Shippers Council (Voluntary)

- TFFA - Members examined and certified by customs.

- MOT & T - Commercial

PROBLEM: SUB-OPTIMAL EXPLOITATION OF POTENTIAL

(c) National level
(Proposal)

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MARITIME DIRECTORATE

- Autonomous

- Self - Financing

Business: - Supervision of Dev. of Maritime ;activity - operational: Commercial

- Regulation

- Advise MWCT on policy

(d) Agreed that a regional maritime body should be established.

(e) Hub and Feeder Ports.

- Not every SADC port should seek to be a major port. (This is subject to a more complex scenario).

CONSIDERATION:

- Landlocked non-1 members freedom of choice of port

  - Route

  - Commercial

  - Political

  - Security and distribution of risk .. . Uganda, Zambia, Rwanda.

  - Trade and political commitments.

  - Right of access to the sea.

- Member state's right to choice of development:- Primary responsibility for internal development.

- Choices of transporters and ship owners:

  - Traffic on offer

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- Profit maximisation motive

- Choice of financiers.
- Technical considerations on part of SADC port.

VIEW:

Reserve the choice to:-

- Market and other forces.
- Bilateral negotiations. (South Africa, Tanzania, Mozambique, Namibia and Angola).

CIVIL AVIATION SUB SECTOR

Potential Protocol Issues

1. Establishment of SARATA which would be the framework for defining a regional air transport regime.

SARATA

- Southern African Region Air Transport
  - Authority or Association.

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CIVIL AVIATION	AIR TRANSPORT
Note: Creation of body s.t demand satisfaction. Shortfall: Common ICAO sub/region. SOLUTION: Follow up with ICAO to create SADC region ● Re-organise ● Create new Effect: Demand will have been sufficiently satisfied. Hence no SARATA here (Authority).	SOLUTION: SARATA to be established (Association) FUNCTIONS: ● Cargo and Pax transportation Emphasis aspects ● Commercial ● Operational e.g. Co-operational ● Technical e.g. Maintenance, Flights calibration unit etc. ● Trade (Barriers, Tariffs etc.) ● Improvement of compliance to agreements.

2. Establishment of common standards, rules and regulations covering flight safety, air navigation services and air worthiness requirements.

   (a) No disadvantages.

   (b) Advantages:

   ● Uniformity in Air Traffic Control i.e. Equipments, Training of the Staff, procedures etc.

   ● Exchange of manpower.

RECOMMENDATIONS:

Agreed with proposed regional workshops.

3. A common regional strategy in acceding to international civil aviation conventions and other air transport agreements.

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ISSUES IDENTIFICATION:

- Common stand on International Conventions.

- Technical Assistance.

- Regional Representation (as a single entity).

RECOMMENDATIONS:

(1) Since all SADC countries are contracting states to International conventions, a protocol should be established to have a common stand on international conventions. Such should include sovereignty considerations.

(2) Protocols should be established to have a common civil aviation and air transport development plan in order to facilitate easy access to Technical Assistance.

(3) Protocols should be established on having a SADC regional representation to International regional bodies.

4. Harmonisation of airport facilitation covering cargo and passengers.

CARGO AND PAX

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PROBLEMS:

(a) Airport Shuttle Services are inadequate and expensive.

(b) Passenger checking system are slow and cumbersome:-

- Airport charges,
- Visa/Immigration - introduce SADC Visa
- Health
- Customs
- Baggage handling and monitoring (lack of supervision)

(c) Cargo
- Dwell time very high (Import/export)
- Facilities for perishable goods (more concern on power supply and delays)

RECOMMENDATIONS:

(a) Commercialisation of Airport Services.

(b) Elimination of Visas within SADC/SADC visa for non SADC.

(c) DCA's/CEO'S National Airlines forums.

(d) Health and Customs Control should be uniform.

5. Regional measures to improve airport security including regulations to deal with drug trafficking.

PROBLEMS:

(1) Capacity for monitoring inadequate

- Dangerous goods
- Arms/Ammunition
- Smuggling/Drugs
- Explosives

(a) Training:

(b) Basic Infrastructure

- Fencing
- Equipment - E-rays, etc.
- Power failures

(2) <u>RECOMMENDATIONS:</u>

Harmonise/standardize

- Equipment
- Technology
- Training

Exchange of relevant information (Communication) pertaining to user threats.

6. Creation of an enabling policy and regulatory environment for efficient airline operations which would promote restructuring through commercialisation.

<u>ENABLING POLICY:</u>

(a) **Regulation:**

(i) Technical (ii) Economic

(1) Technical - Airworthiness, Licensing, Personnel certification, Accident investment, Search and rescue, Air Navigation and Development of Aeronautical Infrastructure and Generally Standards and Recommendation standards.

- Observations and recommendations:-
  Activities are transnational need close co-ordination and co-operation between SADC states - include in protocol.

(2) Economic - Negotiations of traffic rights

- Common negotiation strategy
- Reference to standard negotiating text

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(AFCAC, AFRAA, ECA, COMESA, SATCC).

- Provide for common ground.

- Observations and recommendations:

  Air space is transnational although is a subject of sovereignty; focus should be on close co-operation

  - Air transport is costly. Transborder, highly competitive internationally - and SADC states have scarce resources which ought to be rationalised/ optimised.

  - Liberalization of traffic rights:

    - In principle policy of open skies not conducive.

    - Emphasis should be on controlled regulation to provide for social services and public service obligation.

    - Airlines need a new environment to operate commercially - hence emphasis on commercialization and removal of Government control.

    - Enlarged cabotage principle

    - Negotiations between blocks/ multilateral.

7. Regional airline integration and liberalisation of traffic rights.

   (a) YAMMOUSSOVKRO DECLARATION PRINCIPLES be incorporated notably : eg.

   (1) Joint fuel purchasing

   (2) Join insurance

   (3) Code sharing

   (4) Computer reservation system (joint)

   (5) Tariff harmonization

(6) Re-examine and eliminate substantial ownership and control provision in bilateral which inhibits joint ownership/regional integration.

(b) EXAMPLES OF CO-OPERATION IN SATCC REGION AJAS (ALLIANCE)

(c) VARIOUS PHASES OF INTEGRATION

- Code sharing
- Joint operation
- Seat purchase/blocked space arrangement
- Technical co-operation as above. 2 (a) (1-6)
- Joint leasing/aircraft purchase.

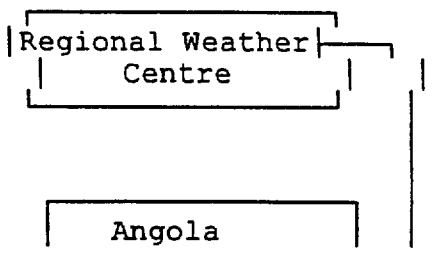
METEOROLOGY SUB-SECTOR

Potential Protocol Issues

2. Establishment of a regional weather centre.

PROBLEMS

- Met equipment is expensive e.g. Radars, Satellite receiving equipment computers for data analysis etc.
- Manpower capacity - not all countries have capacity to train up to WMO - Class 1 level due to lack of financial resources
  - Thus regional wether centre can be used as an in service training centre.
- In the conclusion - We prefer wether analysis centre including specialized areas e.g. drought monitoring and early warning.



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Swaziland

Tanzania

Botswana

Lesotho

Zimbabwe

Namibia

South Africa

Malawi

Mozambique

3. Establishment of joint regional research and training centres.

PROBLEMS: (NATIONAL)

- Lack of enough trained personnel
- Lack of facilities
- Lack of funds

PROTOCOL AGREED UPON:

- Sharing of resources can alleviate the identified national problems.

4. Development of common a regional positions and strategies in negotiating international conventions and on current international issues.

ISSUES:

- Is there a need?
  Yes

  - Already working across borders
  - Already have common membership:- (WMO, FCCC, African Group

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- Changing management of meteorology issues e.g. commercialisation, equipment, technology

- Mutual help - personnel, training, equipment, experience.

- Potential Areas:

  - Common stand on all meteorology issues but countries must be allowed to express their interests pm peculiar national issues conventions, etc.

- What are the benefits:

  - Speak with one voice on issues of concern to the region.

  - You gain an negotiating edge.

- The Modalities:

  - Met DG's working group is already in place to be more institutionalised.

  - Possibility of having a spokesman for the region at negotiations.

  - Explore possibility SADC itself becoming signatory or acceding to conventions.

5. Institutionalisation of common regional standards in data gathering, reporting etc.

   - To institutionalise of common -

     - Follow WMO guidelines.

   REGIONAL NEEDS

   - Basic training

   - Basic equipment and (serviced regularly)

   - Compliance to WMO/Regional standard (government /department).

   - Regional Review of standards

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- National communication with target group to be simple.
- Only NMS to be supervisor of MET affairs (oversee).

-1. INSTITUTIONALISATION OF A POLICY AND LEGAL FRAMEWORK

PROBLEMS IDENTIFICATION

(1) Legislation to formalise NMS's.

(2) Common policy and legal framework

(3) Low priority

(4) Commercialisation

RECOMMENDATIONS:

- All NMS's in SADC should operate with legal instruments.
- With the national legal instruments in place, a protocol should be established to have a common MET policy and regulatory framework within SADC.
- The envisaged legislation should incorporate WMO conventions and its technical regulations in order to provide MET services at International Standards.
- Governments should give MET services the priority they deserve in terms of adequate investment.
- Further studies should be carried out in looking at appropriate modalities of commercialising MET services.

<u>POSTAL SERVICES SUB-SECTOR</u>

1. Postal restructuring.

(a) Customer oriented

(b) Need for national forum for discussion of what is required/needed.

(c) Decentralisation of svcs - local decisions by Managers.

(d) Need for transportable boxes, house to house delivery wherever possible.

(e) Stamp rending machines to be modernised and reintroduced.

(f) Postal and telecommunications should be clearly separated.

(g) Postal agencies to be established in rural areas i.e. missions, hospital

(h) Introduction of track and trace method.

(i) Settlement and collection of claims to be localised i.e. savings bank a/c.

2. Common service Standards.

ISSUE IDENTIFICATION

(1) Compatibility of Service standards

(2) Documentation

RECOMMENDATIONS:

(1) SATCC should collect information on current modes of operation from national Postal Services, analyze them, and then formulate a service standard for all SADC countries.

(2) A protocol should be established to have a common efficient service standard and mode of documentation within SADC countries.

3. Institutional and legal framework at the national and regional levels.

<u>PROBLEMS:</u>

- Exchange of postal/money order etc.
- Standardizing postal services i.e. quality.
- Enforcement of standards and compliance within and between member states.
- Regulatory body needed to set involvement competition operations.

- Research and development.
- Cross border mail delays

RECOMMENDATIONS:

- Establishment of commercial oriented/customer responsive postal management.
- Establish Regulatory body at National level

REGIONAL LEVEL:

- National Regulatory bodies to have regional forum.
- Permanent secretariat to service regional body.

Therefore we support the proposed protocols.

4. A common regional strategy to enhance mail security.

PROBLEMS:

- PILFERAGE - Mail/Parcels

  (Lack of supervision, monitoring, control, poor remuneration). Delays in the system.

- Inadequate capacity to screen prohibited articles (Finance, technology, skills)

RECOMMENDATIONS:

- Work ethics and practices should be similar.

5. Co-ordinate regional positions in international fora.

IN INTERNATIONAL FORA:

- Common negotiating position/strategy at all International fora on issues of common interest, for the region.

6. Establishment of specialized regional training centre.

   (a) There's need of proper training of local staff to be able to monitor services.

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- Specialised training at regional level
- Region to prepare a standardised curricular at one training centre, examination and certification.
- Consultancy services.

TELECOMMUNICATIONS SUB-SECTOR

1. Definition of a telecommunications policy includiing options for ownership and guidelines on investments and regional co-operation.

   (a) New Policy projection.

   - Telecommunications not exclusive preserve of government.
   - Regulatory aspects under public body (Authority).
   - Operational activities liberalised.
     - Private participation
     - Competitive
     - Ownership with substantial local content (35% in Tanzania).
     - Regulate cartel trends

   (b) Regulatory regime

   - Licensing guidelines
     - Fees on licensing
     - Technical specifications
     - User charges objective
     - Foreign investment policy (consider a regional approach).

- Infrastructure ownership.
  - Liberal approach (A SADC approach)
    - * e.g. Satellitte, exchange switches microwave, fibreoptics etc.

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- Compatibility of technology in the region.
  - Need for investment (sourcing on regional basis)
  - Guidelines to attain technological party regionally to optimise on:-
    - Efficiency
    - Utility value of the telecom sector as catalyst in the Jocio - Economic advancement of the region.
  - Intra-regional investment to eradicate poor networking and obsolete technology.

2. The establishment of a regional telecommunications regulatory body.

ISSUES IDENTIFICATION.

(1) Independent national regulatory bodies.

(2) Establishment of a Regional body

(3) Regional body Vs. National bodies.

RECOMMENDATIONS:

(1) The National Telecommunications Regulatory bodies should be established in all SADC countries.

(2) A protocol should be established to have a SADC Telecommunications Regulatory body.

(3) The SADC body should formulate policies standards and regulations to be followed and enforced by national bodies.

(4) The SADC Telecommunications Regulatory body should create a consolidated policy covering international issues, fara, and global information infrastructure and technology.

(5) The SADC council of Ministers responsible for telecommunications shall regulate the SADC regulatory body.

3. Harmonisation of technical standards and specification.

(a) Harmonization of specifications and stan..a ensure compatibility of telecom facilities. (standards for of harmonization).

(b) Frequency management and planning to interference.

(c) Use of telecommunication facilities for TV an.. Transmission.

(d) Sensitization of governments on the possible da.. :(telecom facilities by the Military.

(e) Improvement of call completion rates and penetr t factors.

(f) Alternative routing of telecommunication traffic.

(g) Harmonization of tariffs and recording of intr. traffic.

(h) Technological diffusion:-

- Improvement of school curricular and sharing : training facilities.

(i) Improvement of cross-border inter-face.

(j) harmonization of licensing criteria and management.

(k) Co-ordination to optimize usage of informatio superhighways.

4. Setting up joint regional training and research facilities.

<u>PROBLEMS:</u> (National).

- **Lack of enough professionals.**
- Lack of fund.
- Lack of modern equipments.
- Problem of research centres.

<u>SOLUTION/RECOMMENDATIONS</u>

- **Joint using of existing training and research centres to be encouraged.**

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- This reduces the financial burden for individu: member.

PROTOCOLS

Agreed with proposed issues in the regional workshops.

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APPENDIX C:

SUMMARY OF PARTICIPANTS' EVALUATION

[From Task Group Reports]

SATCC PROTOCOL DEVELOPMENT WORKSHOP

TANZANIA NATIONAL WORKSHOP

PARTICIPANT EVALUATION

1. Which of the following sessions did you attend?

   A. _17 Road and Road Transport
   B. _17 Railways
   C. _17 Ports and Shipping
   D. _18 Telecommunications
   E. _17 Postal Services
   F. _17 Meteorology
   G. _17 Air Transport and Civil Aviation

2. What did you like about the workshop?

   It was thought-provoking and provided the best forum for discussion
   Group discussion method, thus providing an adequate participation of each individual.
   Was addressing problems which are almost common to all nations of the region.
   Opportunity participants had to air views on varied subjects and come up with solutions.
   The initiative to come out the protocol idea on transportation and communication sectors--and thereafter attempting to implement in a down-up strategy approach.
   Participative.
   Exchanging views with different people from different fields has been able to enlighten our various protocols which are necessary for the development of member countries of SADC.
   Identification of the issues.
   It was educative on regional macro transport and communication sub-sector. Advantage of exchanging views with people of different professions.
   It was a healthier and free discussions.
   Discussions through groups very productive.
   It was well-prepared in terms of materials for discussion.
   Free exchange of views.
   The organisation was good, participants were very resourceful.
   The brainstorming nature of the workshop, i.e., professionals from different disciplines making constructive contributions towards reaching a common stand on any given subject.
   The manner in which it was organised and conducted. It gave an opportunity for national's involvement in the policy formation and suggestion giving for protocol development.

3. What did you dislike about the workshop?

Nothing (4)
Too exhausting.
No allowance (5) at best downtown or transport.
Not worth mentioning.
There was no loudspeaker as such. One has to strain himself/herself to speak and/or hear.
USAID is big and respected organ. It should have financed allowance.
Forced meals. Participants should have been given choice of meals and place of meals. Money used for meals should have been given to individuals.
The three days allocated to the workshop appeared to me to be not enough. Four could have sufficed. The day's session was ending very late.
The lack of experts from certain subsectors who could give expert advice in their fields so that what evolves from the discussions truly held in the requirement of the affected people.
It was not properly planned to ensure that all groups were represented by qualified personnel who could discuss the various topics with authority. In most cases, people were "wandering in the sky"

4. Were in your view the workshop objectives accomplished?

I hope so.
The objectives were accomplished in the context of the guidelines. But in some cases, the content fell short of the expected standards/quality.
Yes (11)
Considerable extent.
Partially.
With the exception that no protocol for modernising the railway system, e.g., expansion and electrification was mentioned.
Valuable contributions were made by workshop participants.
Very much so.
Not quite, as the using of the Jo'burg and Harare reports limited the creativity of new ideas.
The analytical nature of discussions and the ensuing questions and clarifications ensured that the objectives were accomplished.
Partly the objectives of the workshop was accomplished but since the turnout wasn't full from all sectors not all ideas have been represented.

5. To what extent did this workshop help to develop protocols?

It has been able to identify national needs and ways of alleviating the problems being faced in the country and the region.

- Commendable extent.
Few additional ones.
Consolidated national issues and concerns which will be helpful for protocol negotiations.
Fair.
Different recommendations made by participants will contribute to the development of protocols.
Inclusion of national interest.
Polished and firmed up output from the Harare and Jo'burg workshops.
By defining the inherent features/problems in the sector and suggestions for remedies which could form basis for protocols.
Seminar participants understood well about sectors presented, thus it would be easier for a country to implement the developed protocols.
Very helpful.
Sensitization of the various stakeholders.
Quite well, is a good start.
Considered with ideas from other cities, the contributions would fairly help to develop the protocols.
As far as the timetable for the workshop was prepared and has been exhaustively adhered to, the extent intended should have been achieved to a greater extent.
To a great extent, because the recommendations clearly demonstrated that enough thought was put in recommending them.

6. In your view, how valuable is the stakeholder involvement in the process?

Low				High
1	2	3	4	5
		2	4	11

Comments:

Facilitation of participation and eventual implementation speeds up development process.
As he had opportunity to contribute his views before the action is taken.
This helps a great deal in laying a firm foundation for SADC cooperation.
Advance preparations were necessary but did not take place. For example, documents were distributed at the meeting.

7. How effective is the stakeholder involvement process?

Low				High
1	2	3	4	5
-		2	8	7

Comments:

As in 6 above. The areas of cooperation identified are indicative of the level of effectiveness.
The discussions were as open as possible to allow any stakeholder to get involved.
It is effective in a sense that the views and opinions expressed by the stakeholders are from the practical experiences gained from day to day operations.
There is need to involve experts of high calibre and lawyers versed in the various sectors. Officials from the Treasury and the Attorney General chambers should have been invited, including users of services.

8. The point and attitude of all participants who attended must be highly appreciated for spending a good three days without any allowance except for the forced lunch!!

OPENING SPEECH BY THE HON. E.D.MAOKOLA - MAJOGO (MP)DEPUTY MINISTER FOR WORKS, COMMUNICATIONS AND TRANSPORT DURING THE NATIONAL WORKSHOP ON SATCC -IMPLEMENTING POLICY CHANGE (IPC) PROTOCOLS DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS HELD AT KILIMANJARO HOTEL 17-19 MAY, 1995.

Distinguished Guests,
Workshop Participants,
Ladies and Gentlemen.

1. First and foremost, I would like to take this opportunity to express my sincere appreciation for the honour you have accorded me by inviting me to open this three days National workshop on protocols development of transport and communications in the SADC region.

2. On behalf of the Government of the United Republic of Tanzania and that of the Minister of Works, Communications and Transport and indeed on my own behalf, I am both delighted and honoured to extend to each and every one of you a very warm welcome to this workshop.

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3. Distinguished Guests, Ladies and Gentlemen. I would not like to tire you with long introductory remarks but just to remind you of the history of the Southern African Development Co-ordination Conference(SADCC). In August 1992, SADCC was transformed into the Southern African Development Community (SADC) when Heads of States and Government of the ten countries, then belonging to the grouping, signed the treaty which facilitated the change into a Southern African Development Community (SADC). As we all know, SADC now has eleven member countries with South Africa, upon attaintment of majority rule and accession to the SADC Treaty, becoming a full member of this economic grouping from August 1994. This transformation from SADCC to SADC meant a commitment to fostering closer economic and social integration among the countries and peoples of Southern Africa. It is on the basis of this Treaty that the SADC Council of Ministers directed all sector coordinators to prepare protocols that would further strengthen co-operation among the countries of the region in the different sectors or areas of co-operation.

4. Perhaps it is worth mentioning that, since the establishment of SATCC, Tanzania has been and is still committed to the development and implementation of a programme which will result in the achievement of the objectives of the envisaged regional cooperation in the transport and communications sectors.

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In this respect, Tanzania has vigorously pursued the implementation of various projects falling under the SATCC umbrella. These include the Dar es Salaam Port Modernization Project, the Ten Year Development Programme for Tanzania Zambia Railway Authority(TAZARA) and Road Projects related to the Dar es Salaam Corridor Transport.

5. Similarly, in the Air transport, telecommunications and meteorology sub-sectors, a number of projects have been implemented through SATCC.

6. Ladies and Gentlemen, needless to say, the workshop in which you will be participating is a very important one. Firstly, transport and communications are indeed the very foundation of any development process. Transport and communications play a vital role in the Consumption-Production Cycle including social, mobility, interaction of populations and information exchange.

In Southern Africa, transport has even greater significance because six of the eleven countries in the region are landlocked, making transport critical to the overall economic competitiveness of the economies of these countries. Therefore, there is a need to have efficient transport and communications systems so that a meaningful economic and social integration of Southern Africa can take place in a congenial environment.

7. Allow me to take this opportunity to commend the United States Agency for International Development (USAID),within the framework of a broader co-operation effort within SATCC by providing financial assistance to the countries of the region through SATCC , to undertake the protocol development process in the transport and communications sectors.

8. With regard to the acknowledged need to continue building and consolidating the capacity of the transport and communication systems to cater for the ever growing demand, Tanzania has embarked on a programme whose implementation will ensure that the systems are operated in the most efficient and cost effective manner. Among the measures which are being taken by the Government of the United Republic of Tanzania include the restructuring of our organizational and operational structures and policies to ensure that the operating entities can manage their institutions on commercial principles. These includes the provision of appropriate legislations and granting full autonomy in the financial and operational management of State owned institutions.

9. Ladies and Gentlemen, the main objective of this workshop is to consult you as stakeholders through what has been termed a brain-storming workshop in order to define issues that can form the basis of protocols or legally binding agreements as a means of building an integrated Southern African economic community.

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This includes an elaboration of measures to be taken to improve the efficiency, competitiveness and profitability of transport and communications services at both national and regional levels.

10. We have had occasion to examine the contents of the whole programme of the development of protocols and we are very satisfied that by the end of the process, the protocol will provide a basis for a higher level of co-operation, among countries of the SADC region.

11. I am aware that initial efforts at achieving this goal have been made by holding Regional sub-sectoral Workshops which have defined issues and possible elements of the possible protocols to guide future co-operation in transport and communications in the SADC region. The first responsibility of the workshop therefore will be to react to the conclusions and recommendations of the aforestated workshops.

12. It is, therefore our responsibility to take advantage of this development process in the strengthening of our economies. I do hope that the deliberations of this workshop will be frank and meaningful. I assure you the proposals this workshop will make as result of your deliberations will be studied very carefully by all member states and will have a strong influence on the final form of protocols. These protocols proposals are expected to facilitate

the development of transport and communications sectors in the SADC region.

13. Finally, let me once again compliment the organizers, SATCC Technical Unit and the consultants from the protocol Development Project for their commendable effort already made in the co-ordination of the seven sub-sectors of railways, roads and road transport, civil aviation, ports and shipping, telecommunications, meteorology and postal services.

14. With the foregoing remarks, it is now my pleasure to declare this workshop officially open.

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SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT ON THE NATIONAL STAKEHOLDER WORKSHOP

ZAMBIA

LUSAKA, ZAMBIA 10-12 MAY 1995

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INTRODUCTION

The workshop in Zambia was formally opened by the Minister of Communications and Transport, Hon. W.J. Harrington. In his remarks the Minister underscored the catalytic role in economic development of regional cooperation and announced that the Omnibus Workshop would be held in Lusaka, Zambia from 10-14 July,1995.

WORKSHOP ANALYSIS

Fifty people participated in the Zambia National Protocol Workshop in Lusaka. The majority were representatives of various government sectors yet there were some participants from the private and parastatal sector. While some of the government representatives were not particularly knowledgeable about the sub-sectors under consideration, nevertheless, they showed a tremendous willingness to learn and asked pertinent questions of those in the group with more information. They worked very responsibly to form opinions based on what they had heard and could apply to the protocol issues under discussion.

On the night before the workshop was to begin the facilitators realized that one of the technical experts assigned to the Zambia workshop had not arrived and nothing could be learned about whether he was coming or not. They were informed that there would be another person coming on Wednesday from the Road Haulers group but that did not happen, either. The other two technical experts picked up the responsibility of introducing the sub-sectors and their previous week's experience in Malawi and Botswana enabled them to carry off the task quite satisfactorily.

This workshop continued the technique begun on the last day of the Malawi National workshop of having syndicate groups work on designated protocol issues rather than the whole group for each particular sub-sector. This allowed for and indeed, resulted in, more in-depth discussion of the protocol issues. The syndicate groups were also given more explicit directions for their work which seemed to also help focus the discussion in each group. They were asked first to identify the problems in Zambia in the sub-sector and then to consider whether the protocols assigned to them for consideration addressed them or not, or whether they needed modifications or additions. The participants worked diligently at this task, often requesting impromptu explanations from others in the group who were more well-versed in a particular area.

This further explanation of an area became more formalized on the second day when in response to a request about ports and shipping,

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a government representative from that sector followed the technical expert's presentation of the protocol issues with a description of the sub-sector from the Zambia viewpoint. While this was helpful, it lead to an assumption by others that they also had to "present" in their sub-sectors, and, to the surprise of the technical experts and the facilitators, before they could begin the syndicate groups in Air Transport sub-sector, a representative from the Department of Civil Aviation rose and began to speak, unbidden by either the technical experts or the facilitators. This was further embarrassing since the presentation did not greatly aid the discussion, but rather was more of an emotional harangue about the state of air transport in Zambia, a very sensitive issue because of the recent closing of the national airline due to severe mismanagement. Nevertheless, the workshop proceeded and although representatives spoke at Friday's sub-sectors, they were briefer and more to the point.

In this workshop, the facilitators also altered the reporting process, based on a favorable report from the Botswana workshop. After each syndicate group finished their discussions, they prepared their own report on flipchart paper and presented it to the total group. This provided a number of advantages over the Malawi experience, where the facilitators recorded report comments on newsprint as they were made by each group's representative. For one thing, it saved a good deal of time and therefore there was a richer discussion of each syndicate group's report. Secondly, it made the reports come out in the participants' own words, rather than a facilitator's paraphrase. Another unintended benefit was that the results could be given directly to the secretary for transcription and more timely review by the technical experts.

Lessons Learned

It is clear that the more the syndicate groups can focus on their own national situation first and then move to the potential protocols, the higher will be the quality of the results of their discussions. It is also important to circulate not only the technical experts but also those who may have more knowledge around so that those with less knowledge can ask their questions and get answers to help the discussions.

In terms of having government representatives make "mini-presentations", we would not repeat it unless asked, and only then with very clear boundaries around what they need to say to the group.

One reason this workshop went a bit more smoothly than the one in Malawi was that the facilitators and technical experts used their

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previous experience well. There was a good pre-workshop meeting where everyone's roles were clarified and a daily debrief to assess progress and needs. Another learning was how beneficial good support staff can be. The typist in Zambia was very efficient and was producing reports with enough speed that reviews and clarifications were done in a very timely manner.

Possible Research Issues

It might be important to find out why there was less participation from the private sector. The answers to this question could certainly affect future program planning.

Participant Evaluation Summary

Almost 50% of the participants returned evaluations of the workshop. The tenor of the majority of them was positive. They cited a gain in knowledge about the sub-sectors, and the high level of participation, involvement, and cooperation as positive attributes of the workshop. The syndicate group format and the presentations by the technical experts were also cited favorably. Openness, to new ideas, and to each other was also cited as a valuable characteristic of the workshop.

The assessment of the workshop was lowered in the minds of some participants because not all the stakeholders were present. Representatives of the Insurance industry were cited especially. While there was active participation, a number of participants identified a lack of knowledge of various sub-sectors as a detriment to the success of the proceedings.

Summary of Sub-Sector Comments

1.2 Railways

1.2.5 Potential Protocol Issue

Add: A specialized Regional Insurance regime for railways operations should be created.

Integration

There should be unrestricted flow of equipment between member states to facilitate through transportation of cargo.

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Establishment of a regional supervisory body

There should be created a clearinghouse to facilitate railway transfer payments between railways.

Training

A regional training school for railways, and possibly with roads sector participation, should be set up. In this connection, the Federation of Road Haulers and Freight Association should serve as a starting point.

Ports and Shipping

1.3.5 Potential Protocol Issues

Transit Facilitation

Customs authorities should have "trade facilitation" added to their functions

Add: Landlocked countries should be allowed to invest in maritime ports in any country in the region.

Roads and Road Transport

1.4.1 Road Traffic Legislation

Protocols should be incorporated into national laws of all member states.

Cross Border Facilitation

Special cards should be introduced for truck drivers to use at border posts in place of passports.

Civil Aviation

2.2 Regional Strategy

Existing training centers should be used to train staff in interpreting international conventions and air transport agreements.

Member states should be obliged to remit their

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contributions to international bodies when they are due.

Customs

A single customs union should be created.

Visa

Visa requirements for tourists from abroad visiting SADC countries should be harmonized.

ICAO

All SATCC member states should ratify the ICAO convention and abide by its provisions.

Meteorology

2.3.1 Policy Framework

Dedicated centers should be identified to deal with specific areas, e.g., aviation, agriculture, water resources, etc.

Postal Services

2.4.1 Policy Issues

A regional transport network for postal services should be created.

A regional clearing house should be established to facilitate postal payments between states.

Conclusion

The workshop was formally closed by Ms. M. Miyoba from the Ministry of Communications and Transport. Ms. Miyoba thanked all participants for their contributions and wished that the spirit of togetherness would continue. She also thanked USAID for funding the workshop, workshop experts, Abt Associates, and MSI.

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APPENDIX A:

LIST OF WORKSHOP PARTICIPANTS

SATCC/IPC PROTOCOLS DEVELOPMENT PROJECT

PARTICIPANTS TO NATIONAL WORKSHOP

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NAME	ORGANISATION	TITLE	CITY	PHONE & FAX
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J. Chipuwa	Road Traffic Commission	Commissioner	Lusaka	
M. Miyoba	Ministry of Communications and Transport	A/Assistant Secretary	Lusaka	Tel 251444
W. Mwandila	Planning Unit (MCT)	Director	Lusaka	Tel 251444
L. Ngoma	Road Safety Dept.	Director	Lusaka	
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G. Nyondo	U.T.T.A			225531

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APPENDIX B:

PARTICIPANT FEEDBACK

[From Task Group Reports]

The following sub-sector reports represent feedback from discussions in small work groups during the workshop. They have been recorded as presented in the plenary sessions.

1.2 RAILWAYS

1.2.5 Potential Protocol Issues

The following were identified as issues that could be developed further into protocols:

1. **Creation of an enabling environment for railway operations.**

   PROBLEMS

   1. Legal status
   2. Management appointments
   3. Under Capitalization
   4. Unfair competition
   5. Tax Exemption on donated spare parts
   6. Restrictive Regulations -Tariffs
   7. Inter change Regulations

   RECOMMENDATIONS

   1. Management Autonomy
   2. Business Oriented organization
   3. Government as owner should provide adequate capital to ensure efficient future operations
   4. Fuel levy Exemptions
   5. Inter change regulations should be harmonized
   6. To create a specialized Regional Insurance organ.

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2. **Development of an integrated railways policy that would address issues related to road/rail competition and leveling the playing field.**

LEVEL PLAYING FIELD

PROBLEM AREAS

1. Poor condition of Infrastructure
2. Social Obligation

   - Passenger Services
   - Unprofitable Routes

Proposals

1. Government to provide financial support

2 Major Portion of bulk cargo to go to Railways to reduce excessive damage to Roads.

3. Internodal Co-operation to be Encouraged.

4. Establishment of Rail-linked "Proper" Dry Ports.

5. Fuel Levy - Endorsed

6. Commercialization - Endorsed

INTEGRATION

1. Strengthening Inter change Agreements

2. Harmonization of Tariff structures

3. Unrestricted flow of Equipment to facilitate through Transportation of Cargo to destination

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3. Establishment of a regional supervisory or regulatory body.

REGIONAL SUPERVISORY BODY

PROBLEMS

- *under existing arrangement*

There is generally lack of implementation capacity.

Lack of standardized procedures, rate structures tariffs etc.

Lack of enforcement of set standards at regional level: Notion of self policing determinental to upholding standards.

1. *There are 2 Regional groupings in place where Chief Executive meets whose recommendations and decisions are effective on paper but in practice of little effect. There is generally lack of implementation capacity e.g invoicing.*

2. *There is a lack of standardized procedures, rate structures, tariffs etc.*

3. *Lack of enforcement of set standards at regional level, in preference for self policing by individual railway lines a self defeating process.*

ESTABLISHMENT OF A REGIONAL SUPERVISORY/REGULATORY BODY

A regional Railway Supervisory body be set up to oversee and supervise implementation of protocols.

Agreed in Totality

This body should in addition to supervising the

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implementation of Agreements:

- *supervise the Harmonization of the paperwork and tariffs.*
- *act as a clearing House for payments*
- *control the interchange of wagons*

This body should be independent and have powers to inspect and investigate implementation of protocol which will be set on minimum standards and service level.

These standards entail an acceptable level of training and service of employees, drivers etc.

- *A training school (Regional) should be set up with a view to harmonise standards in the region*

Punitive measures, put in place to maintain standard, should not be allowed to close down an individual railway line to the detriment of others, owing the structure of the routes on the continent;

Government should be required to fund maintenance of rail tracks where necessary.

RECOMMENDATIONS

- *A regional Railway supervisory body be set up 'AGREED'*
- *This body should:*
  + *Supervise the harmonization of the paperwork and Tariffs*
  + *Act as a clearing House for payments*

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+ *Control the Interchange of wagons*
The body should independent have powers to inspect and investigate implementation of protocols, which will be set on minimum standards and service level.

+ *an acceptable level of training and service of employees, drivers etc.*

A regional training school should be set up with a view to harmonise

4. Environmental and pollution control including handling of hazardous cargo

ENVIRONMENTAL RESPONSIBILITY

As discussed under Roads and Road Transport.

5. Institution of a harmonized regional liability regime.

INSTITUTION OF A HARMONIZED REGIONAL LIABILITY REGIME

PROBLEMS

RAILWAYS NOT INSURED

- High risk business of Insurance High frequency for failures of the equipment to attract any insurance company.

- Cost of equipment is very high such that it would attract high premiums and high risks in payments.

- The railway cannot carry Customers goods on Internationally acceptable terms but carry customer goods at owner risk.

- Goods are stolen in transit because of manipulation in documentation

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SECURITY OF GOODS

- Sophisticated international Syndicates specialising in diverting goods

SOLUTIONS

- to create a regional insurance institution to ensure railway business
- need to rehabilitate the track infrastructure in the region to bring it to the International standards
- to make railway business attractive to customers
- need for combined efforts in curbing the scourge.

6. Cross-border facilitation.

PROBLEMS

- Delays caused in inspection at borders and locomotive changes.
- Delays in remitting the money to respective Railway Administrations
- The crew are trained differently
- Maintenance procedures and standards are different.
- Non Standardization of equipment

SOLUTIONS

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- Harmonized standardized and simplified inspection procedures
- Create a regional clearing House for Inter change transactions
- To standardise design of equipment.

7. Harmonization of standards.

- Change of altitude to meet the new commercial orientation
- We agree to the Operational issue of Harmonization and Standardization

RAIL LINES

- Standard in the region
- Railways can do it without directives (without protocol)

CONCLUSION

Railways should harmonise and standardise various operating practices without waiting for the protocol results.

1.3 PORTS AND SHIPPING

1.3.5 Potential Protocol Issues

The following were identified as potential protocol issues:

1. Definition of a regional maritime policy

PROBLEMS (NATIONAL)

1. No Direct access to the Sea (Landlocked)
2. Non Existence of a maritime policy

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3. **Oppressive Regulations**

4. **Lack of Joint Approach**

5. **Inadequate investment in Training of Manpower**

2. **Safety and pollution control.**

RECOMMENDATIONS ON REGIONAL MARITIME POLICY

1. The Region to provide Access infrastructure (Road, Rail and Ports)

2. Member Countries should ensure that effective National Marine policies are put in place.

   These Policies should be in Harmony with the Regional Policy

3. Non Political Interference in accessing of sea Ports

4. Business ethics in Determing rates

5. To Establish National Regional Shippers Council

6. Basic Infrastructure be made available at 11 major ports

7. Establish a Maritime Training School

3. **Accession to International Conventions**

PROBLEMS

1. The major problem is that of non-compliance of countries with ports to existing conventions governing the sea under, UNCLOS, IMO, UNCTAD etc.
   particularly:

- unfair treatment of landlocked countries by countries with ports. preferential treatment is given to their cargo landlocked countries are denied free access to the sea.

- Discrimatory rates are charged to foreign operators from countries without ports by port authorities

TRANSIT FACILITATION

PROBLEMS

Access

1. Ports to give preference to cargo of their own countries

2. Different rates charged through various ports

3. Different documentary requirements for different country.

SOLUTIONS

Port user charges to be harmonised by having a set formula and not necessarily fixed rate. Other port charging based on per hour considerations others per tonne relating into complicating logistical planning

Establishing of Dry ports
(Not inland clearing depots) with road and rail links

Harmonisation of Documentation

- Single document for the whole journey, for both imports and exports

Customs should have two functions

- to collect Revenue

- Facilitate trade

RECOMMENDATIONS

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A Protocol should be issued for coastal councils to comply with the existing conventions.

All Conventions governing the law of the sea and rights of access for land locked countries should be included in this protocol.

PROBLEMS

1. Non compliance to existing conventions by Nations with coastal ports.

   - unfair treatment of landlocked countries [denied free access to the sea]

   - Discriminatory rates charged.

RECOMMENDATIONS

A protocol should be issued to make coastal countries comply with existing conventions

All existing Conventions Governing the law of the sea should be included in the protocols.

4. Transit traffic facilitation including efficient operation of dry ports

PROBLEMS

- Coastal countries give preference to their own cargo

- Different Costs charged through various ports

- Different documentary requirements

- Bond requirements through each country

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SOLUTIONS

Harmonise port user charges

Establish Dry Ports [not inland clearing depots] with road and rail links

Harmonise Documentation

- Single Document for the Journey

Customs should have two (2) functions

- Collect Revenue
- Facilitate trade

5. **Regional bond guarantee scheme**

1. PROBLEMS

1.1 Carrying of cargo is a high risk business to guarantee

1.2 Bond guarantee arrangements made by individual Agents/Exporters/Importers are cumbersome and cause delays

1.3 Lack of policy on bonding procedures

- Disparities in rates from country to country
- crooked operators/importers/exporters

2. SOLUTIONS

2.1 Need to establish a regional bonding scheme where each country should subscribe

2.2 Formulate policy facilitate interaction among agents, customs and importers or exporters

2.3 Establish ports (dry or wet) which are regionally

credited to each other

6. **Creation of Regional Maritime body.**

PROBLEMS

a) Charges

b) Facilities

c) Services

d) Safety/SAR

e) Environmental protection

- pollution control

f) Comms (Radios/Light house)

g) Documentation

h) Shipping council

ZAMBIA AGREES TO THE CREATION OF REGIONAL MARITIME BODY (IWT & SEA)

- over see
- Harmonise
- Regulate
- Enforcement
- PMAESA/IMO/ISCOS Membership
- Regional Arbitration
- Development Aspects
- (Regional Maritime)

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- Training
- Insurance
- Inspections

NATIONAL CONCERNS

- Being landlocked we be able to present our problems

RECOMMENDATIONS

- Non political must be member of IMO
- Body must be autonomous (punitive measures (agreed)

7. Land locked countries should be allowed to invest in maritime ports in any country in the regional.

1.4 ROADS AND ROAD TRANSPORT

1.4.5 Potential Protocol Issues

The following potential protocol areas were identified:

1. **Regulatory framework**
2. **Road traffic legislation**

[The task group combined protocols 1 and 2 for discussion and reporting purposes]

PROBLEMS

1. *Licencing is not harmonized*
2. *There is no capacity controls*
3. *License fees are not harmonized*

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4. *Protocols are not incorporated into National Laws*

5. *There is no common stands amongst transport*

6. *There is inadequate information on charges*

7. *Lack of Relevant information*

8. *Border regulation contribute to low efficiency*

The Regulatory Framework affects the cost, quality of service efficiency profitability of the Regional Road Transport industry. It is therefore important that a conducive Regulatory environment is created for the proper functioning of Road Transport.

This will be achieved through the following:-

- *Harmonization of Licenses*
- *Capacity Control*
- *Regulatory system should be flexible enough to Accommodate competition*
- *User Transporters to come up with a common stand to assist the governments in formulating Regulatory Frame work*
- *Charges should be maintained for a reasonable period and any charges to be communicated in good time.*
- *Facilitation of Border crossings*
- *Incorporation of Protocols into National laws*

There should be no discrimination between local and foreign operators, however, the cost structure should be considered before

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this can be considered. (E.g.,varying fuel costs, spare parts due to difference in sales taxes.)

3. **Transit charges**

- *PROBLEMS*

Non implementation of already signed agreements

Proposals

- *SATCC take over current agreements to harmonize and ensure their implementation*
- *SATCC come up with time frame for implementation of Protocols*
- *SATCC to develop capacity to enforce the protocols*
- *Use of coupons for transit charges be regionalised and enforced*

Dedicated Road Fund

Proposals

- *Establish a self Financing Road Fund in all member countries to be run by autonomous body*
- *We support the idea of Regional Road Boards for co-ordination*

4. **Cross border facilitation**

- *Total agree with points noted in the document.*

Proposal

- *Introduce special cards for truck drivers to use at border post in place of passport*
- *Abolish visa requirements in the Region*
- *SATCC supervise implementation of Protocols.*
- *SATCC to introduce punitive measures and possible*

sanctions for non-compliance.

5. **Regional insurance scheme**

   - *NEED TO HARMONIZE (Each country in SADC has a different insurance system, different premiums to be paid based on different formulas; need for harmonization across the board regarding insurance options in transport sector; insurance coverage often encompasses only third party liabilities.)*

6. **Regional road transport policy**

- *Level playing field*
  BTN Road and Rail.

- *Level playing field BTN local and foreign operators*

- *Autonomous Transport Board*

- *Environmental Control (there is weak enforcement in regard to the transport of dangerous cargo; Road Safety Board should be given more power to enforce environmental rules and regulations*

- *Import duties and taxes (agreement on need to reduce or eliminate road transport and rail duties)*

7. **Road safety**

8. **Common certification**

   PROBLEMS

   1. *INSTITUTIONAL FRAMEWORK*

      - *Lack of trained manpower*

      - *Inadequate funding*

      - *Lack of Equipment*

- *Lack of Recognition by Governments in the region of Road Safety*

2. *ENFORCEMENT*

- *Out dated laws*
- *Lack of Manpower*
- *Low fines*

3. *ROAD ENVIRONMENT*

- *Lacks Uniform Standards in design*
- *Lack of maintenance*
- *Lack of Road Marking and traffic signs*

ROAD SAFETY

SOLUTIONS

INSTITUTIONAL FRAMEWORK

- *Increase manpower Training in the Region*
- *Governments should pay more attention to Road safety.*
- *Governments should more funds to Road safety Institutions*
- *Need for creation of Autonomous Road safety councils in the Region*
- *Need for creation of a Regional Safety Research centre.*

ENFORCEMENT

- *Review and updated existing Legislation*

- *Increase of Manpower i.e. Inspectorate*

- *Mount Road Safety Educational Campaign*

3. *ROAD ENVIRONMENT*

- *Adopt Uniform Road design standards in the Region*

- *Governments in the Region provide adequate fund for Road maintenance as opposed to reconstruction/rehabilitation*

- *Adopt Uniform Road Markings and Traffic signs in the Region*

9. Common infrastructure and equipment standards

- *Zambia agrees, to develop common Regional design standards and specifications which have to be adhered to even for donor funded projects.*

- *To achieve the above, Zambia should source funds from SADC and other Donor Agencies and local Resources (e.g.Fuel levy)*

EQUIPMENT STANDARDS

- *Zambia agrees to harmonize the equipment size and standard i.e (Licensing, registration, insurance, inspection for worthiness [policy to include agreed vehicle sizes,wts.etc]*

10. Overload control

- *We agree with the recommendations of the*

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Harare meeting Except:

The privatization of weighbridge management which we feel should be left in the hands of Government

- *Government concern - Punishment*
- *Corruption (Incentives)*
- *Private Operator (Profits Abuse)*

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2.2 CIVIL AVIATION

2.2.5 Potential Protocol Issues

-The following potential protocol areas were identified:

1. **Establishment of SARATA which would be the framework for defining a regional air transport regime.**

SARATA/STANDARDS

PROBLEMS

- Safety (inadequacies) SAR agreements
- Security measures
- Communications/navaids
- Air space Restriction/levels
- Insufficient capacity (Pax & cargo)
- Airport services (ground handling)
- Varied Standards (certification Maintenance equipment)
- Legality (Agreements/Permits)

2. **Establishment of common standards, rules and regulations covering flight safety, air navigation services and air worthiness requirements.**

   a) **AGREED to establish SARATA in order to ensure standardisation**

   b) NATIONAL CONCERNS

      - Improvement of aviation services and facilities in the region

   c) RECOMMENDATION

      - Implementation of SARATA

c 743'

3. A common regional strategy in acceding to international civil aviation conventions and other air transport agreements.

REGIONAL STRATEGY

1. PROBLEMS

- Difficulties in obtaining landing and overflying rights regarding general aviation as practiced by some countries in the region

- Lack of a common co-ordinating body at regional level

- Lack of expertise at national level in interpreting technical issues pertaining to conventions and air transport agreements

- Restrictions in funding imposed by national governments tend to impede accession to international bodies such as IATA

2. SOLUTIONS

  - we endorse creation of SARATA as a solution to the foregoing problems

  - Promotion and support of existing training centres for training staff capable of interpreting international conventions and air transport agreements

  - Need for Governments to be obliged to remit contributions to international bodies when such payments are due

4. Harmonization of airport facilitation covering cargo and passengers.

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1. PROBLEMS

- The requirement of passports and visas

- Customs clearing procedures when entering other countries create problems within the region

2. SOLUTIONS:

- Abolition of visa requirements and eventually passports

- Creation of a single customs Union in the region

- Harmonisation of visa requirements for tourists from abroad visiting SADC countries/Region (eg. a SADC Visa)

5. Regional measures to improve airport security including regulations to deal with drug trafficking.

PROBLEMS

1. In some countries ICAO regulations regarding security are being abided by

2. Standards of Security men and equipment are different sometimes, outdated.

   - No sniffer dogs to detect explosives and drugs

3. Lack of minimum standards of passport checking at Airports

4. Inefficiency at Airports due presence of too many security wings

5. Thefts of passengers' baggage: rampart

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SOLUTION

1. All SATCC Member States should ratify the ICAO Convention and abide by the rules and regulations accordingly

2. Security wings should be streamlined

3. Regional minimum security standard for handling passenger baggage must be set up.

6. **Creation of an enabling policy and regulatory environment for efficient airline operations which would promote restructuring through commercialization.**

ENABLING ENVIRONMENT

PROBLEMS

1. Countries delay and refuse overflying and landing rights to others

2. Countries (some) are too suspicious of others and tend to be over protective

3. Too many restrictive regulations in air Transport

4. Fuel prices: some Countries do not all their Airlines to up lift fuel in foreign countries

   .: Making them uncompetitive

SOLUTIONS

1. Standardise overflight clearance

2. Countries must accept Standardise and Harmonise Aircrew and Engineering licences, Regionally

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3. Regulatory bodies must refrain from restrictive regulation to promote competition.

4. Commercialise regulatory bodies: Remove Department of Civil Aviation's from Government control and .: Political interference

7. **Regional airline integration and liberalization of traffic rights.**

PROBLEMS

Regional Airline intergration and Liberalisation of Traffic Rights

INTERGRATION

1. Lack of adherence to existing agreement due to various National interests (Protectionalism)

2. Restrictive Granting of the 5th Freedom Rights within the Region.

3. Lack of Joint Co-operation amongst the Airlines in the Region.

SOLUTIONS ON AIRLINE INTERGRATION AND LIBERALISATION OF TRAFFIC RIGHTS

1. SARATA should be given the mandate to enforce the agreements entered by parties

2. Member States should depart from UN necessary protectionalism.

3. Granting of 5th Freedom Rights should be liberalised

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within the Region.

8. **Establishment of a regional air traffic control system.**

PROBLEM

1. Lack of effective co-ordination between telecommunications firms within Member States.

PROPOSALS

Syndicate group Agrees in total with listed resolutions

9. **Address the regional issues involved in monitoring and regulating non-scheduled commercial flights.**

2.3 METEOROLOGY

2.3.5 Potential Protocol Issues

Potential protocol issues were identified as follows:

1. **Institutionalization of a policy and legal framework for meteorology services both at the national and regional levels.**

PROBLEMS

1. No Legal Frame work
2. No Policy Guidelines
3. No Legal Authority (To Gather and Report)
4. Low Priority by Governments: Poor Funding
   - **Need for Legislation to formalise NMSs**
   - **Restrict Gathering and Reporting functions to Authorised Institutions**

- **Need for adequate funding and/or commercialization as far as possible (competitive pricing and quality of service)**

RECOMMENDATIONS

As above

2. Establishment of a regional weather centre.

OBSERVATIONS AND RECOMMENDATIONS

- Weather centres already exist in the Region
- Not all countries of the Region are connected to the RTH (Regional Telecommunication Hub)
- There is need to strengthen and expand existing centres to cover the region
- Technology to improve communications between countries is available, if not in the Region then from other parts of the World
- Dedicated centres should be identified to deal with specific areas e.g Aviation, Africulture, Water Reources Management, etc.

3. Establishment of joint regional research and training centres.

OBSERVATION:

ZASTI has been identified as a possible Regional Training centre but has not been put to full utilization owing to the

following:

PROBLEMS:

i) Inadequate funding

ii) Insufficient training manpower and equipment

SOLUTIONS

i) There is need to poo resources together in training matters in the region

ii) The course content must include amangement skills

4. Development of common regional positions and strategies in negotiating international conventions and on current international issues.

PROBLEMS

4.1 No common Regional position taken

4.2 Composition of Delegation to international meetings

4.3 Inadequate qualified manpower

RECOMMENDATIONS

4.1 A mandate should be given to Director of Meteorology to formulate common Regional position

4.2 Adequate represenation of experts on international meetings

5. Institutionalization of common regional standards in data gathering, reporting etc.

PROBLEMS

5.1 Non adherence to achieving standards

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5.2 Delays in receiving Data

RECOMMENDATIONS

- 5.1 Setting up of a Regional Training School at middle and Higher levels

2.4 POSTAL SERVICES

2.4.4 Potential Protocol Issues

Potential protocol areas identified are:

1. **Postal restructuring.**

PROBLEMS

1. Polictical interferance in some Regional countries.
2. Inability to meet Customer needs due to restrictive Regulations
3. Lack of Autonomy
4. Lack of Unified Postal Market in the Region

2. **Common service standards.**

PROBLEMS

1. Lack of better Mechanism (Automation) to sort ourt letters
2. Lack of Transportation
3. Lack of Regional clearing House

RECOMMENDATIONS

- Postal Restructing;

  We have agreed to the five recommendations made under the Postal sector.

- Service Standards;

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1. There is need of Automation

2. Need for a Regional Transport network

3. Need to create a Regional Clearing House

3. Institutional and legal framework at the national and regional levels.

INTRODUCTION

We recognise that institutional and legal framework at the National Regional Levels exist in the Region.

1. Recognising the fact that Postal Services are a Social service there is need for the Government to financially support this service in order to sustain it.

2. There is need to commercilise certain serves e.g parcel services.

4. A common regional strategy to enhance mail security.

PROBLEMS

It is recognised that there is insufficient mail security at both National and Regional levels

SOLUTIONS

Measures must be taken to enhance mail security.

i) Need to set up a Regional Security Body to Review and Harmonise Security Arrangements in the Region

ii) Matters pertaining to mail security should be deact with by appropriately qualified security personnel.

5. Co-ordinated regional positions in international fora.

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PROBLEMS

1. No Harmony in positions of SADC institutions

2. No. Common Strategies and Negotiating Positions

3. Lack of Flexibility

4. Varied Postal Services

RECOMMENDATIONS

1. Need to Harmonise Postal Service system in the Region

2. Have common Strategies Negotiating Positions at International fora.

6. Establishment of specialized regional training centres.

PROBLEMS

1. Funding:

2. Lack of Specialised Manpower

3. Nationalism

CONCLUSIONS/RECOMMENDATIONS

a) Whilst we agree with the recommendations from the previous workshop to expedite the establishment of the Training Centre-Malawi, the establishment of other training centres in the region is proposed.

b) We endose harmonisation of Standard Training and Certification in region and establishment of specialised regional training centres.

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2.5 TELECOMMUNICATIONS

2.5.5 Potential Protocol Issues

The following were considered potential protocol issues:

1. Definition of a telecommunications policy including options for ownership and guidelines on investments and regional co-operation.

2. The establishment of a regional telecommunication regulatory body.

3. Harmonization of technical standards and specifications.

4. Setting up joint regional training and research facilities.

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APPENDIX C:

SUMMARY OF PARTICIPANTS' EVALUATION

SATCC PROTOCOL DEVELOPMENT WORKSHOP

ZAMBIA NATIONAL WORKSHOP

PARTICIPANT EVALUATION

1. Which of the following sessions did you attend?

   A. _23 Road and Road Transport
   B. _20 Railways
   C. _23 Ports and Shipping
   D. _18 Telecommunications
   E. _19 Postal Services
   F. _21 Metereology
   G. _20 Air Transport and Civil Aviation

2. What did you like about the workshop?

Gain of knowledge on the above topics and presentations
Use of working groups to come up with recommendations
Openess in Discussions
Continuty from the Harare Workshop and A chance to view and Discuss National views
Independent submission of views
Cross fertilisation of views
Presentation of the papers (2)
The Workshop allowed participation by all participants as much as possible
People co-operated
Expert and friendly deliberation/inputs from various participants were very impressive and professional.
The method of topic presentation and involvement by participants.
Organisation of the workshop and adherence to time schedules.
The presentation/format of the workshop facilitated participation.
Free and full participation by everybody.
The detailed discussions in the various syndicate groups and the presentations that followed.
It is educative. It reveals problems in the region on transport issues. It indicates the desire to improve technically and otherwise.
Educative (2) and openness in discussion.
Development or formulation of new ideas to be included in the protocols.
Free discussion and flow of ideas.
I liked all the discussions.
The brainstorming aspect of the approach.

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It was conducted in a free atmosphere, no tensions, etc.
Openness and seriousness of the participants.

3. What did you dislike about the workshop?

Issues discussed after Topic one does not receive much attention - delegates or participant leave
Lack of interest from many participants i.e badly attended
Time limits rather small
Attendance
Not all Stakeholders invited were present, e.g., Insurance companies (3)
Nothing (5)
Limited knowledge by some participants in certain protocol issues.
Discussions would have been more worthwhile if more research had been done on the topics by participants. For some topics it was very clear that participants were ignorant and nobody had made any effort to research.
Participation was not fully covered as the majority had little or no knowledge on maritime in particular.
The fear that this may turn out to be another talking shop.
Earlier agreements have not been implemented.
There was little time allocated for the sectors.

4. Were in your view the workshop objectives accomplished?

Mostly.
Yes (11)
Very Much so
Brought togeher various views of those affected with Transport operations
To a certain extent the workshop objectives have been accomplished despite the absence of representatives of some sectors like Insurance, Lawyers, etc
Absolutely
Generally yes
Diverse views of stakeholders were presented and hopefully protocols that will be developed therefrom will be broad based.
To a certain extent, yes.
Not all.
Not fully covered.
In all the 7 sub-sectors of transport and communications.
In all the topics which were familar except for ports and shipping for which qualified personnel were not available.
To a great extent. However, lack of knowledge of what other

strategies are being pursued by SADC as a body tended to reduce the scope of participation.
Not really because the intended stakeholders were not involved.

-5. To what extent did this workshop help to develop protocols?

To refine the Protocols into Laws
Fairly we but a lot discussions centered too much on national problems rather than on "Protocol" issues
It is clear that the Workshop participants are alleast aware of the meaning of protocol
To a large extent (4)
Eighty percent (80%)
It did clarify issues in the deliberations
It has helped to develop Protocols a great deal in that views from almost all the different sectors in Zambia have been represented
I believe to a large extent, since representation was quite diverse having been composed of appropriately qualified and experienced personnel.
Modified earlier ptoposals and added new proposals.
The consultation that went on helped bring out diverse views to the fore which should be synthesized in the protocols.
Extensive deliberations on the various protocol issues.
50%
Some of the issues not accomplished in the previous workshops were tackled in this workshop.
To a greater extent.
Excellent.
To the extent that it confirmed issues identified at Harare and J'Burg workshops and identified a few more.
This workshop contributed adequately to the development of protocols.
The whole way.
It did help greatly.

6. In your view, how valuable is the stakeholder involvement in the process?

Low				High
1	2	3	4	5
	1	2	10	11

Comments:

Could have been better if there was more private sector participation

The attendance has been good
At last we are able to give an input and gain an insight into Protocol preparation
He is the one who really know whats lacking and what should be done
- The view of the Stakeholder covers the closest feeling of the people of that particular area or Nation.
It is the stakeholder that is affected the most when these protocols are in force, as opposed to their absence.
He is directly affected, hence his involvement is of prime importance.
Some stakeholders' input was very valuable due to knowledge acquired in their day-to-day fields of employment.
Being the center of discussion, the involvement is quite valuable because they would like to see these protocols work for the better.
At least they know what is being prepared for them,
The targeted stakeholders were mostly absent.

7. How effective is the stakeholder involvement process?

Low				High
1	2	3	4	5
	1	4	9	9

Comments

As commented in Item 6
Most participants who had attended similar workshops/seminars indicated that nothing had come out of them and this discouraged them as they felt that they were wasting their time.
Quite effective because they did not leave any stone unturned in the discussions.
Helped clarify some issues listed at Harare and J'Burg workshops, e.g., demand by railways for leveling the playing field.
The onus is on the technical experts to do a good job.

SPEECH BY THE HON. W. J. HARRINGTON, MP. MINISTER OF COMMUNICATIONS AND TRANSPORT ON THE OCCASION OF THE OFFICIAL OPENING OF THE NATIONAL WORKSHOP ON TRANSPORT AND COMMUNICATION PROTOCOL DEVELOPMENT AT HOTEL INTER-CONTINENTAL LUSAKA ON 10TH MAY, 1995 AT 09.30 HOURS

THE ACTING DIRECTOR OF SATCC

THE FACILITATORS

DISTINGUISHED STAKEHOLDERS

INVITED GUESTS

LADIES AND GENTLEMEN

ITS A GREAT HONOUR AND PRIVILEGE FOR ME TO OFFICIALLY OPEN THIS IMPORTANT NATIONAL WORKSHOP ON TRANSPORT AND COMMUNICATION PROTOCOL DEVELOPMENT.

DISTINGUISHED GUESTS, THE SOUTHERN AFRICAN DEVELOPMENT COORDINATION CONFERENCE (SADCC) WAS TRANSFORMED INTO THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC) IN AUGUST, 1992 WHEN HEADS OF STATE AND GOVERNMENT OF THE TEN COUNTRIES THEN BELONGING TO THE ECONOMIC GROUPING SIGNED THE TREATY WHICH FACILITATED THIS CHANGE. SADC NOW

HAS ELEVEN MEMBER COUNTRIES WITH SOUTH AFRICA, UPON ATTAINMENT OF MAJORITY RULE AND ACCESSION TO SADC.

LADIES AND GENTLEMEN, THE SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION (SATCC) IS A SUB-SECTOR WITHIN THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC), DESIGNED AMONG OTHER OBJECTIVES TO PROVIDE CO-ORDINATION IN OVERCOMING TRANSPORT AND COMMUNICATION PROBLEMS IN THE REGION AND TO ENCOURAGE THE EFFICIENT UTILIZATION OF AVAILABLE RESOURCES FOR THE BETTERMENT OF TRANSPORT AND COMMUNICATION WITHIN THE REGION.

SATCC IS ONE OF THE WELL ESTABLISHED TECHNICAL ORGANS OF SADC WHICH CO-ORDINATES SEVEN SUB-SECTORS NAMELY: RAILWAY, ROADS AND ROAD TRANSPORT, CIVIL AVIATION, PORTS AND

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SHIPPING, METEOROLOGY, TELECOMMUNICATIONS AND POSTAL SERVICES.

THE SERVICES OFFERED UNDER EACH OF THESE SUB-SECTORS IN ANY ECONOMY, TOUCHES EVERY INDIVIDUAL'S LIFE IN ONE WAY OR ANOTHER. THIS UNDERSCORES THE IMPORTANCE OF AN EFFICIENT TRANSPORT AND COMMUNICATION SYSTEM WHICH IS THE MAIN CATALYST OF ECONOMIC DEVELOPMENT

LADIES AND GENTLEMEN SINCE THE ESTABLISHMENT OF SATCC A NUMBER OF AGREEMENTS HAVE BEEN STRUCK TOWARDS IMPROVING TRANSPORT AND COMMUNICATION IN THE REGION. ALTHOUGH A LOT HAS BEEN ACHIEVED IN THIS DIRECTION IN TERMS OF TRANSPORT POLICY MUCH MORE NEEDS TO BE DONE. IN SOME CASES WHERE AGREEMENTS HAVE BEEN MADE SOME COUNTRIES

HAVE FAILED TO COMPILY, ACCORDINGLY.

THIS THEREFORE HAS CAUSED SOME PROBLEMS IN REACHING OUT AT WELL PLANNED COMMON TRANSPORT POLICIES IN THE REGION. IT IS GRATIFYING TO NOTE THAT MEASURES ARE BEING TAKEN TO PUT NECESSARY LEGAL INSTRUMENTS WHICH AT THE END OF THE DAY SHALL MAKE IT MANDATORY FOR MEMBER STATES IN THE REGION TO IMPLEMENT AGREEMENTS THAT MAY STRIKE TOWARDS THE IMPROVEMENT OF TRANSPORT AND COMMUNICATIONS.

LADIES AND GENTLEMEN, THE TRANSPORT AND COMMUNICATION PROTOCOL DEVELOPMENT PROCESS STARTED WITH REGIONAL WORKSHOPS THAT WERE HELD IN HARARE ZIMBABWE FROM 20-24 FEBRUARY, 1995 AND WHICH JOHANNESBURG WHICH SOME OF YOU PRESENT THIS MORNING ATTENDED. THIS NATIONAL WORKSHOP STARTING TODAY IS

IS A CONTINUATION OF THE CONSULTATIVE PROCESS. PROCEEDING THESE REGIONAL AND NATIONAL WORKSHOPS WILL BE A MEETING OF TECHNICAL EXPERTS IN MAPUTO FROM 22 - 25 MAY 1995, WHICH SYNTHESIZES THE ISSUES, CONCLUSIONS AND STRATEGIES THAT HAVE EMINATED FROM THESE WORKSHOPS INTO A COMMON FRAMEWORK PAPER.

LADIES AND GENTLEMEN, I HAVE THE PLEASURE TO INFORM YOU THAT THE REGIONAL OMNIBUS WORKSHOP, THAT WILL MARK THE END OF THE CONSULTATIVE PROCESS, WILL BE HELD HERE IN LUSAKA FROM 10 - 14 JULY 1995.

MAY I TAKE THIS OPPORTUNITY TO THANK THE UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT (USAID) FOR THE SUPPORT THEY

HAVE RENDERED TO US IN MAKING THIS WORKSHOP AND THE ENTIRE PROGRAMME POSSIBLE.

I WISH YOU ALL SUCCESS IN YOUR DELIBERATIONS WITH THESE FEW WORDS, I DECLARE THIS WORKSHOP OFFICIALLY OPEN.

THANK YOU.

SADC COMMUNITY BUILDING

DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT OF THE NATIONAL STAKEHOLDER WORKSHOP

ZIMBABWE

HARARE, ZIMBABWE 10 - 12 MAY 1995

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Zimbabwe

Roads and Road Transport Sub-Sector

Group 1

PROTOCOL ISSUES	ZIMBABWE VIEWPOINT	COMMENTS
1. There is need for an Integrated Regional Transport Policy	The Policy shoudl cover all 3 modes: - Surface - Aviation - Maritime It should emphasize air competition, and be cost effective	Refer to existing protocols and conventions e.g the 1982 Law of the Sea
2. SADC members should develop common Legislation based on an integrated transport policy	Road Traffic Road Transport	
3. Establish Common Infrastructure Standards	This protocol should be defined, reviewed and adopted over specified time. Transit Charges would apply only to Trunk Routes	Once agreed any designated road must meet standards
4. Common vehicle specifications	Linked to #3 above	
5. Transit Charges	Revenues shold be reinvested in Trunk Routes. - Common charge formula - Non discriminatory - No other transit related levies	
6. Regional Insurance Scheme	Common Scheme for Region	
7. Right of Access to Sea	Accede to UN Conventions Develop a protocol to comply	

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Protocol Issue	Zimbabwe View	
8. Establishment of minimum qualification/ training for all personnel	This issue does need a Protocol	
9. Regional Training Centres	Support it as part of #8 Protocol	
10. Protection of National Road Transport Industry	Phased-In Deregulation to protect consumers	To be don only when playing field is level with respect to Customs and Duties
11. Cross Border Facilitation	Standardization and Simplification of Documents. Remove Visa Requirements for movement in SADC for SADC citizen	
12. Environmental Consideration.	this is supported and must apply to <u>all</u> modes of Transport	
13. Enforcement of Protocols	- Regional Arbitration Body - Need for money for monitoring implementation - Standard Penalties	

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Roads and Road Transport Sub-Sector

Group 2:

Proposed Protocol	Zimbabwe View	Comments
1 Regulatory Transit Charges	- Non-discriminatory Charges - Harmonised Methodolology to come up with charges for each country - Methodology to be agreed upon by members	
2 Cross Border Facilitation	- Certification from Source - Consistent Documentation - Staffing and Opening Hours - Common Bond Scheme	- Random Sampling to remain in each county as a sovereignty - Training of Workers
3 Regional Insurance Scheme	- Zimbabwe supports a common integrated insurance scheme	- PTA Yellow Card may be used to cover the whole SADC - Vehicle Liability Coverage must be part of the Protocol

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Roads Protocol Issues:	Zimbabwe View	Commenets
5 Regional Transport Policy, should include: a Common Certification b Common Infrastructure c Overload Control	Non-Discriminatory Policy i.e no discrimination in terms of Transit Charges Adopt Common standards throughout the region (Refer to TOA list of items requesting standards)	No Cabotage Ministry of Transport considering TOA Submissions
6 Human Resources	Needs to be a standard forTraining & Licensing of Workers	Additional Consideration to be given to working conditions
7 Regulatory Framework Harmonise axle loading regulations	axle loading - most important - need of single formula different in all countries Recommend Mitchell Task Force (from R.S.A)	Need of single law
8 Vehicle length configuration	Should be the same in the region	
9 Road user charge Transit charges	Coupon system recommended - should be accepted by all countries, to do away with permits US$10 acceptable to this group	A fund should be established, run by private organisation, but not to be mixed by central government into general funds. National fund - coupon system

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Roads Protocol Issues:	Zimbabwe Views	Comments
10 Permits	SADC shoudl do away with permits Need an operator's permit recognised in all SADC region Cabotage accept third party rule	Administered by road association of country
11 Weigh bridges and axle control	Standards should be part of protocols	
12 Cross Border facilitator	Common documents for all SADC - customs - immigration	Recommend very strongly to be a protocol issue. Single border post at each crossing
13 Road Traffic Legislation	Harmonisation of traffic legislation	

14 Implementation framework enforcement	Need for a regional supervisory and disciplinary body	Need for a regional body to police protocol.
15 Regional Insurance Scheme	Need for Harmonisation; Single entry Single charge	
16 Regional Road Transport Policy	Need for a road policy	
17 Road safety Common certification	Supported	
18 Common infrastructure and equipment standards	Harmonisation	
19 Overload Control	Harmonisation	

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Railway Sub-Sector
Group 1:

Proposed Protocols	Zimbabwe Viewpoint	Comments
1 Creation of an enabling environment for railway operations	1) Clear divisions of responsibility between govts, railway management,& boards to enable railways to operate commercially; 2)User charges should be economic;govts should take over maintenance of infrastructure	Governments to pay for public service obligations Strong disagreement re govt's responsibility for infrastructure maintenance
2 Common Railways Operating Standards	1) Regional certification of equipment and personnel 2) Infrastructure standards 3) Human resource training and licensing 4) Technology	
3 Environment and pollution control including handling of hazardous cargo	1) Standardized rule and regulations governing movement of hazardous cargo 2) pollution control including public education to respond to accidents 3) Hazardous goods protocol to include damage recovery recourse 4) Establish technical monitoring committee for safety, pollution, environmental issues and hazardous cargo handling	
4 Liability insurance for freight and passengers	Railways to provide minimum insurance similar to Warsaw Convention for airlines	Strong disagreement from BCG on this issue
5 Cross-border facilitation	Harmonization and simplification of border procedures	See European countries for models
6 Enforcement of protocols	Regional coordinating body to supervise	Use existing SATCC facilities for monitoring

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Group 2: Proposed Rail Protocols 1 Environment considerations	**Zimbabwe Views** Harmonization of regulations regionally Establishment of general liability guidelines Establishment of accident-related cleanup procedures	**Comments**
2 Safety, Operations, & Training	Formalization of practices and procedures	Much is already in place
3 Cross-border facilitation	1 Harmonize customs procedures and documents 2 Standardize border procedure for passengers 3 Harmonize railway documents	Random checks by national officers must be done, if necessary
4 Common operating standards and procedures	1 Working methods 2 Rolling stock inspection and maintenance 3 Permanent way development and maintenance 4 Wagon tracking and information exchange	
5 Tariffs	Develop a standard, true cost-based formula Define specific costs to be considered in arriving at tariffs	
5 Liability of losses and damages	Should be harmonized at regional level	

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Ports and Shipping Sub-Sector

Group 1

Protocol Issue	Zimbabwe Views	Comments
1. Regional Maritime Policy	Policy that looks at interests of all landlocked states	To link policies on all other subsectors
2. Safety and Pollution Control	Zimbabwe supports existing international conventions	Need to review these in terms of inland waters
3. Accession to International Conventions	Zimbabwe supports need for non-discriminatory right to access to sea ports.	Need to review those which some SADC countries are not signatory
4. Transit Facilitation	Customs procedures Bond Systems	Question of dry ports needs to be reviewed
5. Coastal Cabotage	Zimbabwe fully supports opening it up.	
6. Human Resources development	Maritime training to conform with Regional International standards	
7. Development of Tourism	Supported	Link to other economic activities in SADC countries.
8. Regional Maritime Body	Development of Regional Maritime industry Enforcement of Protocols	Consider using existing structures e.g SATCC

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Ports and Shipping Sub-Sector
Group 2

Proposed Protocol	Zimbabwe Views	Comments
1. Regional Maritime Policy	Formulate using existing Maritime Convention That the policy must allow access/utilisation of the ports with no constraints	e.g GATT Must be universal Toll fees at port
2. Creation of an enabling environment for port operations	Clear division of responsibility between Governments and Port Authorities	
3. Safety and Pollution Control	Support more stringent measures on pollution and dumping	
4. Development of Human Resources	Common standards, qualification requirements should harmonise	
5. Customs and cross border facilitation	Simplify documentation and standardise in order to bring into line road/rail air traffic sub-sectors	
6. Development of Tourism	Support suggestion	
7. Enforcement of Protocols	Need to establish a forum	Arbitration requires expertise and independence

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Civil Aviation Sub-Sector
Group 1

Protocol Issue	Zimbabwe Views	Comments
1. Establishment of SARATA as the regional air transport regime	YES	MORE DATA ON SARATA AUTHORITY AND FUNDING. INFORMATION MAY BE THERE BUT NOT ADEQUATELY PUBLICISED
2.Establishment of common standards, rules and regulations covering flight safety, air navigation services and air-worthiness	YES	
3. Develop a common regional strategy in acceding to intl conventions and agreement	YES	
4.Harmonisation of airport facilitation for both passengers and cargo	YES	
5. Regional measures to impove airport security and curb drug trafficking	YES	
6. Enabling policy and regulatory environment for restructuring and commericialisation	YES, but delete this after the word "environment"	AS AMENDED
7. Regional airline integration	NO	COMMERCIAL ISSUE AMONGST AIRLINES
8. Liberalisation of Traffic Rights	YES, but incorporate into #1	

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9. Regional air traffic control system 10. Airports should be autonomous	YES This is not a protocol, but a national issue	NATIONAL ISSUE

NOTE CONSUMER PROTECTION

Civil Aviation Sub-Sector
Group 2

Protocol Issue	Zimbabwe Views	Comments
1. SARATA	Supports	Need to study other Regional Civil Aviation agreements worldwide
2. COMMON STANDARDS	Supports	ICAO STANDARDS COMMON LIC AND TRAINING
3. 1	To be part of protocol # 1	1
4. AIRPORT FACILITATION - PASSENGERS & CARGO	Supports	
5. AIRPORT SECURITY & DRUG TRAFFICKING	Supports	
6. SARATA	Supports as part of # 1	
7. REGIONAL AIRLINE INTEGRATION	COOPERATIONS MERGERS INTEGRATION	NO ONE AIRLINE
8. TRAFFIC RIGHTS	INTEGRATION WE LIBERALISM	

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9. AIR TRAFFIC CONTROL SYSTEM	DESIRABLE	CD
10. AIRPORT AUTHORITY	DESIRABLE	DCA
11. REGIONAL GROUPING		DCA

Civil Aviation
Group 3

Protocol Issue	Zimbabwe Views	Comments
1 SARATA	ESTABLISH A REGULATORY BODY AT REGIONAL LEVEL SARATA SHOULD BE MADE OPERATIONAL AS SOON AS POSSIBLE	SARATA TO CONFORM WITH IATA AND ICAO REGULATION
2 STANDARDS	STANDARDS TO BE BASED ON ICAO STANDARDS IN ANEXES	
3 STRATEGY (REGIONAL)	COVERED IN 1 ABOVE	
4 HARMONISATION OF AIRPORT FACILITATION	CUSTOMS IMMIGRATION VISA	DEPARTURE FEES
5 AIRPORT SECURITY	NEED FOR EXCHANGE OF INFORMATION ESTABLISHMENT OF COMMON STANDARDS	POWERS OF ARREST
6 CREATION OF POLICY FOR AIRLINE OPERATIONS	PRIVATISATION OF AIRLINES	GOVERNMENT TO CATER FOR PSO
7 AIRPORT AUTONOMY	TO RUN ON COMMERCIAL BASIS	TO AVOID FUNDS DIVERSION
8 REGIONAL AIRLINE INTERGRATION	NEED FOR COOPERATION NOT AMALGAMATION	
9 TRAFFIC RIGHTS	SHOULD BE LIBERALISED WITHIN SADC	

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Protocol Issue	Zimbabwe Views	Comments
10 REGIONAL AIR TRAFFIC CONTROL SYSTEM	COMPLIANCE OF AIRLINES TO ICACO ANEXES	
11 HUMAN RESOURCES	DISAPPOINTMENT OF WHITE ELEPHANTS EXISTING MOZ AND KENYA	

In the discussion forllowing gropu prsentations, concern was expressed regarding SARATA, eg.Zimbabwe may agree to use it, but if not well-funded then what happens. However, the principle of SARATA is well accepted

Do not create a seperate body

Enforcement and compliance will be critical in success of protocols.

Consumer Protection regulations and standards must be developed for the SADC Region

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7 PROTECTION OF THE ENVIRONMENT, THE ROLE OF MET SERVICES RELATED TO THIS	NO	TO BE COVERED BY 1
8 COMMERCIAL-ISATION OF MET SERVICES	SUPPORTS	
9 CREATION OF A "CLIMATE" WHERE MET SERVICES OPERATE EFFICIENTLY	SUPPORTS	

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POSTAL SERVICES

Protocol Issue	Zimbabwe Views	Comments
1. Restructuring of Postal Services	Yes	As per summary of handout Remove new services and question mark or separation of the two items The working relationship between Postal and POSB should be on commercial lines
2. Common Service Standards	Yes	Two points accepted On new services Narrowing action on quality of service standards Customs
3. Legal framework	Yes -do-	UPU okay PAPU to be restructured Not SACU but regional Postal Union
4. Common Regional Strategy Mail Security	Yes	OK
5. Regional Position	Not Protocol	To be covered under 3
6. Human Resources Development	Yes	Regional Training Centre must be upgraded

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Postal Services Sub-Sector
Group 2

Protocols	Zimbabwe View	Comments
1 Restructuring of Postal Services	Need for postal restructuring to give postal management independence and autonomy also separate regulatory functions from operator	Postal services to run along commercial lines Catalystic
2 Common Service Standards	Need for ocmpatible postal services in SADC region, including faxpost, EMS, Money Order, Postal Order, etc.	Increase trade Economic growth Social intergration
3 Legal framework	Need for uniform customs facilitation of postal mail and parcels within the region Need to harmonise position of SADC countries to UPU OAU ¦ PAPU Need for SADC specific postal union	" For uniform operation of postal services
4 Common Regional Strategy Mail Security	Need to strengthen mail security and safety and licences issued to operators must specify prohibited articles	Increase Trade Economic Growth Social Integration
5 Regional Position	Need to harmonise position of SADC at regional and international fora	Regional Co-operation
6 Human Resources Development	Need for standardising postal training and certification	uniformity

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Telecommunications Sub-Sector

Protocol Issues	Zimbabwe Views	Comments
1 National Telecoms Policy	Need to review policies in the context of accelerated investment in the sector	Towards a Regional Policy
2 Legal Framework	Review of the national legal framework to encourage investment	Towards adoption of a regional policy
3 Regulatory authority of telecoms	Need to separate it from operational and policy authorities	The body must be independent and should operate transparently, at the national and regional level
4 Harmonization of technical standards to specfications	Agreed	
5 Human Resources Development	Agreed	Need to standardise training & make use of the existing structure
6 Cooperation in procurment	Zimbabwe supports this idea	

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SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT OF THE REGIONAL SUB-SECTOR STAKEHOLDER WORKSHOP
HARARE, ZIMBABWE, 20-24 FEBRUARY 1995

SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION (SATCC)
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PROTOCOL DEVELOPMENT PROJECT

The development of protocols in transport and communications is being carried out under the auspices of the Southern Africa Transport and Communications Commission (SATCC) based in Maputo, Mozambique. This is an integral part of a broader initiative to build a strengthened economic community in Southern Africa within the framework of the Southern African Development Community (SADC). The countries belonging to SADC are; Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

The Protocol Development Project is funded by the United States Agency for International Development (USAID) under the global Implementing Policy Change (IPC) Project. SATCC is being assisted in the management of the protocol development process by Abt Associates Inc. and Management Systems International Inc. (MSI).

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BACKGROUND AND OVERVIEW

In August 1992, the Southern African Development Co-ordination Conference (SADCC) was transformed into the Southern African Development Community (SADC) when Heads of State and Government of the ten countries then belonging to the economic grouping signed the treaty which facilitated this change. SADC now has eleven Member Countries with South Africa, upon attainment of majority rule and accession to SADC, becoming a full member of this economic grouping.

However, the transformation of the economic grouping from SADCC to SADC, was not merely a change in name, but a commitment to fostering closer economic and social integration among the countries and peoples of Southern Africa. In January 1994, the Council of Ministers, which is the highest policy organ of SADC, at the level of officials, directed all the sector co-ordinators (SADC has a decentralised system of operation whereby each country is assigned the responsibility of co-ordinating a particular sector of co-operation) to prepare protocols that would further strengthen co-operation among the countries of the region.

Under this arrangement, Mozambique co-ordinates the transport and communications sector through the Southern Africa Transport and Communications Commisssion (SATCC), which is one of the more insitutionalised and established of the SADC technical organs. SATCC co-ordinates the seven sub-sectors of; railways, roads and road transport, civil aviation, ports and shipping, telecommunications, meteorology and postal services. As the technical co-ordinating unit, SATCC has the responsibility of developing protocols in the transport and communications sector.

The Catalytic Role of Transport and Communications

Efficient transport and communications are a pre-requisite to any development process. Transport and communications play a vital role in the Consumption-Production Cycle including social mobility, interaction of populations and information exchange. In the case of Southern Africa, transport has even greater significance because six of the eleven countries of Southern Africa are landlocked, making transport critical to the overall economic competitiveness of the economies of these countries. Meaningful economic and social integration of Southern Africa can not take place without an efficient transport and communications system. In this respect, the evolution of meaningful and relevant transport and communications protocols takes on special significance.

The Protocol Development Process

The SADC Council of Ministers, in directing sector co-ordinators, to develop protocols in various areas of co-operation, emphasised the need for a consultative participatory approach, involving not only government officials, but a cross section of the SADC population including the private sector and public at large through what has been termed brain-storming workshops.

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The rationale for this approach was that in defining the issues and setting out priorities in areas of co-operation, all view points must as far as possible and feasible, be taken into account. This approach would not only facilitate ownership, but also ensure that at the end of the day, a broad section of the SADC population would have been consulted, associated with and be a part of the process of building an integrated Southern African economic community.

Approach and Strategy

It is evident that such a wide consultative process requires funding. It is in this context and recognising the importance of the whole programme, that the United States Agency for International Development (USAID), within the framework of a broader co-operation effort with SATCC, the SADC Transport Efficiency Project (STEP), provided financial assistance to countries of the region through SATCC, to undertake the protocol development process in transport and communications. Management Systems International (MSI) and Abt Associates Inc. are providing technical assistance to SATCC in this respect. This is also in line with USAID's global project, Implementing Policy Change (IPC).

The Consultative Process

The consultative approach adopted, will involve a series of regional and national workshops to be held between February and July 1995. The workshops will involve as many affected and interested parties or stakeholders as possible. They will seek to identify and priotize issues in each sub-sector, isolate those issues where common ageement can be reached , ascertain areas of contention requiring further negotiation, propose measures to be taken to reach agreement, indicate areas where further consultation or negotiation may be required and generally, work torwards defining a framework upon which meaningful regional co-operation in transport and communications can be based.

The first Regional Sub-sectoral Stakeholder Workshop will be held in Harare, Zimbabwe, from 20th to 24th February 1995 and will deal with issues related to; railways, ports and shipping and roads and road transport. The subsequent regional workshop will be held in Johannesburg, South Africa, from 13th to 17th March 1995. It will cover issues related to; civil aviation, meteorology, postal services and telecommunications.

The regional workshops will be followed by national workshops to be held between 3rd to 19th May 1995 in all the eleven countries covering all seven sub-sectors. Each national workshop will be of a three day duration. An indication of the magnitude of this consultative process, is reflected in the fact that, in all, about a thousand individuals, either as participants, workshop facilitators or technical experts from the region, will have been directly involved in this process. This is in addition to international organisations and donor agencies who are also expected to participate.

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The Final Process

The current SATCC-IPC Project will, by September 1995, have produced a well alaborated framework upon which the actual legal protocols will be drawn. The regional and national workshops will be followed by a meeting of Technical Experts to be held in Maputo from 22nd to 25th May 1995. This meeting will synthesise the issues, conclusions and strategies that will have ensued from previous consultations in the workshops into a common framework paper. This will provide the basis upon which the final consultative meeting, the Regional Omnibus Workshop, will be held. It is this final workshop, to be held from 10th to 14th July 1995 in Lusaka, Zambia, that will define the final protocol framework and mark the end of the consultative process.

The next step will be to translate the framework into a legal document for consideration and negotiation by Member States. Upon agreement, this will be followed by signature and ratification and the coming into force of the protocols in transport and communications.

Impact of Protocols

The protocols are intended to facilitate improved realisation of results within the framework of the SADC programme of co-operation by defining a legally binding framework for achieving agreed objectives.

WHAT IS A PROTOCOL?

A Protocol is an agreement with a legal basis laying down modalities for co-operation within a specific area or areas. It spells out the objective to be achieved, the strategy for achieving the set objective and more importantly, the obligations and/or responsibilities of the parties to the protocol or agreement towards realising the set target or objective.

Because it has a legal basis, a protocol therefore has or should have a framework for enforcing the agreed arrangements, including an indication of measures to be taken in the event of a party to the protocol, not abiding by the provisions of that protocol.

What is a Protocol supposed to do or achieve ?

A protocol is often entered into after a series of negotiations intended to ensure that parties to the protocol fully understand the implications of the protocol and are voluntarily entering into the agreement or if they are not in full agreement with some of the provisions of the protocol, that they are at least able or willing to live with them.

A protocol is therefore intended to facilitate attainment of a common agreed objective, by defining a legally binding framework for achieving the set objective.

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How should a Protocol look like ?

A protocol should be a clear statement of policy on the objective to be achieved and how it is to be achieved. For example, a protocol statement may say; " **By the year 2000, all SADC countries must have common rules and regulations with respect to the road transport industry.** " This may be fine as an objective, but it does not say what those common rules will be and how they will be determined. Thus, on an issue such as this one, technical studies will need to be undertaken and proposals made leading to negotiations and final agreement.

Another protocol statement may say;" **By the year 2000, the airline market in the SADC region should be fully deregulated.**" In this case, no further technical work may be required except, to set a specific date and define which airlines would qualify to operate in such a deregulated market, i.e. those registered in the SADC region, those operating but not neccessarily registered in the region, or any airline.

In both statements, the obligations and responsibilities of parties to the protocols are evident. They have to take measures to review their own legislation and practices, consult interested and affected parties and ensure that by the year 2000, all is in place for the protocol to take effect.

WORKSHOP OBJECTIVES

The objectives of the workshop were two-fold. The first was to bring together key stakeholders (affected or interested parties) into a common forum to share views and experiences on the issues, constraints and prospects facing the transport sub-sectors of; railways, ports and shipping and roads and road transport. The other was to identify key issues and reach a common understanding and consesus on areas that could form the basis of protocols or legally binding agreements as a means of fostering strengthened and enhanced regional co-operation in the three sub-sectors that would at the same time, lead to improvement in the efficiency and economic viability of the transport sector generally.

PARTICIPATION

The workshop was held at the Harare Holiday Inn, Harare, Zimbabwe from Monday 20th to Friday 24th February 1995. It was attended by a cross section of participants which included; policy makers, planners, providers of transport services and users from government, industry, public corporations and the private sector. In all, there were about 170 participants. The list of participants is attached as Annex 1 to this report.

ORGANISATION OF WORKSHOP

Opening remarks at the workshop were made by the Secretary for Transport in the Ministry of Transport and Energy of the Government of Zimbabwe, Mr. July Moyo.

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The Director of SATCC, Mr. Percy Mangoaela gave an overview of the workshop objectives and intended outputs and its relation to the overall SATCC programme of work. Mr. Shemmy Simuyemba, Protocol Development Co-ordinator, chaired the deliberations.

Agenda

Each sub-sector was accorded one day of discussions and reporting back. The workshop agenda is attached as Annex 2.

Technical Presentations

Each sub-sector was accorded one and a half days of discussion. The format of the workshop was based on presentation of issue papers by technical experts. A biography of the facilitators and technical experts are shown at Annex 3.

Discussions and Reporting

The technical papers presented by the experts provided the basis for discussions in the workshops. The discussions were led by the two workshop facilitators; Mr. James Billings of Management Systems International Inc. and Mr. Emmanuel Hachipuka of EMH Associates Ltd.

The presentation of technical papers was followed by discussions in plenary. The plenary sessions addressed issues, concerns and problems as well as possible solutions to some of the problems.

The issues identified in the plenary sessions were further developed in the smaller Syndicate (or discussion) Groups. This also accorded an opportunity to all participants to be involved in and contribute to the discussions. The Syndicate groups were required to; categorise the issues into policy, commercial, operational and technical; prioritise the issues; further define and elaborate on the issues and indicate proposed solutions as appropriate to defining a regional agenda upon which the protocols could be formulated. Thereafter, the groups reported back to the plenary.

SUB-SECTOR ISSUES

A consolidated position of the main issues and conclusions arising from the discussions, is summarised under each sub-sector below.

RAILWAYS

General Observations

The consesus was that railways of the region should aim torwards providing a " seamless customer oriented " service. It was noted that the basic infrastructure for achieving this was already in place in the region. Further, that within the SATCC programme, specific proposals were in place to enhance regional co-operation but the problem was lack of commitment to implementation by the railways themselves.

The workshop further observed that most of the problems facing the railways were to do with the railways themselves rather than due to external factors and that as a consequence, the railways spent more time addressing their own internal problems than providing an efficient customer based service.

As a result, the performance of railways had declined not only in terms of quality of service offered, but also in terms of efficiency and profitability generally. This was best reflected by the fact that, over the past decade, the share of traffic by the railways had declined from about 80 to 35 percent. Unless urgent corrective measures were taken, railways faced a bleak future.

Policy Issues

1. Enabling Environment

-role of government should be to provide an enabling environment that is; establish policies and objectives, provide adequate capitalisation, appoint an autonomous board of qualified business oriented people and hold the board accountable for implementation of policies and attainment of objectives <u>but not run the business.</u> Governments need not however, necessarily own or operate railways where this can be done more efficiently by the private sector.

- the board should appoint adequately remunerated qualified senior management staff including the Chief Executive Officer, set authority limits for management, approve plans and capital expenditure, monitor performance on a regular basis and account to the owners.

- management should run the the business safely, efficiently and profitably, obtain board approval for major corporate decisions, execute board decisions and be accountable to the board.

-remove market distortions and promote rules for fair competition as currently, railways are unduly protected against other competing modes. It is a question of government owned railways versus privately owned road hauliers.

-railways also have too many restrictive regulations which need to be revised. Governments should insist on sound accounting standards and practices and stop funding social, political, and other non-commercial operations. Parastatals should be directed to perform.

- where railways must provide a service under a " Public Service Obligation - PSO" governments should meet the cost of such a service. This should be done through specific performance agreements with proper institutional arrangements for monotoring.

- the enabling environment in the transport sector should foster efficiency by promoting competition between road and rail while increasing the availability of transport services by promoting their complimentary nature.

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2. Levelling the Playing Field

-road users at present pay or do not pay sufficiently for road use. they have a competive advantage over rail who own and have to maintain the track or permanent way they use. For railwyas it is a priority that a road user tax is introduced. The fuel levy paid by railways should should go back to maintaining railways or alternatively, the railways should be exempt from paying the levy.

-the "level playing field" concept should be resolved by ensuring that the cost paid by road and rail operators reflects only their share of the cost of constructing and maintaining trunk roads and main railway lines. In assessing contributions to this cost, full account should be taken of all levies, taxes, duties, and fees paid by each mode of transport to the exchequer or specifically for the use of the permanent right of way.

3. Commercialisation

-governments should be encouraged to moving closer to commercialising railway services and to allow greater private sector participation once the desired degree of autonomy has been established. In this way, railways will be in a stronger position to determine and negotiate their own tariff and insurance rates.

-railways should be restructured to encourage autonomy. An option is that railways can be government owned but commercialised.

-governments should consider converting debts incurred by railways into equity where such debts arise from the on-lending of donor grants or from losses incurred on unprofitable services which the railway has been obliged to provide.

4. Regional Supervisory Body

-a regional railways surpervisory body should be set up to oversee and supervise the implementation of the protocols. Such a body should be given power to enforce its decisions.

-a regional co-ordinating body on railway matters should be set up- Association of Regional Railways. Such a body should not be dominated by any single railway but be representative of the interests of all members.

- the functions of the body or association would include; setting standards and service levels, having independent investigating powers and following up implementation of agreed measures.

-the "Regulatory Supervisory Body" should monitor execution of protocols, SATCC regional projects, provide technical advise in the implementation of projects, inspect conditions and the operating environment (state of infrastructure, facilities, equipment and general working conditions) in each country and act as a focal point for information exchange.

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5. Environmental Responsibility

-governments should agree and be committed to harmonise and standardise rules and regulations governing movement of dangerous/ harzadous cargoes and this should be supported by corresponding national safety policies.

-pollution control should include public education on responsive measures in the event of an accident. Need proper equipment and trained personnel.

-need a protocol on harzadous goods. In such a protocol, special consideration should be given to allowing the authorities in a country where damage occurs, to clean up spillage and repair environmental damage but allows that country recourse to seek re-imbursement and damage compensation from those liable.

-a special technical monotoring committee should be set up to monitor safety, pollution, environmental issues and handling of harzadous cargo.

6. Integrated Planning

-the future development and expansion of railways should be planned for ahead. Policies must emphasise future planning for the railway industry. There is need for integrated planning for the railways at the regional level.

Commercial Issues

1. Customer Orientation

-railways must not be pre-occupied with their own internal problems but address concerns of their customers. There should a mechnanism for ascertaining customer requirements and obtaining feed-back.

-a "One Stop Service" for customers should be set up so that customers only deal with a single railway rather than multiple railways in consigning through traffic.

-railways should establish a commercial culture.

2. Market Forces

-railways should set competitive rates which markets can bear and not seek full cost recovery. They should seek cost reduction measures and not pass inefficiences to customers.

- a uniform regional tariff or standards should be established. Inequities in cross-border tariffs should be reduced.

3. Establishment of Dry Ports

-dry ports should be established as a means of promoting quick cross-border railway movements through introduction of block trains.

-rail services should operate as Transit Bond Carriers for all freight across borders similar to air freight cargo. Block train traffic should be customs cleared once only at point of origin until destination.

-establishment of dry ports would be particularly advantageous to land- locked countries as a means of reducing transport costs.

4. Liability Regime

-a protocol is required whereby transporters and carriers are liable for loss or damage arising from their operations or at any time when cargo is in their custody.

-security of goods on the railway systems needs to be improved.

-railways should move away from their traditional owners risk insurance coverage of compensation loss based on weight as some less weighted commodities are high value for insurance claim purposes.

-there is also need for a simplified insurance scheme which can easily be understood by customers and which is responsive to customer needs in terms of liability claims and compensation.

Operational Issues

1. Cross Border Facilitation

-need to improve cross- border facilitation of trains and traffic. Need to harmonise and simplify rules, documentation and procedures.

-the European Union/SACU agreements provide a framework for achieving this.

-eventual aim should be to abolish border controls for rail operations including visa and immigration requirements.

-this should extend to harmonised railway inspections, through cross-border working of crew and standardised inspection systems.

2. Information Sharing

-to be encouraged among railways as this would help to improve service levels. For this to succeed, mistrust and secrecy should be eliminated.

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-need to institute cargo monitoring systems to improve performance monitoring, service delivery and development of management information systems.

-railways should supply SATCC data for regional plannig purposes.

3. Harmonisation and Standardisation

-railways should harmonise and standardise various operating practices such as; equipment and maintenance, train working rules and regulations, interchange rules, procedures and documentation, commodity classification systems e.t.c.

4. Staff

-need to retain motivated and properly remunerated staff. This should be supported by right selection and placement of staff and provision of incentives.

-need to develop joint regional training schemes including common certification of staff.

-need to encourage cross- railway working of staff and staff exchange.

5. Pooling of Resources

-railways should share resources where feasible and economic including; rolling stock and personnel.

-the possibility of shipper owned equipment should be explored as this would reduce burden on railways of funding for purchase of new equipment and also improve equipment availability.

Technical Issues

1. Technical Standards

-need to harmonise and standardise technical standards, specifications and practices on; rolling stock, spares and maintenance. Need to develop standard regional manuals in these areas including common inspection standards.

2. Technology

-need for the regional railways to move in tandem with new technological improvements and innovations.

-cargo monitoring information systems could for example, benefit from satellite technology.

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Potential Protocol Issues

The following were identified as issues that could be developed further into protocols;

1. Creation of an enabling environment for railway operations.
2. Development of an integrated railways policy that would address issues related to road/rail competition and levelling the playing field.
3. Establishment of a regional supervisory or regulatory body.
4. Environmental and pollution control including handling of harzadous cargo.
5. Institution of a harmonised regional liability regime.
6. Cross-border facilitation.
7. Harmonisation of standards.

It was the consesus that once the policy issues are resolved and an enabling environment put in place, the framework would be created for railways to address constraints currently inhibiting their efficient operation.

It was also observed that the railways themselves can do a lot more to resolve prevailing commercial, operational and technical problems so as to deliver an efficient customer responsive service.

The closing anectode for the railway sub-sector discussions which was adopted through the entire workshop was, **"Think Regionally, Act Nationally."**

PORTS AND SHIPPING

General Observations

There was discernably less working knowledge by the participants on issues related to ports and shipping. Form the points raised and discussions, it became clear that participants had different priorities depending on whether or not, they represented landlocked or coastal states. Participants form landlocked states gave prioirity to issues related to access to the sea while those from coastal states were far more aware of the importance of maritime issues.

Policy Issues

1. Enabling Environment

-governments should create an enabling environment for the efficient operation of ports and maritime transport generally, including inland water transport.

-ports should operate on a commercial basis. If governments require some goods to move at sub-economic rates, then they should be prepared to pay for the difference.

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-ports should be self- sustaining and autonomous. The issue of whether or not ownership of ports should be vested in governments or the private sector should be explored further.

-it was recognised that shipping was a capital intensive highly volatile and risky business. Further, that most African countries that had ventured into shipping had not done very well. It was therefore important that the outmost caution was exercised in seeking to venture into shipping. Other options apart from outright ownership should be explored as alternative means of getting involved in shipping.

2. Regional Maritime Policy

-a regional maritime policy which should include ports, shipping and inland water transport should be evolved. There is need for total regional commitment regarding ports, shipping and maritime issues.

-the policy should also address issues related to; private sector participation, multi-modal transport, international conventions, port services, customs and documentation, freight forwarding and strategies for resource mobilisation at the regional level.

3. Safety and Pollution Control

- there is need for a protocol on safety, pollution control,inspection of ships and ports and related measures. International conventions that are already in place and to which most countries are already signatories can form the basis of such a protocol.

4. Accession to Conventions

-countries of the region should accede to the relevant United Nations and other maritme conventions -GATT, UNCTAD, IMO, UNCLOS. Accession should not just be for the sake of it but should aim at compliance and implementation.

-international conventions should be adapted to regional concerns and realities. The convention on the right of access for landlocked countries should be abided by. However, in view of the apparent confusion regarding the rights of access of landlocked countries to the sea, the issue required clarification through a protocol.

5. Port Facilitation

- a regional customs regime covering movement of goods between seaports and inland points should be put in place.

-customs procedures, documentation and systems should be harmonised to facilitate efficient multi-modal transport operations.

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-a framework which would encourage the creation of dry ports and allow the introduction of multi-modal transport should be put in place as a means of overcoming prevailing facilitation problems and improving efficiency.

6. Infrastructure Investment

-port infrastructure needs to be in sound condition. Where infrastructure is vital to the proper functioning of ports and to complete the transport chain, but not necessarily viable for the ports themselves to invest in, such infrastructure should be provided by governments.

-the possibility of the private sector investing in port facilities and equipment should be explored. This could include the possibility of landlocked countries investing in specialised facilities in the maritime ports.

-in accepting aid, it must be recognised that protocols cannot dictate the terms attached to foreign aid. However, measures should be instituted, which would enable recepients to negotiate favourable terms which are in line with regional policies.

- given the high cost of investment and competing traffic, largely from the same landlocked countries, the development of ports and shipping should be regionally rather than nationally oriented.

7. Regional Body

-there was need to form a regional body on ports, shipping and maritime matters generally. The regional body can also be charged with the responsibility of port inspection to ensure that set regional standards are being adhered to.

Commercial Issues

1. Hub and Feeder Ports

-not every SADC port should seek to be a major port. The hub and feeder port concept should be explored further so as to maximise utilisation of existing port capacity in the region.

-landlocked countries should be encouraged to use the most natural access ports for their trade. However, for this to be feasible, ports must improve their efficiency and competitiveness.

2. Port Charges

-the methodology for port charges should be standardised in the region so as to avoid discrimination.

-port charges should be competitive and be based on what the market can bear.

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4. Shipper Information

-there should be a two way communication between ports and users. Where they do not exist, port/shipper facilitation committees should be set up as fora for dialogue and co-ordination between providers of services and users.

- such fora can also be used as strong bargaining mechanisms for negotiating favourable freight rates and other service requirements.

5. Bond Guarantee Schemes

- Bond Guarantee Schemes should be established to safeguard cargo in transit and also to overcome problems associated with existing insurance schemes.

6. Tourism Promotion

-in view of its potential to boost tourism, a cruise ship environment should be created. This would also foster a linkage between tourism and shipping apart from according populations from landlocked countries the opportunity to have a better appreciation of the maritime environment.

7. Ocean Freight Rates

-the basis for determining ocean freight rates should be assessed. The disparity between them in various countries should be examined and the views of clearing agents sought.

-a common regional framework and institutional mechanism should be put in place for the negotiation of freight rates.

Operational Issues

1. Cabotage

-the issue of cabotage was a national one which was best handled in bilateral discussions between countries.

-provisions of existing international agreements such as GATT should be examined to facilitate a common regional position on cabotage.

2. Ship Inspections

-due to stringent monitoring in developed country ports, some ship owners were diverting their sub-standard ships to African ports because of absence of regulations and poor enforcement.

-ship inspections should be undertaken regularly so as to bar sub-standard ships.

3. Training

- there is need to introduce standardised regional training in maritime issues and ensure that the training comforms to international standards.

-low level training should be localised while high level training should be regionalised.

4. Regional Association

- national bodies should come together to form a regional association of freight forwarders so as to have a common fora for addressing common issues, concerns and problems.

Technical Issues

No major issues were raised under technical except the need to have common inspection standards for ports and shipping. However, it was recognised that standardisation and harmonisation should not just be done for the sake of it as it may not always be practical and efficient.

Potential Protocol Issues

The following were identified as potential protocol issues;

1. Definition of a regional maritime policy
2. Safety and pollution control.
3. Accession to International Conventions
4. Transit traffic facilitation including efficient operation of dry ports.
5. Regional bond guarantee scheme.
6. Creation of regional maritime body.

It was observed that discussions in ports and shipping tended to marginalise inland water transport. In this regard, it was recognised that inland water transport needed to be given due cognisance in all aspects; infrastructure improvement, equipment, safety, pollution control and training.

ROADS AND ROAD TRANSPORT

General Observations

The discussions in the roads and road transport sub-sector generated the most discussions. The issues and discussions in roads fell into three broad categories; those related to government policies, those specific to the road transport industry and those to do with infrastructure provision. The distinction between policy, commercial, operational and technical issues was less clear in roads as the issues tended to be inter-related and overlapping.

Worth noting is that, unlike other sub-sectors, the road transport industry in the region is fairly well organised.

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Most countries have national road freight associations representing the interests of their members. The road transport industry has a common voice in the form of the Federation of Regional Road Freight Associations (FRRA) which is a regional body representing the interests of the road transport industry at the regional level. The FRRA and most national associations were represented at the workshop.

Policy Issues

1. Regulatory Framework

-the regulatory framework affects the cost, quality of service, efficiency and profitability of the regional road transport industry. It is therefore important that a conducive regulatory environment is created for the proper functioning of road transport.

2. Road Traffic Legislation

-there is need to harmonise the road traffic legislation contained in various national Acts. This should be supported by strengthened law enforcement.

3. Transit Charges

-acceptance of transit charges as a means of financing road maintenance provided that such charges were non-discriminatory, based on economic rather than fiscal considerations.

-need regional harmonisation of road transit charges accompanied by compliance and effective enforcement. Charges should be equitable and non-discriminatory.

- the system to be adopted for transit charges should promote economic efficiency, be simple to administer and be transparent.

-consideration should be given to introducing coupons or credit cards for payment of transit charges so as to promote time savings, accountability and security.

4. Dedicated Road Fund

-the question of national and regional road funds needs thorough investigation. The merits of seperate national road funds as opposed to a consolidated regional fund needs to be assessed as to modalities for management and disbursements. Should such a fund cover all roads or only transit routes?

-need to create an autonomous regional road fund. Revenues from transit charges to be deposited into a dedicated road fund.

5. Cross Border Facilitation

- problems related to cross border facilitation cause considerable delays to traffic movements and are additional but avoidable costs.

-factors with significant impact on cost and quality of inter-regional transport efficiency are; variable border operating hours and administration practices, Temporary Importation and Exportation Permits (TIP, TEP), insurance, lack of facilities such as banking and communication and inadequately trained personnel.

-measures should be taken to harmonise and simplify; border opening times, customs documentation and procedures, immigration formalities, cargo inspections and other practices that lead to delays to cargo. Provisions in COMESA and SACU could be useful in this respect.

-national documents used for transit traffic should be replaced by a single standardised regional document such as the Road Customs Transit Declaration (RCTD).

6. Implementation Framework

-considerable work has been carried out to address problems facing the road transport industry. The problem has been poor implementation of existing agreements and inability by governments to effectively administer agreements at national level.

-due to the poor implementation and monitoring record by countries on existing agreements, there is need to make provision in protocols for sanctions for non-compliance.

-the possibility of establishing a supervisory body to monitor implementation should be explored.

7. Law Enforcement

-the prevention of crime and strengthening of law enforcement in all transport related areas is vital.

-in addressing corruption, it is important to recognise that it is a deep rooted problem linked to the structure of institutions, remuneration levels and working conditions of staff involved. Some transporters also encourage and promote corruption.

8. Insurance

-there is need to adopt a common integrated third party insurance scheme in the region.

9. Transport Policy

-there is need for a clear regional road transport policy. Such a policy would among others, address issues such as levelling the playing field between road and rail and between national and foreign operators.

-need to institute appropriate infrastructure pricing and cost recovery policies.

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- the policy should have non-discriminatory elements to ensure fair competition between domestic and foreign operators.

- the road policy should address issues of reform and restructuring including the improvement of road management through the establishment of autonomous road transport boards.

- there has been lack of attention to environmental matters. There is need to institute a process of environmental management including policy guidelines on issues such as; pollution, carriage of dangerous goods and related matters.

10. Import Duties

-variations in import duties across countries cause distortions in transport costs. There is need for the gradual reduction and eventual elimination of import duties and taxes to improve the competiveness of the road transport industry and also as a means of levelling the playing field.

Commercial Issues

1. Information System

-there is need to establish a regional data base on road transport both for management and operational planning and also for broader regional planning.

2. Dry Ports

-multi-modal transport should be encouraged through the establishment of dry ports with private sector participation.

3. Traffic Sharing

- the question of quota systems as a basis for traffic sharing is contentious as it is related to the debate on the merits of economic regulation and control of the market and complete deregulation and free competition.

-the question of whether or not to regulate needs to be addressed as it has an impact on freight rates and the competitiveness of the road transport industry.

-should deregulation also include opening up internal domestic freight and passenger market to foreign operators.

4. Tourism Promotion

-there is a link between a safe, economic and efficient road transport industry and the development of a viable tourism industry.

5. Tariffs

-these should be market based both for freight and passenger traffic.

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Operational Issues

1. Code of Ethics

-there is need to adopt a code of ethics by both freight and passenger operators to allow for self-regulation and establishment of regional industry standards.

2. Regional Passenger Association

-as is the case with freight transport, there is need to establish a Regional Passenger Transport Operators Association to foster interaction and promote the growth of a viable regional passenger road transport industry.

-the regional association should be supported by strong associations at the national level.

3. Training

-it is important to establish common regional training and certification standards.

-to avoid duplication of effort and resources, regional training centres should be established.

4. Regional Research Centre

-a regional road research centre should be established to co-ordinate and promote research in road transport.

-there should be co-operation in road research activities by designating "Centres of Excellence" to act as focal points for information dissemination in the region.

5. Road Safety

-road safety and user education should be promoted regionally and at the national level.

6. Common Certification

-the road transport industry should have common standards and certification acceptable throughout the region. These could cover such areas as; road safety, vehicle and driver testing, road permits, vehicle and driver licensing e.t.c.

-certification issued in one country should be acceptable in others.

-common certification standards are important to operators, customers and the general public.

Technical

Technical issues centred on developing common standards for infrastructure and equipment.

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1. Infrastructure

-pavement, bridge and infrastructure standards

-trunk road maintenance

-road signs and signals

-road management systems

-geometrics and designs

-soils and materials testing

-route numbering

-maps

-currently, the region has different design standards for roads and bridges with differing specifications, among them; British, Continental European, American and Portuguese. This is linked to the colonial history of these countries and also to donor conditionalities.

-there is need to develop common regional design standards and specifications which have to be adhered to even for donor funded projects.

- there is need to upgrade infrastructure in line with new standards and changing technology. However, in doing this, consideration should be given to assisting countries who have the greatest need to invest in and upgrade their transit routes.

2. Equipment

-vehicle load limits; Gross Vehicle Mass (GVM) and axle load limits.

-vehicle dimensions and regulations including; width, height, length, vehicle design standards, licencing, registration, insurance, inspection for worthiness.

-tyre pressure limits in relation to road pavement design.

3. Overload Control

-weighbridges should be installed on all major trunk roads to control overloading. Weighbridge standards should be harmonised throughout the region. This should go hand in hand with training of weighbridge operators and regular calibration equipment.

-in enforcing overloading, emphasis should be on administrative rather than prosecution system.

-a punitive progressive overloading penalty system needs to be introduced to deter overloading.

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REGIONAL SUB - SECTOR STAKEHOLDER WORKSHOP
HARARE , ZIMBABWE, LIST OF PARTICIPANTS

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-the possibility of privatising weighbridge management, operation and enforcement needs to be considered.

Potential Protocol Areas

The following potential protocl areas were identified;

1. Regulatory framework
2. Road traffic legislation
3. Transit charges
4. Cross border facilitation
5. Regional insurance scheme
6. Regional road transport policy
7. Road safety
8. Common certification
9. Common infrastructure and equipment standards
10 Overload control

It was observed that road transport is the mode closest to the people and as such, conclusion of effective protocols in road transport would have the greatest visible impact. Further, a lot of work and technical studies had already been undertaken thus providing a firm basis for formulating protocols.

CONCLUSION

In conclusion, participants commended SATCC and the Protocol Development Project for the approach adopted in seeking to develop protocols, that of consulting as widely as possible from a cross section of participants. They observed that the approach had enabled them to have a better appreciation of the issues in the three sub-sectors and the whole protocol development process and what it was seeking to achieve.

Participants welcomed the continuation of the consultative process through the national workshops planned to be held in each of the eleven SADC countries during May 1995.

Finally the participants expressed their appreciation to SATCC, the sponsors USAID, as well as to the facilitators and technical experts for the convening of the workshop and its overall conduct.

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WORKSHOP AGENDA - ANNEX 2

Schedule for the SATCC Protocol Development Workshop - Harare

Workshop I - Railways, Ports and Shipping and Roads and Road Transport.

Location: 20-24 February, 1995
The Holiday Inn
Corner of Samora Machel and Fifth Street
P.O. Box 7
Harare, Zimbabwe
Telephone 2634-795-611

Facilitators: **Mr. James Billings**, Management Systems International, Washington, D.C.

Mr. Emmanuel Hachipuka, Managing Director, EMH & Associates Limited, Lusaka, Zambia

Day One, Monday, 20/2/95 - The Railways Sub-Sector

8:00 Registration of Participants
8:30 Overview Statement: **Mr. Percy Mangoaela**, Director of SATCC
9:00 Opening Remarks: **Mr. Shemmy Simuyemba**, SATCC Protocol Development Coordinator

- Project background and goals
- Statement of workshop objectives
- Introduction of participants, facilitators and issues paper presenters
- Description of the process & schedule

9:30 Plenary: Railways - Technical Paper Presentation

Railway Integration, Technical Issues: **Mr. Martin Kuzviwanza**, Chief Mechanical Engineer, National Railways of Zimbabwe

Railway Integration, Commercial Issues: **Mr. Winton Gibbs**, Regional Manager, Spoornet, Durban, South Africa

Status of Regional Co-operation in Railways: **Mr. Godwin Punungwe**, SATCC Railway Expert

10:15 Tea Break

10:30 Plenary: Railways sub-sector issue identification by stakeholders (led by facilitators)

12:30 Lunch break (to be served)

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14:00 Syndicate Groups: Discussion, categorization, and development of proposed solutions to issues

15:15 Tea Break

15:30 Plenary: Reports by each syndicate group of their discussion and proposals

17:00 Plenary: Review of main points agreed and disagreed upon, and any outstanding work

17:45 Closing remarks, **Mr. Shemmy Simuyemba**

Day two, Tuesday, 21/2/95 - Ports and Shipping Sub-Sector

8:00 Registration of Participants

8:30 Overview Statement: **Mr. Percy Mangoaela**, Director of SATCC

9:00 Opening Remarks: **Mr. Shemmy Simuyemba**, SATCC Protocol Development Coordinator

- Project background and goals
- Statement of workshop objectives
- Introduction of participants, facilitators and issues paper presenters
- Description of the process & schedule

9:15 <u>Plenary: Ports and Shipping- Technical Paper Presentation</u>

Port Efficiency and Harmonisation: **Mr. Sidney Bird**, Senior Manager, Corporate Marketing, Portnet

Southern Africa and International Shipping: TBA

Status of Regional Co-operation in Ports and Shipping: **Mr. J. O. Mkinga**, SATCC, Ports and Shipping Expert

10:15 Tea Break

10:30 Plenary: Ports and Shipping sub-sector issue identification by stakeholders (led by facilitators)

12:30 Lunch break (to be served)

14:00 Syndicate Groups: Discussion, categorization, and development of proposed solutions to issues

15:15 Tea Break

15:30 Plenary: Reports by each syndicate group of their discussion and proposals

17:00 Plenary: Review of main points agreed and disagreed upon, and any outstanding work

17:45 Closing remarks, **Mr. Shemmy Simuyemba**

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Day Three, Wednesday 22/2/95 – Ports and Shipping, continued

8:30 Review of Ports & Shipping discussion by stakeholders

9:00 Plenary: Ports and Shipping– Technical Paper Presentation

Multi–Modal Aspects of Regional Integration: **Mr. Stallard Mpata**, General Manager, Malawi Cargo Centers Limited.

10:00 Tea Break

10:15 Syndicate Groups: Discussion, categorization, and development of proposed solutions to issues

11:30 Plenary: Reports by each syndicate group of their discussion and proposals

12:30 Plenary: Review of main points agreed and disagreed upon, and any outstanding work

12:45 Closing remarks

13:00 Lunch break (to be served)

Day Four, Thursday, 23/2/95 – The Roads Sub–Sector

8:00 Registration of Participants
8:30 Overview Statement: **Mr. Percy Mangoaela**, Director of SATCC
9:00 Opening Remarks: **Mr. Shemmy Simuyemba**, SATCC Protocol Development Coordinator

- Project background and goals
- Statement of workshop objectives
- Introduction of participants, facilitators and issues paper presenters
- Description of the process & schedule

9:30 Plenary: Roads – Technical Paper Presentation

Road Integration, Policy Issues: **Mr. Louis Siwande**, Senior Economist, Government of Malawi

Road Integration, Infrastructure Issues: **Mr. Michael Pinard**, Deputy Director of Roads, Ministry of Works, Transport and Communications, Government of Botswana

Status of Regional Co–operation in Road Transport; Mr. **Welford Mbvundula**, SATCC, Road Transport Expert

10:15 Tea Break

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10:30 Plenary: Roads sub-sector issue identification by stakeholders (led by facilitators)

12:30 Lunch break (to be served)

14:00 Syndicate Groups: Discussion, categorization, and development of proposed solutions to issues

15:15 Tea Break

15:30 Plenary: Reports by each syndicate group of their discussion and proposals

17:00 Plenary: Review of main points agreed and disagreed upon, and any outstanding work

17:45 Closing remarks, **Mr. Shemmy Simuyemba**

Day Five, Friday, 24/2/95 - Road Sector, cont. (road transport)

8:30 Review of road discussion from previous day

9:00 Plenary: Road Transport - Technical Paper Presentation

Private Sector Issues in Road Transport Integration: **Mr. Nicholas Lostrom**, Chairman, Federation of Regional Road Transport Associations.

10:00 Tea Break

10:15 Syndicate Groups: Discussion, categorization, and development of proposed solutions to issues

11:15 Plenary: Reports by each syndicate group of their discussion and proposals

12:30 Plenary: Review of main points agreed and disagreed upon, and any outstanding work

12:45 Workshop closing remarks

13:00 Lunch break (to be served)

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ANNEX 3

BIOGRAPHIES OF WORKSHOP FACILITATORS AND TECHNICAL EXPERTS

Jim Billings, a co-facilitator of the protocol workshop, served from 1990 to 1994 as Chief Technical Adviser for the UNDP in Zambia. In this role, he worked in the country's Cabinet Office to help develop and implement Zambia's Public Service Reform Program. Previously he was a Chief Technical Adviser for the UNDP in Papua New Guinea.

Emmanuel Hachipuka, a co-facilitator of the workshop is a former Director of Finance for the Zambia Consolidated Copper Mines and a former Managing Director of Zambia Railways Limited. Currently, he is Managing Director of EMH Associates Ltd, a consulting firm specialising in company and project management, financial planning and accounting.

Shemmy Simuyemba, who is co-ordinating the Protocol Development Project at SATCC in Maputo, was Chief Technical Adviser with UNCTAD managing a regional project on transit transport facilitation based in Blantyre, Malawi from 1989 to 1994. Before that he was Director of Planning in the then Ministry of Power, Transport and Communications of Zambia.

Scott Fisher, is Research Assistant with Abt Associates Inc. in Cambridge, Massachusetts.

David Zausmer, a technical expert to the workshop is the Managing Director of the Beira Corridor Group (BCG), a user lobby for transportation companies operating throughout the Southern African region. Under Mr. Zausmer's direction, BCG has played a strong role in developing and ensuring the viability of key routes, including the Beira and Limpopo corridors.

Martin Kuzwiwanza, is currently, Chief Mechanical Engineer for the National Railways of Zimbabwe based in Bulawayo.

Winton Gibbs, is Regional Manager for Spoornet based in Johannesburg.

Godwin Punungwe, is the SATCC expert responsible for railway matters based at the SATCC-TU in Maputo.

Stallard Mpata, is the General Manager of Malawi Cargo Centres Ltd, a compnay that promotes the Northern Corridor transport System which links Malawi to the port of Dar-es-Salaam by rail, lake and road.

Sidney Bird, is the Senior Manager for Marketing of Portnet in Johannesburg.

Captain Brian R. Watt, is Chief Director of the Directorate of Shipping in the Department of Transport in Pretoria.

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Mark Tilbury, is the Research and Planning Manager of Safmarine, a South African shipping company with its Headquarters in Cape town.

J.O. Mkinga, is the SATCC expert responsible for ports and shipping matters at the SATCC-TU in Maputo.

Louis Siwande, is a Principal Economist in the Ministry of Works and Supplies of the government of Malawi.

Mike Pinard, is the Deputy Director of Roads in the Roads Department of the Ministry of Works, Transport and Communications.

Nicholas Lostrom, is Chairman of the Federation of Zambian Road Hauliers (FEDHAUL) and the Federation of Regional Road Freight Associations (FRRA).

Welford Mbvundula, is the SATCC expert resonsible for road transport matters at the SATCC-TU in Maputo.

SADC COMMUNITY BUILDING
DEVELOPMENT OF TRANSPORT AND COMMUNICATIONS PROTOCOLS

REPORT OF THE REGIONAL SUB-SECTOR STAKEHOLDER WORKSHOP
JOHANNESBURG, SOUTH AFRICA, 13-17 MARCH 1995

SOUTHERN AFRICA TRANSPORT AND COMMUNICATIONS COMMISSION (SATCC)
Maputo, Mozambique
March 1995

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PROTOCOL DEVELOPMENT PROJECT

The development of protocols in transport and communications is being carried out under the auspices of the Southern Africa Transport and Communications Commission (SATCC) based in Maputo, Mozambique. This is an integral part of a broader initiative to build a strengthened economic community in Southern Africa within the framework of the Southern African Development Community (SADC). The countries belonging to SADC are; Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe.

The Protocol Development Project is funded by the United States Agency for International Development (USAID) under the global Implementing Policy Change (IPC) Project. SATCC is being assisted in the management of the protocol development process by Abt Associates Inc. and Management Systems International Inc. (MSI).

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CONCLUSIONS

BACKGROUND AND OVERVIEW

In August 1992, the Southern African Development Co-ordination Conference (SADCC) was transformed into the Southern African Development Community (SADC) when Heads of State and Government of the ten countries then belonging to the economic grouping signed the treaty which facilitated this change. SADC now has eleven Member Countries with South Africa, upon attainment of majority rule and accession to SADC, becoming a full member of this economic grouping.

However, the transformation of the economic grouping from SADCC to SADC, was not merely a change in name, but a commitment to fostering closer economic and social integration among the countries and peoples of Southern Africa. In January 1994, the Council of Ministers, which is the highest policy organ of SADC, at the level of officials, directed all the sector co-ordinators (SADC has a decentralised system of operation whereby each country is assigned the responsibility of co-ordinating a particular sector of co-operation) to prepare protocols that would further strengthen co-operation among the countries of the region.

Under this arrangement, Mozambique co-ordinates the transport and communications sector through the Southern Africa Transport and Communications Commisssion (SATCC), which is one of the more insitutionalised and established of the SADC technical organs. SATCC co-ordinates the seven sub-sectors of; railways, roads and road transport, civil aviation, ports and shipping, telecommunications, meteorology and postal services. As the technical co-ordinating unit, SATCC has the responsibility of developing protocols in the transport and communications sector.

The Catalytic Role of Transport and Communications

Efficient transport and communications are a pre-requisite to any development process. Transport and communications play a vital role in the Consumption-Production Cycle including social mobility, interaction of populations and information exchange. In the case of Southern Africa, transport has even greater significance because six of the eleven countries of Southern Africa are landlocked, making transport critical to the overall economic competitiveness of the economies of these countries. Meaningful economic and social integration of Southern Africa can not take place without an efficient transport and communications system. In this respect, the evolution of meaningful and relevant transport and communications protocols takes on special significance.

The Protocol Development Process

The SADC Council of Ministers, in directing sector co-ordinators, to develop protocols in various areas of co-operation, emphasised the need for a consultative participatory approach, involving not only government officials, but a cross section of the SADC population including the private sector and public at large through what has been termed brain-storming workshops.

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The rationale for this approach was that in defining the issues and setting out priorities in areas of co-operation, all view points must as far as possible and feasible, be taken into account. This approach would not only facilitate ownership, but also ensure that at the end of the day, a broad section of the SADC population would have been consulted, associated with and be a part of the process of building an integrated Southern African economic community.

Approach and Strategy

It is evident that such a wide consultative process requires funding. It is in this context and recognising the importance of the whole programme, that the United States Agency for International Development (USAID), within the framework of a broader co-operation effort with SATCC, the SADC Transport Efficiency Project (STEP), provided financial assistance to countries of the region through SATCC, to undertake the protocol development process in transport and communications. Management Systems International (MSI) and Abt Associates Inc. are providing technical assistance to SATCC in this respect. This is also in line with USAID`s global project, Implementing Policy Change (IPC).

The Consultative Process

The consultative approach adopted, will involve a series of regional and national workshops to be held between February and July 1995. The workshops will involve as many affected and interested parties or stakeholders as possible. They will seek to identify and priotize issues in each sub-sector, isolate those issues where common ageement can be reached , ascertain areas of contention requiring further negotiation, propose measures to be taken to reach agreement, indicate areas where further consultation or negotiation may be required and generally, work torwards defining a framework upon which meaningful regional co-operation in transport and communications can be based.

The first Regional Sub-sectoral Stakeholder Workshop will be held in Harare, Zimbabwe, from 20th to 24th February 1995 and will deal with issues related to; railways, ports and shipping and roads and road transport. The subsequent regional workshop will be held in Johannesburg, South Africa, from 13th to 17th March 1995. It will cover issues related to; civil aviation, meteorology, postal services and telecommunications.

The regional workshops will be followed by national workshops to be held between 3rd to 19th May 1995 in all the eleven countries covering all seven sub-sectors. Each national workshop will be of a three day duration. An indication of the magnitude of this consultative process, is reflected in the fact that, in all, about a thousand individuals, either as participants, workshop facilitators or technical experts from the region, will have been directly involved in this process. This is in addition to international organisations and donor agencies who are also expected to participate.

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The Final Process

The current SATCC-IPC Project will, by September 1995, have produced a well alaborated framework upon which the actual legal protocols will be drawn. The regional and national workshops will be followed by a meeting of Technical Experts to be held in Maputo from 22nd to 25th May 1995. This meeting will synthesise the issues, conclusions and strategies that will have ensued from previous consultations in the workshops into a common framework paper. This will provide the basis upon which the final consultative meeting, the Regional Omnibus Workshop, will be held. It is this final workshop, to be held from 10th to 14th July 1995 in Lusaka, Zambia that will define the final protocol framework and mark the end of the consultative process.

The next step will be to translate the framework into a legal document for consideration and negotiation by Member States. Upon agreement, this will be followed by signature and ratification and the coming into force of the protocols in transport and communications.

Impact of Protocols

The protocols are intended to facilitate improved realisation of results within the framework of the SADC programme of co-operation by defining a legally binding framework for achieving agreed objectives.

WHAT IS A PROTOCOL?

A Protocol is an agreement with a legal basis laying down modalities for co-operation within a specific area or areas. It spells out the objective to be achieved, the strategy for achieving the set objective and more importantly, the obligations and/or responsibilities of the parties to the protocol or agreement towards realising the set target or objective.

Because it has a legal basis, a protocol therefore has or should have a framework for enforcing the agreed arrangements, including an indication of measures to be taken in the event of a party to the protocol, not abiding by the provisions of that protocol.

What is a Protocol supposed to do or achieve ?

A protocol is often entered into after a series of negotiations intended to ensure that parties to the protocol fully understand the implications of the protocol and are voluntarily entering into the agreement or if they are not in full agreement with some of the provisions of the protocol, that they are at least able or willing to live with them.

A protocol is therefore intended to facilitate attainment of a common agreed objective, by defining a legally binding framework for achieving the set objective.

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How should a Protocol look like ?

A protocol should be a clear statement of policy on the objective to be achieved and how it is to be achieved. For example, a protocol statement may say; " **By the year 2000, all SADC countries must have common rules and regulations with respect to the road transport industry.** " This may be fine as an objective, but it does not say what those common rules will be and how they will be determined. Thus, on an issue such as this one, technical studies will need to be undertaken and proposals made leading to negotiations and final agreement.

Another protocol statement may say;" **By the year 2000, the airline market in the SADC region should be fully deregulated.**" In this case, no further technical work may be required except, to set a specific date and define which airlines would qualify to operate in such a deregulated market, i.e. those registered in the SADC region, those operating but not neccessarily registered in the region, or any airline.

In both statements, the obligations and responsibilities of parties to the protocols are evident. They have to take measures to review their own legislation and practices, consult interested and affected parties and ensure that by the year 2000, all is in place for the protocol to take effect.

WORKSHOP OBJECTIVES

The workshop sought to achieve a number of objectives. One was to bring together key stakeholders (interested or affected parties) into a common forum to share views and experiences on the issues, constraints and prospects facing the sub-sectors of; civil aviation, meteorology, postal services and telecommunications. The other was to identify key issues and reach a common understanding and consesus on areas that could form the basis of protocols or legally binding agreements as a means of fostering strengthened and enhanced co-operation in these sub-sectors while at the same time seeking to improve their efficiency and economic viability.

PARTICIPATION

The workshop was attended by a broad range of representative participants across the four sub-sectors considered. These included; policy makers, planners, service providers and service users from government, industry, public corporations, and the private sector. In all, there were about 140 participants. The list of participants is attached as Annex 1 to this report.

ORGANISATION OF WORKSHOP

Opening Remarks

Introductory remarks at the workshop were made by Mr. SMAK Kaombwe, Acting Director of SATCC and Mr. Shemmy Simuyemba, Protocol Development Co-ordinator, who also chaired the proceedings.

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Their remarks outlined the background to the protocol development process, objectives to be achieved and the expected output ofthe workshop.

Agenda

Each sub-sector was accorded one day of discussions and reporting back. The workshop agenda is attached as Annex 2.

Technical Presentations

The basis of discussions at the workshop were technical papers presented by technical experts. A brief biography of the facilitators and technical experts involved in the workshop are shown as Annex 3.

Discussions and Reporting

Discussions were led by the workshop facilitators; Mr. James Billings of Management Systems International Inc. from the United States and Mr. Emmanuel Hachipuka, Managing Director of EMH Associates Ltd from Lusaka, Zambia.

The presentation of technical papers was followed by discussions in plenary. The plenary sessions addressed issues, concerns and problems as well as possible solutions to some of the problems.

The issues identified in the plenary session were further developed in the Syndicate (or discussion) Groups. This also accorded participants the opportunity to be involved in and contribute to the discussions. The discussion groups were required to and undertook the following; categorising the issues into policy, commercial, operational and technical; prioritising the issues; further defining and elaborating on the issues and where feasible, proposing solutions to the problems identified. The aim was to ultimately, come up with a regional agenda upon which the development of protocols in these sub-sectors could be based. Thereafter, each group reported back to the plenary and consesus positions from the groups built up.

SUB-SECTOR ISSUES

A consolidated position of the main issues and conclusions arising from the discussions is summarised under each sub-sector below.

CIVIL AVIATION

General Observations

It was noted that the airline industry, because of its complex and international nature was highly organised world wide both from the point of view of infrastructure and equipment provision as well as the airline industry itself. This was achieved through such bodies as the International Civil Aviation Organisation (ICAO) and the International Air Transport Association (IATA) and other regional bodies.

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With regard to the SADC region, it was noted that airline co-operation was still weak and that most airlines were facing serious financial and operational problems thus threatening the viability and even survival of the industry. Corrective measures needed to be taken urgently to redress the situation.

The workshop observed that the framework for co-operation of the SADC airline industry was available through the creation of the proposed Southern African Air Transport Association (SARATA). Given that considerable work had already been undertaken in this respect, it was imperative that measures were put in place to make SARATA operational as soon as possible.

Policy Issues

1. Institutionalisation of SARATA

-SARATA should be made functional as a matter of urgency as most of the issues of concern in the civil aviation industry are already addressed in SARATA. These include; a regional air transport regulatory regime, harmonisation of standards, creation of an enabling environment, the question of a unified airspace and the machinery for negotiating Air Service Agreements (ASAs).

-funding for SARATA could partially be done through air navigation charges. Governments should secure funding for SARATA until it is self-sustaining.

-SARATA should have a provision dealing with consumer protection.

2. Airline Restructuring

-airlines in the region need to be restructured so that they can operate on commercial basis. The restructuring should look at options for ownership including possible privatisation where feasible and in line with national policies.

-terminology should refer to re-regulation rather than de-regulation of the airline industry. There should be a definite date for commercialising airlines in the region to make them autonomous both public and private.

-need to explore whether in seeking to privatise airlines, ownership should be restricted to the SADC region only or should be open to any interested party.

- protocols should not allow complete liberalisation of markets, i.e. " Open Skies" policy but should allow for controlled competition.

-airlines should operate on a commercial basis. Subsidies should only be provided in a transparent manner for socio-economic reasons on specific routes.

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3. Airline Integration

-need to consolidate regional measures that have already been agreed upon such as development of a strategy for the 1990s, adoption and implementation of the civil aviation action plan of 1991 and establishment of SARATA.

-there should be a definite date by which SADC traffic rights should be consolidated into one jointly owned and traded asset.

-a timeframe for regional airline integration should be agreed upon. Integration should not necessarily mean the creation of a single regional airline, but carriers should be left to make their own decisions on the best framework for joint co-operation based on commercial considerations.

4. Facilitation of Air Transport

-measures should be taken to improve facilitation of air transport. However, this should not compromise safety or security.

-airport facilitation for cargo and passengres should be harmonised.

-due consideration should be given to abolishing visa requirements in the SADC region for intra-SADC travel as well as generally, simplifying travel formalities. Special clearance of SADC citizens and residents at airports should be introduced.

-the increase in illegal trade particularly drug trafficking is alarming.
There is need for conseted regional action to combat this scourge in the form of special regulations and enforcement.

5. Airports Autonomy

-airports with the potential to operate viably should be de-linked from national civil aviation authorities and operate as independent, autonomous commercial entities.

-revenues from airports should be ploughed back to improve and upgrade airport facilities.

Commercial Issues

1. Airline Co-operation

-regional airlines should co-operate more closely in order to effectively utilise existing capacity and improve service quality.

-consideration should be given to increased sharing of traffic rights including the abolition of restrictions in the granting of fifth freedom traffic rights.

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-there is need to improve regional airline connectivity through use of smaller aircraft in order to increase frequencies.

2. Customer Orientation

- service provision should centre on the needs of the customer as currently the quality of service offered is less than satisfactory.

3. Centralised Reservation Systems

-the world mega carriers have an advantage because of centralised computerised reservation systems which give priority in bookings to their own airlines.

-SADC airlines should should invest in new technology and set up centralised reservation systems if they are to compete effectively in the global market.

4. Tariffs and Costs

-tariff structures need to be standardised and rationalised to overcome existing differentials in fares in the region.

-a standard and stable currency unit such as the SDR should be adopted. Monetary transactions wthin the region should be liberalized.

-tariffs should not cover up for the inefficiences of airlines and the airlines themselves need to undertake proper costing and cost/benefit studies before embarking on any ventures.

-aviation fuel pricing in the region should be harmonised to overcome distortions.

5. Tourism Promotion

-airlines are a vital link to the tourism industry and there should an interface between the two to enable operation of inter-country tours and safaris.

Operational Issues

1. Air Traffic Control

-a regional air traffic control system consisting of a hub and peripheral control centres needs to be put in place. This would rationalise air traffic control and overcome the proliferation of national control centres that are currently in place.

-the issue of national sovereignty over the air space above each territory needs to be recognised as measures are taken to institute a regional air traffic control system.

-the paranoia associated with security in air traffic control should be overcome with a view to the possible commercialisation of air traffic control services.

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-in creating regional rules and regulations, there is need to look at world trends particularly in Europe where the move is torwards central air traffic control.

2. Airworthiness

-the region needs to set up a joint airworthiness authority that would deal with issues related to; flight safety, air navigation services and airport operations and facilities among others.

3. Training

-training standards should be harmonised so that they are recognised throughout the region and internationally.

-the establishment of specialised regional training centres should be promoted with a view to evolving an integrated approach.

-regional training should lead to common standards and therefore common licencing of civil aviation and airline personnel.

Technical Issues

Technical issues were related to the need to harmonise standards and specifications most of which are already defined in international conventions. In some instances, the need is more for compliance rather than coming up with new standards.

Potential Protocol Areas

The following potential protocol areas were identified;

1. Establishment of SARATA which would be the framework for defining a regional air transport regime.
2. Establishment of common standards, rules and regulations covering flight safety, air navigation services and air worthiness requirements.
3. A common regional strategy in acceeding to international civil aviation conventions and other air transport agreements.
4. Harmonisation of airport facilitation covering cargo and passengers.
5. Regional measures to improve airport security including regulations to deal with drug trafficking.
6. Creation of an enabling policy and regulatory environment for efficient airline operations which would promote restructuring through commercialisation.
7. Regional airline integration and liberalisation of traffic rights.
8. Establishment of a regional air traffic control system.

It was observed that airline co-operation and civil aviation generally, could be enhanced with the establishment of SARATA as its provisions address most of the concerns raised by the workshop.

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In addition, all SADC airlines and aviation authorities were involved in the drafting of the SARATA treaty through the SATCC Working Group of Directors of Civil Aviation and Airline Chief Executives and this should facilitate the early acceptance and establishment of SARATA.

METEOROLOGY

General Observations

It was observed that although meteorology played a strategic role in all areas of economic activity, it was the least understood sector. Meteorology directly supported sectors such as; air transport, shipping, agriculture, construction and tourism. It also plays a role in environmental protection and early warning systems as well as day-to-day weather forecasting to meet various requirements.

Given its strategic role, meteorology needed to be accorded due attention in the regional programme of co-operation. Despite being least understood, the meteorology sub-sector generated a lot of discussions.

Policy Issues

1. Policy Framework

-most National Meteorological Services (NMSs) operate without a legal instrument. There is need for legislation to formalise NMSs at the national level.

-a policy and regulatory legal framework for met services needs to be put in place in the region.

-currently, it is not clear who has or who should have the legal authority to gather and report on weather information in the region and guidelines are required on this.

2. Commercialisation of Meteorological Services

-commercialisation of met services as a means of cost recovery in the SADC region should be considered. Commercialisation should be through means of a legal instrument.

-currently, low priority is given by governments in providing budgetary support to met srevices as a result, funds allocated to met are inadequate for the demands made on the services.

-met departments must charge for services provided particularly to the airline industry and such revenues should be ploughed back into improving services.

-in considering the commercialisation of met services, there was need for careful assessment of the pros and cons and not " just jump in" without careful consideration.

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-given the high cost of met equipment, should met services be just commercialised or be privatised outright? Is privatisation a feasible and realistic option?

-in seeking to commercialise or privatise questions such as the economic value or indeed if there is an economic value to weather information or met services generally need to be addressed.

-if weather information is paid for, can met services be held liable for inaccurate or wrong weather forecasting ?

3. International Conventions

-SADC countries should establish a regional position on international issues concerning meteorology.

-SADC countries should develop a regional position on topical international issues such as global warming, climate change and the greenhouse effect. This should go hand- in- hand with information dissemination to educate the public.

-all SADC countries are members of WMO. They should abide by the provisions of the WMO convention/regulations/requirements.

4. Regional Weather Centre

-there is need to explore the merits of establishing one regional weather analysis centre. In this regard due cognaisance must be taken of lessons from past and present centres.

-the institutional set up of met services from the international to the local level and the interaction and support of/between the technical and political levels needs to be considered in any regional co-operation endeavour.

- there is need to assess the cost effectiveness of regional centres vis-a-vis national centres.

- Regional co-operation in met must be sustainable. There is a problem of scale in operating regionally if this is not supported by political or other will.

- establishment of regional centres should be selective rather than wholesale and be focussed on specialised areas such as early warning systems, drought monitoring (centres in Lusaka and Pretoria) and other such areas.

5. Bilateral Commissions

-existing bilateral commissions of co-operation must be used to solve met issues between countries. Thus far, met issues have not featured on the agendas of these commissions.

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Commercial Issues

1. Agricultural Meteorology

-Met services should charge for specialised agricultural support especially for commercial farming activities.

-SARCCUS must be integrated into the SADC regional met fora.

2. Marine Meteorology

-co-operation amongst affected SADC countries should be encouraged to enhance services for shipping and fishing, both lake and sea and be charged for commercially.

-regional co-operation in marine met is essential as this is now increasingly linked to sea-based food production.

3. Aviation Meteorology

- as major and regular users of met services, the airline industry must be made to pay economic rates for met information and other services provided.

- the possibility of providing centralised aeronautical forecasts must be explored.

4. Marketing

- there is need for the met sector to better market itself to users and potential users. The met sector should communicate better with with the populace, provide better public awareness and educate the public at large.

-there should be a harmonisation of the basis of charges for met services in the region.

- possible areas which could be a source of revenue for met services include; aviation, marine, agriculture, transport generally, road contruction, construction generally, tourism and others.

5. Competition

-commercialisation of met services should take into account pssible competiton. For example, there is the possibility of the airline industry using direct satellite weather information thus by-passing the need for national/regional met services.

-national met services should be guarded against unfair external competition.

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Operational Issues

1. Information Gathering/Dissemination

-information gathering should be harmonised throughout the region.

- reporting and provision of weather information should be restricted to authorised institutions.

-provision of met data needs to respond to people's needs. Met data should be provided at the mesoscale, i.e. micro user requirement level.

- there is need for quality assurance and a data base to make met information useful for forecasting and other uses.

-the maintenance and upgrading of region-wide data forecasting and reporting systems is vital for future sustainability.

2. Research and Training

-institutions in SADC which can act as research and training centres need to be identified.

-there is need for improved co-operation in training and utilisation of other SADC training capacities.

-research centres should be established and developed at both the national and regional levels and governments need to recognise the value and importance of research work.

3. Regional Standards

- minimum standards must be established for data gathering and data bases in the met sector.

-standards, systems, procedures and practices already developed must be improved.

-concerns about the quality of service provision in terms of authenticity and reliability need to be addressed.

4. Equipment Availability and Maintenance

-met equipment in the SADC region is not standardised and dependence on donor funding is one of the contributing factors.

-inadequate budgetary allocations have contributed to the poor state of equipment in most met services. There is need for adequate equipment provision supported by properly trained manpower.

-regular calibration of met equipment to ensure accuracy is essential.

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Technical Issues

Technical issues related largely to the need to ensure regular calibration of equipment to ensure accuracy and the need for standardisation of major met equipment in the region and the upgrading of the met calibration centre in Botswana.

Potential Protocol Issues

Potential protocol issues were identified as follows;

1. Institutionalisation of a policy and legal framework for met services both at the national and regional levels.
2. Establishment of a regional weather centre.
3. Establishment of joint regional research and training centres.
4. Development of common regional positions and strategies in negotiating international conventions and on current international issues.
5. Institutionalisation of common regional standards in data gathering, reporting e.t.c.

The discussions ended with participants better informed about the role, importance and issues affecting the efficient delivery of met services. The session in met had the advantage of the presence of most Directors of Meteorology Services in the region as they were due to attend their annual regional meeting a few days later in Pretoria.

POSTAL SERVICES

General Observations

The workshop noted that postal services had the greatest potential for making the most impact on the broad mass of the SADC populations given that they reach the most remote areas of the region.

However, it was also observed that postal services were among the most conservative and rigid of institutions and that their basic institutional, operational and organisational structure had not changed much over the years. Notwithstanding this, postal services had the potential to be modern, efficient and profitable provided that the necessary measures were put in place.

Policy Issues

1. Postal Restructuring

-new approaches to postal services were necessary independent of government and political intereference.

-postal services needed to be restructured and commercialised while maintaining their social obligations. The restructuring should be aimed at meeting customer needs and achieving commercial viability. Essential social services should be subsidised.

-the role of regulatory bodies should be that of providing guidelines and policy direction and not to interfere with operations. Regulatory functions should be seperated from operational ones.

-postal services should be made fully autonomous.

- the aim should be to move torwards establishing a single unified postal market in the SADC region.

2. Service Standards

-there is need for compatible service standards in the SADC region such as money orders, postal orders e.t.c.

-use of standardised documents for similar services should be encouraged.

3. Institutional Framework

-a review should be made of the existing institutional framework with a view to identifying a suitable supervisory body for the proposed postal protocols.

-any protocols should take due cognisance of existing or planned multi-lateral agreements such as those in SACU.

-a mechanism should be put in place to ensure adherence to decisions or protocols.

4. Mail Security

-measures need to be taken to strengthen mail security and safety.

-licences issued to operators must specify prohibited articles.

5. Common Regional Position

-positions of SADC institutions in international and regional fora should be harmonised. These include; Universal Postal Union (UPU), Pan African Postal Union (PAPU), OAU and others. This should include adopting common strategies and negotiating positions.

Commercial Issues

1. Common Unit of Currency

-need to establish a common unit of currency in the region in order to support the creation of a single postal market and to facilitate transactions between countries.

- money transfer services should be available in all SADC countries and be simplified.

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2. Market Orientation

-price of postal services should be market driven taking into account social responsibilities.

- postal services should diversify their activities into non-traditional areas such as delivery of government and other social services at a commission (licence renewals, payment of rates and rents, disbursement of pensions e.t.c.)

- courier services are eating into the postal business because of inefficiences in the postal system. Consumers are prepared to pay more for quicker delivery as well as for security and reliability. Postal administrations should not wish away competition but develop a more aggressive attitude and strategies to counter the competition.

3. Savings Bank

-savings bank activities in post offices should be continued and expanded where viable.

4. Value Added Services

-competition in value added services including philately, agency services and others should be encouraged.

-postal services should develop a mail conveyance systems using all available means of transport; road, rail, air and ship.

-operation of philatelic services should be localised within the region.

Operational Issues

1. Remuneration Rates

-inter-postal adminstration remuneration rates should be standardised.

2. Training

-regionalisation of the Multi-country Training Centre based n Malawi should be expedited.

-there is need for harmonisation of standard training and certification in the region and the establishment of a specialised regional training centre.

3. Security

-security of mail handling should be enhanced and sending of illegal merchandise through the postal services combated.

4. Quality of Service

-performance standards in the region must be institutionalised and closely monitored.

Potential Protocol Areas

Potential protocol areas identified are;

1. Postal restructuring.
2. Common service standards.
3. Institutional and legal framework at the national and regional levels.
4. A common regional strategy to enhance mail security.
5. Co-ordinated regional positions in international fora.
6. Establishment of specialised regional training centres.

In conclusion, it was observed that postal services can play a major role in the socio-economic development of the region and can help to bring backward rural communities into the orbit of development.

TELECOMMUNICATIONS

General Observations

With regard to telecommunications, it was noted that this was a high technology, highly competitive and potentially profitable business with a lot of scope for private sector involvement both from the region and outside.

Given these factors, the region needed to take advantage of international technological developments in telecommunications to provide a modern, efficient and competitive service.

Policy Issues

1. Telecommunications Policy

-need to evolve a clear regional telecommunications policy.

-governments must provide an enabling environment for the efficient provision and operation of telecoms services.

-the agenda for the Southern African Telecommunications Administration (SATA) provides an indication of some of the issues that can provide input into the regional telecoms policy.

2. Ownership Options

-there is need for a change of attitude by the share-holders and management with regard to; ownership of the enterprise, improved customer care, optimal use of the network and increased investment.

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-need to attract substantial investments to address the demand backlog and need to create a conducive environment for such investments.

-SADC countries need to restructure the telecom sector in order to establish autonomous and commercially viable entities supported by independent regulatory bodies.

Such bodies should have no operational responsibilities and be above political dictation.

-telecoms need to be restructured so that they can operate efficiently and viably. The choice of options should be left to individual countries, i.e. whether to commercialise, privatise or a combination of both.

- need for a paradigm shift from central government control to management control .

-governments must create an environment that is conducive to rapid change, facilitate investment as well as promote regional joint ventures.

3. Improving Accessiblity

-the restructuring of telecommunications services should not be at the expense of improving the penetration of telecommunications services particularly improving rural telecommunications access.

-experience in other countries has shown that rural telecommunication services can be profitable provided the right service is provided for the demand.

-provision of less profitable or uneconomic services cannot be left to market forces alone but should be enforced by policy regulation.

-synergy among the various providers of infrastructure should be encouraged, especially at project level in rural areas.

4. Investment Policies

-governments should not constrain but should seek to assist telecoms companies access capital. Commercialisation should be supported by the provision of a sensible capital structure to the companies.

- Commercialisation and private sector participation policies should also address the need to invest in rural telecommunications facilities and services.

-SADC countries need to co-ordinate strategies and resources in telecommunications investment so as to ensure an efficient regional network to facilitate regional trade and an improvement in service quality.

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-there is need to encourage, promote and give priority to intra-SADC investments in; cellular and data services, local manufacturing, switching, signalling and networks interconnectivity and management.

-telecommunications administrations need to access money for development and modernisation from the open international money market and not just rely on donor funding and government resources.

5. Regulatory Framework

-there is need to establish independent, empowered and strong regulatory bodies with a well defined framework for their effective co-operation at the regional level and internationally.

-a framework for developing and projecting harmonised regional positions on international issues and fora needs to be put into place.

- the region should position itself to participate in global information infrastructure and technology.

-the regulatory structures, financing and decision making process must be legally framed, transparent and have the capacity of a grievances recourse system accessible to all interested parties.

-who regulates the regulator ?

Commercial Issues

1. Regional Co-operation

-regional co-operation should be based first and foremost on commercial considerations.

-there is need to review SADC institutions and structures to ensure compliance of decisions and agreements reached by Member States.

2. Pricing and Tariffs

-Telecoms administrations should adopt common strategies on pricing and tariffs to counter unethical international practices.

-while seeking to cover costs and ensure profitability, tariffs must be market based and not seek to re-coup total costs, thus, burdening the consumer.

-competition in the telecommunications industry is important to expose the consumer to choices and also to provide the environment for telecoms operators to provide an improved quality of service.

3. Market Orientation

- postal services should be seperated from telecoms to ensure the right market orientation and concentration.

-customer care should be the over-riding consideration in the provision of telecommunication services.

-there should be a deliberate attempt to provide a customer based product mix taking advantage of global technological developments.

-liberalisation and opening of markets is inevitable, but reciprocity among countries is required.

Operational Issues

1. Harmonisation of Standards

-the region needs to harmonise policies and regulations leading to standardisation of information systems, technology, equipment and compatibility of services.

- licencing requirements must be standardised in the region.

2. Human Resource Development

-co-operation in Human Resource Development (HRD) through training and certification standards as well as joint use of training and research facilities and resources through out the region must be encouraged.

-need to optimise co-operation in human and institutional resource utilisation.

3. Information Superhighway

-need to take advantage of world trends and innovations such as the creation of information superhighways. This is a necessity, not a luxury.

Technical Isssues

Discussions under technical issues centred on the need to have an effective framework for the harmonisation and standardisation of equipment standards and specifications. It was observed that there was too much secrecy which hindered the setting up of standard regional systems.

Potential Protocol Issues

The following were considered potential protocol issues;

1. Definition of a telecommunications policy including options for ownership and guidelines on investments and regional co-operation.

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2. The establishment of a regional telecoms regulatory body.
3. Harmonisation of technical standards and specifications.
4. Setting up joint regional training and research facilities.

Availablity of telecommunications facilities to support social-economic development was considered a priority and necessity. It was observed that there was an economic cost in not having telecoms services.

CONCLUSION

The discussions on civil aviation, meteorology, postal services and telecommunications ended with a call for increased regional commitment to improving the efficiency of services with the customer as the focus of attention and promoting regional co-operation.

It was observed that a lot of work had been done which can form the basis of a regional agenda from the various specialised working groups of SATCC, technical studies, meetings and workshops. However, despite reaching agreement on a number of issues, the record of implementation thus far, had been poor.

What was required was a framework for ensuring adherence to agreed regional positions. There were mixed views on the desirability or non-desirability of setting up regional bodies to supervise and monitor the implementation of regional agreements including protocols when they come into force.

One school of thought cautioned against setting up super-regional bodies for the sake of it with the financial implications on government budgets. Rather, it was better to empower and strengthen already existing inter-regional bodies such as SATCC to carry out the supervisory role. The other school of thought indicated that, SATCC, being an inter-governmental body, may not be the best institution to monitor industry based issues or agreements. The decision on setting up any supervisory body and what form it should take should depend on the issues, to be addressed. A distinction should be made between policy and operational based bodies. In some instances, such as in technical areas, there may not be need to set up supervisory bodies, instead, specialised ad-hoc or standing committees can be set up to address issues as they arise.

There was consesus that for the protocols to be effective and binding, two things needed to be done. The first is to put a timeframe to the attainment of various protocol objectives or targets to be agreed upon and the other, is to have a mechanism for imposing sanctions or other punitive measures for non-compliance. Effective enforcement of agreements, was seen as the only way real positive progress could be achieved in regional co-operation and integration.

Participants welcomed the continuation of the consultative process through national workshops planned to be held in each of the eleven SADC countries from 3rd to 19th May 1995 as this would expose more stakeholders to the discussions.

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Finally, the participants expressed their appreciation to SATCC, the sponsors USAID, as well to the facilitators and technical experts for the convening the workshop and its overall conduct. A vote of thanks on behalf of the other participants was passed by Dr. Fridah Williams, Permanent Secretary in the Ministry of Works, Transport and Communications of Namibia.

Maputo, March 1995

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AGENDA ANNEX 2

Schedule for the SATCC Protocol Development Workshop - Pretoria and Johannesburg

Workshop II - Air Transport, Meteorology, Telecommunications and Postal Services

Dates and Location: Air Transport and Meteorology
March 13-14, 1995
TBA Pretoria

Telecommunications and Postal Services
March 15-17, 1995
Holiday Inn-Garden Court
Near Jan Smuts Airport

Facilitators: **Mr. James Billings**, Management Systems International, Washington, D.C.

Mr. Emmanuel Hachipuka, Managing Director, EMH & Associates Limited, Lusaka, Zambia

Day One, Monday, 13/3/95 - Air Transport Sub-Sector

8:00 Registration of Participants

8:30 Opening Remarks: Mr. Shemmy Simuyemba, SATCC Protocol Development Coordinator

- Project background and goals
- Statement of workshop objectives
- Introduction of participants, facilitators and issues paper presenters
- Description of the process & schedule

9:15 Plenary: Air Transport - Technical Paper Presentation

Regional Standards in the Southern African Civil Aviation Industry: Mr. C.V. Mpinga Mgana, Director General of Civil Aviation, Tanzania

Regional Integration in the Southern African Airline Industry: Mr. George Lewis, Former Acting Managing Director, Zambia Airways

10:00 Tea Break

10:15 Plenary: Air Transport sub-sector issue Identification by stakeholders (led by facilitators)

11:15 Syndicate Groups: Discussion, categorization, and development of proposed solutions to issues

12:30 Lunch break (to be served)

14:00 Plenary: Reports by each syndicate group of their discussion and proposals

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15:15 Tea Break

15:30 Plenary: Review of main points agreed and disagreed upon, and any outstanding work

16:30 Closing remarks, Mr. Shemmy Simuyemba

Day Two, Tuesday 14/3/95 - Meteorology Sub-Sector

8:30 Registration of Participants

9:00 Opening Remarks: Mr. Shemmy Simuyemba, SATCC Protocol Development Coordinator

- Project background and goals
- Statement of workshop objectives
- Introduction of participants, facilitators and issues paper presenters
- Description of the process & schedule

10:00 Tea Break

10:15 <u>Plenary: Meteorology - Technical Paper Presentation</u>

Regional Meteorology Issues: Mr. Bernard Mlenga, Former Chief Meteorologist, Government of Malawi

10:45 Plenary: Meteorology sector issue identification by stakeholders (led by facilitators)

12:30 Lunch break (to be served)

14:00 Syndicate Groups: Discussion, categorization, and development of proposed solutions to issues

15:15 Tea Break

15:30 Plenary: Reports by each syndicate group of their discussion and proposals

17:00 Plenary: Review of main points agreed and disagreed upon, and any outstanding work

17:45 Closing remarks, Mr. Shemmy Simuyemba

Day Three, Wednesday, 15/3/95 - Postal Services Sub-Sector

8:30 Registration of Participants

9:00 Opening Remarks: Mr. Shemmy Simuyemba, SATCC Protocol Development Coordinator

- Project background and goals
- Statement of workshop objectives
- Introduction of participants, facilitators and issues paper presenters
- Description of the process & schedule

10:00 Tea Break

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10:15 Plenary: Postal Services - Technical Paper Presentation

Development of Postal Protocols in Southern Africa: Mr. Peter Khomonngoe, Director of Postal Services, Lesotho

10:45 Plenary: Postal Services sub-sector issue identification by stakeholders (led by facilitators)

12:30 Lunch break (to be served)

13:30 Syndicate Groups: Discussion, categorization, and development of proposed solutions to issues

15:15 Tea Break

15:30 Plenary: Reports by each syndicate group of their discussion and proposals

17:00 Plenary: Review of main points agreed and disagreed upon, and any outstanding work

17:45 Closing remarks, Mr. Shemmy Simuyemba

Day Four, Thursday, 16/3/95 - Telecommunications Sector

8:00 Registration of Participants

9:00 Plenary: Telecommunications- Technical Paper Presentation

Telecommunications Regulation in Southern Africa: Ole Kambaine, Posts and Telecommunication Corporation, Tanzania

10:00 Tea Break

10:15 Plenary: Telecommunications sub-sector issue Identification by Stakeholders (led by facilitators)

12:30 Lunch break (to be served)

14:00 Syndicate Groups: Discussion, categorization, and development of proposed solutions to issues

15:15 Tea Break

15:30 Plenary: Reports by each syndicate group of their discussion and proposals

16:30 Plenary: Review of main points agreed and disagreed upon, and any outstanding work to be done

Day 5 - Friday, 17/3/95 - Telecommunications, continued

8:30 Review of Telecommunications discussion from previous day

9:00 <u>Plenary: Telecommunications Technical Paper Presentation</u>

Telecommunications Industry Issues: Mr. Isaac Chaza, Corporate Planning Director, Zimbabwe Posts and Telecommunications Corporation

10:00 Tea Break

10:15 Syndicate Groups: Discussion, categorization, and development of proposed solutions to issues

11:30 Plenary: Reports by each syndicate group of their discussion and proposals

12:30 Plenary: Review of main points agreed and disagreed upon, and any outstanding work

12:45 Workshop closing remarks

13:00 Lunch break (to be served)

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ANNEX 3
BIOGRAPHIES OF WORKSHOP FACILITATORS AND TECHNICAL EXPERTS

Jim Billings, a co-facilitator of the protocol workshop, served from 1990 to 1994 as Chief Technical Adviser for the UNDP in Zambia. In this role, he worked in the country's Cabinet Office to help develop and implement Zambia's Public Service Reform Program. Previously he was a Chief Technical Adviser for the UNDP in Papua New Guinea.

Emmanuel Hachipuka, a co-facilitator of the workshop is a former Director of Finance for the Zambia Consolidated Copper Mines and a former Managing Director of Zambia Railways Limited. Currently, he is Managing Director of EMH Associates Ltd, a consulting firm specialising in company and project management.

Shemmy Simuyemba, who is co-ordinating the Protocol Development Project at SATCC in Maputo, was Chief Technical Adviser with UNCTAD managing a regional project on transit transport facilitation based in Blantyre, Malawi from 1989 to 1994. Before that he was Director of Planning in the then Ministry of Power, Transport and Communications of Zambia.

Scott Fisher, is Research Assistant with Abt Associates Inc. in Cambridge, Massachusetts.

George Lewis, is former Acting Managing Director of Zambia Airways and the Zambia National Tourist Board. He is currently involved with a new airline in Zambia, Zambia Express Airways.

Dr. Mpinga Mgana, is currently Director of Civil Aviation in the Ministry of Works, Communications and Transport of Tanzania.

Omari Nundu, is the SATCC Regional Expert on civil aviation matters based in Maputo, Mozambique.

Bernard K. Mlenga, is former Director of Meteorology in Malawi. He is currently the SATCC Regional Expert (Part-time) on meteorology.

Peter R. N. Khomonngoe, is Director of Postal Services in the Ministry of Transport and Communications of Lesotho.

John Sikhondze, is former Managing Director of the Swaziland Posts and Telecommunications Corporation. He is currently the SATCC Regional Expert (Part-time) on postal services.

Tororiro Isaac Chaza, is Director of Corporate Planning of the Zimbabwe Posts and Telecommunications Corporation. He has for some years now, been involved in the work of the Southern African Telecommunications Administrations (SATA).

E.N. Ole Kambainei, from an aviation background, is now Director General of the newly established Tanzania Communications Commission.

Marcelino Tayob, is the SATCC Regional Expert on Telecommunications based at SATCC in Maputo.