

# NEW PARTNERSHIP FOR AFRICA'S DEVELOPMENT (NEPAD) INFRASTRUCTURE DEVELOPMENT

## Preparation of a Medium to Long Term Plan of Action/ Strategic Framework (MLTSF)

### Briefing Note

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*This Briefing Note provides an overview of the study to be carried out over the next year and one half to develop a strategy to accelerate the implementation of the STAP and to define a strategic framework for the further development of regional infrastructure under NEPAD.*

*The Note is intended primarily for RECs and their members as well as sectoral organizations and programs and NEPAD partners. The Note is based on the more detailed Terms of Reference (TOR) for the MLTSF Study and, in addition outline the arrangements for the oversight and management.*

#### **1 The NEPAD Framework for Infrastructure**

The New Partnership for Africa's Development (NEPAD) is an integrated development framework to enhance growth and reduce poverty in Africa by addressing key social, economic and political priorities in a coherent and balanced manner. It is a vision for Africa conceived and developed by African leaders. It is a framework for new partnerships with the rest of the world to accelerate the integration of Africa into the global economy. To attain these objectives it is imperative that African countries and their governments work together within the framework of the African Union to achieve complete political and economic integration of the continent.

Infrastructure, comprising energy, water and sanitation, transport and information and communications technology (ICT), stands at the heart of NEPAD objectives of poverty reduction through growth and full participation in the world economy. Because African economies considered individually, are typically too small, the development of regional infrastructure has been identified as a critical element in fostering regional integration and trade competitiveness. Collaboration and joint action is, in turn, necessary for the development of regional infrastructure to allow economies of scale through pooling and joint facilities, and to overcome the limitations of small markets and enhance competition. The role of NEPAD in infrastructure is essentially one of coordination, advocacy and facilitation focused on:

- mobilizing political will and actions to implement policy and institutional reforms in the sectors, including harmonizing regulatory systems, and ratification of agreements;
- facilitating resource mobilization through policy coordination among external partners and by helping to create an enabling environment for stepping up the flow of the investments.

- developing a strategic framework to monitor and update programs for regional infrastructure
- facilitating knowledge sharing, networking and dissemination of best practices among countries, RECs and technical agencies.

NEPAD infrastructure program is rooted in the programs and initiatives of Regional Economic Communities (RECs) and sectoral organizations. It is not a set of new initiatives, neither is it a parallel set of initiatives to the programs of the RECs. NEPAD brings a new vigor and sense of commitment to the implementation of RECs programs and will help to strengthen and supplement them by setting them in a coherent framework driven by common long-term strategic goals.

Member States supported by the RECs are ultimately the owners and implementers of NEPAD. The RECs are the building blocks of NEPAD and have the role of guiding and facilitating the implementation of projects and programs under the NEPAD framework. The African Union which is the apex body at the continental level, has established the Head of States Implementation Committee (HSIC) and the Steering Committee (SC) to drive and oversee the NEPAD agenda. The SC works through the NEPAD Secretariat whose brief includes communication, coordination and monitoring for all NEPAD programs. The Secretariat works with designated lead technical agencies for the African Development Bank (ADB) is the lead technical agency for infrastructure development.

## **2 NEPAD Infrastructure Component**

Following guidance from the HSIC, a two-pronged approach was adopted to formulate the NEPAD plan of action for infrastructure, involving: first, the launch of a Short Term Action Plan (STAP) based essentially on projects and programs already identified by RECs; and, second, the preparation of a Medium to Long Term Action Plan (MLTAP) that would articulate strategies, prioritize programs and form partnerships that can best promote economic integration and support the development of trade.

### **2.1 The STAP**

The STAP was prepared in April 2002 and launched in June 2002 through a workshop that brought together all the RECs. The Main Report of the STAP (May 2002) provided, for each sector, a strategic overview and a number of specific projects and initiatives. The sectoral overviews identified infrastructure gaps and related strategic challenges that depend on regional collaboration and joint actions at the levels of the continent as well as sub-regions. The projects and initiatives retained in the STAP were selected from existing programs of the RECs on the basis of the following criteria:

- projects that are at an advanced stage of preparation and that can be fast-tracked;
- projects that support both a regional approach to infrastructure provision and regional integration;
- projects that have stalled for political reasons and where NEPAD intervention could be expected to make a difference; and

- initiatives that offer solutions to regional policy, regulatory or institutional constraints to regional infrastructure activities

The STAP was meant to kick start NEPAD infrastructure program and was seen as the first step in the process of accelerating the development of infrastructure under the NEPAD framework. Many of the interventions retained under the STAP are, in fact, elements of broader programs comprising a combination of policy measures, investment and capacity building.

## 2.2 STAP Review

In April 2003, the implementation of the STAP was reviewed across all the sub-regions. This included a review and discussion of the STAP with each REC, updating of the STAP, recommendations for inclusion of new projects in the STAP, and prioritization of the STAP as it pertains to a given region.

The Review revealed that some progress had been made in the implementation of the STAP projects although generally uneven across the regions. The Review identified a number of key issues that need to be addressed to strengthen the implementation of the STAP. These include:

- (i) clarification of the role of NEPAD with regards to political support and access to funding;
- (ii) support to the RECs in their enhanced role as implementing agents and coordinator;
- (iii) development of coordination and exchanges within and between sub-regional groupings of RECs and with sectoral organizations/programs;
- (iv) the need to sharpen the focus of NEPAD program and prioritize projects/initiatives; and
- (v) the need to establish a monitoring system for project/program implementation.

The STAP Review pointed out the importance of defining a framework for prioritizing key projects and programs and accelerating their implementation. The Review recommended that a limited number of programs/projects be designated as “NEPAD Flagship Projects” and given special attention and high visibility.

The findings of the Review were reported in an Overview, issued in May 2003, and in a series of background reports providing more details on the projects of individual RECs. The latter have been sent to the RECs concerned and once reviewed would be finalized. .

## 2.3 From MLTAP to Strategic Framework

In parallel with STAP Review, steps were taken to initiate the preparation of the MLTAP taking as a starting point the concept note annexed to the STAP Main Report (May 2002). A team of consultants was engaged to develop terms of reference and background papers. This culminated in consultations with key partners and RECs.

The STAP Review and the above consultations have helped to define a set of guiding principles for the further development of NEPAD infrastructure programs, namely:

- to combine a long-term goals with concrete targets and medium term programs;
- to concentrate on the regional aspects and consider related enabling factors and requirements at the country level
- to start with reviewing existing regional strategies and programs for growth and infrastructure development
- to address the urgent need to strengthen the implementation of the STAP
- to simplify the initial study to make it more manageable and enhance its usefulness and impact.

This led to a slight shift from the concept of long-term action plan, to the more practical idea of defining a strategic framework that would guide the implementation and the further development of NEPAD infrastructure program, hence the Medium to Long Term Strategic Framework (MLTSF).

### **3 The MLTSF Study**

#### **3.1 Objectives of the MLTSF**

The overall objective of the MLTSF is to provide a framework to guide the continuous and consistent development of infrastructure on the continent based on coherent strategic goals, and to define and institute a monitoring framework to track gaps and progress. An important role of the MTSF will be to foster cross-fertilization and dissemination of good practices between RECs and across sectors. The MTSF will establish a common vision among all stakeholders on the way ahead for NEPAD infrastructure program.

The MLTSF will be prepared under the oversight of a Steering Committee. The Terms of Reference (TOR) for the MLTSF Study as well as the arrangements for its management and oversight are the object of consultations with the RECs (September 2003) and will be reviewed by the forthcoming Conference of REC CEOs (Abuja, before the end of 2003).

#### **3.2 Purpose of the MLTSF Study**

The Study will provide the decision makers at the levels of NEPAD Secretariat, RECs, ADB, and sectoral organizations as well as development partners, with sufficient information and a strategic framework for:

- monitoring the implementation of infrastructure programs/projects under the NEPAD framework
- re-focusing the STAP on flagship/priority projects and take steps to strengthen their implementation
- preparing subsequent projects on the basis of a coherent set of strategic goals and related flagship programs
- forging partnerships and promoting NEPAD infrastructure program; and,
- assessing the support needed by the RECs for the implementation of infrastructure programs/projects.

### 3.3 Structure of the MLTSF Study

The Study will be carried out in two parts.

- **Part 1** will be carried out over a period of six months, and will deal with the urgent recommendations of the STAP Review. It will also identify infrastructure gaps of particular relevance for Africa competitiveness. Its outputs will include:
  - monitoring system for infrastructure plans of action including its application to the STAP (Output 1);
  - enhanced and robust criteria to prioritizing projects/programs under the NEPAD framework (Output 2);
  - measures to strengthen the implementation of the STAP (Output 3); and,
  - infrastructure gaps (Output 4); and related data base (Output 4 A).
  
- **Part 2** will carried out over a period of eight months, and will propose strategic options and related goals and targets to address Africa’s infrastructure gaps, and will help RECs and sectoral organizations to prepare medium term strategies and programs to pursue these goals. The outputs of Part 2 will include:
  - strategic options, goals and targets to address infrastructure gaps (Output 5);
  - sub-regional strategies and roadmaps (Output 6);
  - Africa-wide strategic overview (Output 7); and,
  - updated plan of action for infrastructure under the NEPAD framework (Output 8).

The Study process will be intensely participatory. Both Part 1 and Part 2 will center around two series of workshops involving first sectoral actors and then the RECs grouped by sub-regions. The Study will have as its basis and starting point, the existing strategies and programs for the development of regional infrastructure.

### 3.4 Flow of Activities and Timeline

Milestones	Timeline weeks
<b>Start of Part 1.</b>	1
Mobilization and literature review completed and <u>Inception Report</u> (methodology, planning and outline of outputs) reviewed and approved by Steering Committee.	4
Visits to RECs, sectoral organizations/programs and partners completed and <u>Draft Discussion Papers</u> on Outputs 1,2,3 and 4 discussed by SC and disseminated to RECs and sectoral organizations	12
Parallel <u>sectoral workshop</u> (one venue)	13
Five <u>Sub-regional workshops</u> & SC meeting	17
<u>Draft Part I Report</u> submitted and reviewed by SC	22
<b>End of Part I:</b> <u>Part I report</u> and <u>Implementation Guide</u> (monitoring system and database network, prioritization of programs/ projects; measures for accelerating STAP) implementation printed and distributed.	25

<b>Start of Part 2</b>	1	26
<u>Assessment of gaps</u> (Output 4) based on existing strategies/plans reviewed in Part 1.	3	29
<u>Draft Guide</u> on strategic goals and targets and sub-regional roadmaps submitted and reviewed by SC	6	32
Guide distributed and review and planning visits to sub-regions/RECs, sectoral organizations and partners completed.	1 1	37
<u>Draft discussion papers</u> and proposals on Outputs 5, 6, 7 and 8 discussed by SC and disseminated to RECs and sectoral organizations	1 4	40
Parallel <u>sector stakeholders' workshop</u>	1 5	41
Five <u>sub-regional/REC workshops</u> and SC meeting	1 9	45
<u>Draft Part 2 Report</u> submitted and reviewed by SC	2 5	51
<b>End of Part II : <u>Final reports</u> and <u>communication/dissemination materials</u> printed and distributed to stakeholders</b>	<b>3 0</b>	<b>56</b>

The above flow of activities and timeline assumes that the consultations with the RECs and with sectoral organizations as well as the workshops will be conducted in parallel by two groups of the Study team.

If the Study starts in March 2004, as tentatively planned, Part 1 would be completed in September 2004. Assuming no unforeseen delays, Part 2 would start in October 2003 and would be completed in May 2005 and the Study results and possible follow-ups, would be presented and reviewed by a RECs NEPAD Infrastructure Conference in mid-2005.

#### **4 Implementation and Management of MLTSF Study**

##### **4.1 The Executing Agency**

The ADB will act as the Executing Agency under the auspices of NEPAD. ADB will have the overall responsibility for the management of the Study and will retain a consulting firm to carry out the Study following relevant ADB guidelines.

##### **4.2 The MLTSF Steering Committee**

The Study will be undertaken under the oversight of a Steering Committee (SC). The SC will be made of representatives of the RECs, ADB, NEPAD Secretariat and other regional bodies. The SC will meet to review the plan for the Study, assess its progress after the sub-regional workshops and, at the end of each Part, to review the final report as well as subsequent actions for disseminating and implementing the Study recommendations. Beside its review and quality assurance role, the SC will play a key role in ensuring:

- linkages with ongoing programs and initiatives
- collaboration between RECs within each of the sub-regional groups
- co-ordination between sub-regional groups
- dissemination of the Study findings and implementation of its recommendations.

### 4.3 The Study Team

The Study is unique and complex and can only be carried out by a firm having access to top-level experts with strong knowledge of the sub-regions and sub-sectors and prior experience in similar studies. In this regard the possibilities of joint venture of firms is recognized. The participation of regional firms will be encouraged. The pre-qualification will be directed at regional as well as international firms.

The Study Team will be have a highly qualified and experienced Team Leader and will include sectoral experts as well as short term specialists. The requests for proposals will call on pre-qualified consultants to develop their own approach and staffing schedule.

#### Participation of RECs

The participation of the RECs and of regional sectoral organizations/programs (RSOs) will be will be critical. For the purpose of the Study RECs will be regrouped by sub-regions as follows:

Sub-regions	RECs
Southern Africa	SADC, COMESA, IOC
Eastern Africa	COMESA, EAC, IGAD
Central Africa	ECCAS, CEMAC
West Africa	ECOWAS, UMEAO
North Africa	UMA, CESAD

The coordination within each sub-regional group will be reviewed at the time of the Abuja workshop with follow-up by the SC throughout the Study. The participation of the RECs will center on the:

- (i) provision of existing documents and studies concerning: sub-regional strategies for infrastructure, diagnostic of infrastructure deficiencies and gaps, ongoing plans/programs, and monitoring systems;
- (ii) organization of sub-regional workshops; and,
- (iii) review of their medium-term programs and strategies under Part 2.

The RECs will be relied upon to ensure coordination and communication with their Member States and the liaisons with and involvement of sub-regional stakeholders in particular professional organizations (e.g. associations of shippers and freight forwarders) and sectoral agencies (e.g. power pools, corridor agencies etc.).

### 4.4 Workshops

#### A) Sub-regional workshops

The sub-regional workshops will constitute an important aspect of the RECs participation. They will be organized by the RECs in coordination with the ADB NEPAD Unit and the NEPAD Secretariat. The RECs will be responsible for all aspects concerning the participation of stakeholders from their sub-region. The ADB and NEPSAD Secretariat will coordinate the mobilization of necessary funding in coordination with the RECs. The schedule for the series of five sub-regional

workshops will be proposed by the Study Team in the Inception report and will be reviewed and confirmed by the SC. The tentative plan is to run the workshops for 2½ days with the following typical participation:

RECs & reg. Banks From sub region.		Member States	Sect./PS Civil soc.	Other RECs	ADB Staff/adv	Study Team	NEPAD Sec.	External partners	Total
outside basis	on basis								
12	6	8	4	3	3	3	2	3	44

## B) Sectoral Workshops

The ADB NEPAD Unit in coordination with the NEPAD Secretariat, will take the lead in organizing the sectoral workshops possibly in collaboration with relevant sectoral organizations and programs. The sectoral workshops would run for 2½ days (and typically draw the following participation:

RECs outside basis	Reg. Banks	Member countries	Sectoral Org./Prog.	ADB staff, adv.	Study Team	NEPAD Sec.	External partners	Total
10	3	3	8	2	2	1	4	<b>33</b>

ADB should seek to maximize the involvement of sectoral partners (e.g. AMCOW and E-Commission, SSATP). The sectoral workshops would also draw the participation of relevant professional organizations (e.g. PAMESA (ports), UADE (water utilities) etc.).

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