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ECONOMIC COMMISSION FOR LATIN AMERICA
 Subregional Office for the Caribbean

CARIBBEAN DEVELOPMENT AND CO-OPERATION COMMITTEE

AD HOC WORKING GROUP IN TRANSPORTATION PLANNING



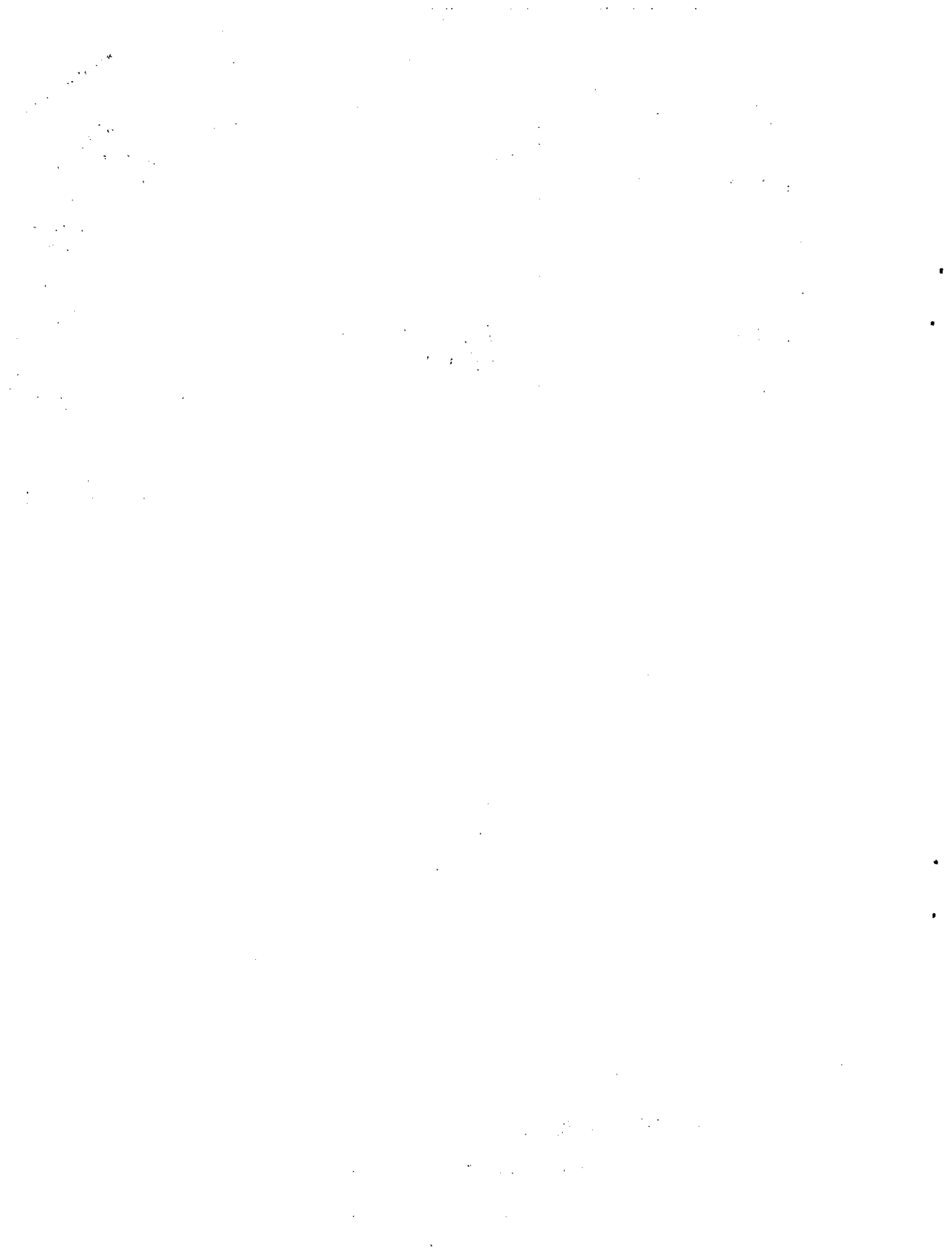
REPORT OF THE FIRST MEETING OF THE
 AD HOC WORKING GROUP IN TRANSPORTATION PLANNING

15-16 November 1982
 Port-of-Spain, Trinidad and Tobago



UNITED NATIONS

ECONOMIC COMMISSION FOR LATIN AMERICA Office for the Caribbean



REPORT OF THE FIRST MEETING OF THE
AD HOC WORKING GROUP IN TRANSPORTATION PLANNING

1. The First Meeting of the Ad Hoc Working Group in Transportation Planning was held at the ECLA Conference Room, Salvatori Building, Port-of-Spain, Trinidad from 15-16 November in accordance with the mandate of the Second Meeting of Planning Officials, and the Fifth Ministerial Meeting of the Caribbean Development and Co-operation Committee (CDCC), held in Jamaica from 29 May to 10 June 1980.

2. Representatives from Grenada, Guyana, Jamaica, St. Lucia and Trinidad and Tobago attended. The CARICOM and OECS Secretariats were also represented.^{1/}

3. The Meeting was opened by Dr. John Spence, Director of the ECLA Subregional Office for the Caribbean. In welcoming the participants he outlined some of the aims and objectives of the Caribbean Development and Co-operation Committee, pointing out that it did not have as high a profile in the region or as large a staff as some of the other institutions. At the same time he stressed the fact that if CDCC was to maximize its contribution to the member governments it would need to ascertain their specific needs and this could only be done effectively by close contact with specialists dealing with the day to day problems. It was therefore in that context that he viewed the Meeting of Transportation Planners.

4. The Transport Officer of ECLA, after giving a brief outline of the elements in his portfolio, endorsed the comments of the Director and noted that the many familiar faces present attested to the level of involvement between the transport sector and the regional sector specialists. He emphasized the need for effective planning in the Transportation Sector so that countries would not be forced to react to events, which could be expensive, but would be able to anticipate them and take optimal decisions.

^{1/} A List of Participants is attached at Annex I.

5. The officer in charge of Planning outlined the background and mandate of the Ad Hoc Working Group in Transportation Planning.^{2/} He traced the activities of the meetings of officials of planning held in Havana and in Jamaica in 1979 and 1980 respectively, and indicated that the reports of all the specialised Working Groups would be submitted to the Third Meeting of Planning Officials, which is scheduled for early 1983, for their consideration and endorsement.

6. Stress was laid on the importance of integrating the work of the sectoral specialists into a global plan, and it was for that reason that the Working Group included specialists in Transportation as well as from Ministries of Planning. To give as broad a scope as possible, inputs were also sought from the University as well as from other regional organizations. The task of integrating the various sectoral inputs would be entrusted to the Meeting of Planning Officials.

7. Mr. Winston Dookeran, a former member of the Faculty of Economics at the University of the West Indies, St. Augustine, had been asked to prepare the working document, in keeping with the policy that regional expertise should be used whenever possible. Gratitude was expressed to Mr. Dookeran for making his time available despite his change of occupation from that of academic to parliamentarian.

8. At the end of his presentation the organization of work was agreed and the hours of work fixed.^{3/} It was agreed that the Planning Officer should function as Convenor/Rapporteur so obviating the need for formal appointments.

9. In introducing his paper the Consultant asserted that planning in the Caribbean was not to be seen merely as a technocratic function. This was particularly true of Transportation Planning which had to place great emphasis on Social Participation. The Caribbean reality was such that the negative reaction of interest groups could significantly jeopardize implementation of any plan. The process of planning and consultation would, therefore, have an important bearing on the outcome of the exercise.

^{2/} A List of Documents is attached at Annex II.

^{3/} the Schedule of Activities is listed at Annex III.

10. Two intellectual streams in transportation planning were identified. The first which was referred to as the "Anglo-American" stream laid primacy on consumer satisfaction. The methodology therefore placed great emphasis on the techniques for forecasting and satisfying consumer demand.

11. The second stream, which was referred to as the "Hungarian/German" school, focussed on the transport structure to see how it would affect the generation of economic activity, and how it fit into the overall macro-economic framework. The Consultant expressed the view that this approach was most applicable to developing countries although it had the weakness of assuming little prior activity in the sector, and so of starting with a clean slate.

12. He went on to say that transportation planning should be seen in three aspects as follows:

- (a) Social overhead capital. The objective being to build up the transport capital stock. This approach had been emphasized in the Caribbean;
- (b) Spatial planning. Transportation planning should be integrated into the overall development strategy to ensure balanced growth both within sectors and in spatial terms; and
- (c) Technological impact. The plan should be able to evaluate how changes in transport technology could impinge upon the production system of a given region.

13. The Consultant then focussed his comments on the Caribbean situation. He emphasized that air and sea links tended to be tied into the international, and not necessarily a regional system. The natural pivotal points for air and sea transportation might be extra-regional and these facts would need to be faced. Emphasis had, in the past, been placed on the CARICOM region, but this emphasis might now need to be broadened.

14. On the domestic scene the transport system had evolved as a

response to the priorities accorded by the Administration at any given time. In the past, the emphasis had been on public security. There was need to ensure that in future it evolved to assist in the realization of the productive potential of the country.

15. Turning to the institutional aspects of the Transportation Planning System, the Consultant suggested the need for ongoing research and investigation as the problems and issues changed over time. Whatever institution was adopted would need to bear the following issues in mind:

- (a) It should have a multi-modal approach. It should be able to evaluate the ways in which the modes interrelate, as one mode might be competitive with or complement the other;
- (b) Within the modes there would be the need for complementarity and harmonization, for instance, between private and public transport systems;
- (c) It would need to focus on aspects of public policy to narrow the distance between the planners and policy makers. This gap was seen to be particularly wide in the realm of transportation planning, because of the high capital costs involved as well as the high recurrent costs, such as upkeep and maintenance. There was often a tendency to forego expenditure without a full evaluation of the future cost of such a decision. Only by careful planning could such costs be identified;
- (d) There was also the need to evaluate the question of scale economies and the regional allocation of investment. The difficulties in arriving at decisions in these areas presented in turn a serious constraint for the planner.

16. In the general discussions following the presentation, a number of points emerged.

17. It was noted that some blend of the two intellectual streams was required as it was necessary to react to the demand/supply/price indicators. Also regional shipping was a case in point where surplus extra-regional shipping was entering the region in competition with WISCO. This has had an immediate

impact on the viability of WISCO and could have longer term implications for shipping in the region as a whole once these carriers returned to their traditional trade routes.

18. The question of the level of infrastructure being put into place was also discussed. It was noted that many small territories were investing in international air and sea port facilities with scant resources for their maintenance, since they were not prepared to forego the glamour of these facilities. Many did not recognize that they might be underutilized and therefore non-viable once constructed.

19. Numerous examples from the discussion placed emphasis on the need for integrated planning and a recognition of the linkages between the various sectors. The relationships between land use policy, industrial development strategy, and transportation policy was highlighted, as well as the social demand for transportation. It was concluded that transportation should be seen as one element in the input-output analysis and not as an end product itself.

PRIORITIES FOR THE FUTURE WORK PROGRAMME

20. The issue of the trade-offs between expenditure on road maintenance versus road expansion was selected as a priority area in the discussions on Highways and Secondary Road Systems. It was agreed that while the need for new roads to expand productive capacity was real, focus now needed to be placed on the maintenance and preservation of the existing road stock. A number of elements were selected for attention.

- (a) It was recognized that the techniques for managing the maintenance of a complex road system were in short supply. Measures would need to be taken to upgrade the skills of the personnel currently involved in managing that activity;
- (b) There was the need to educate the public as well as the policy makers of the importance of regular road main-

tenance and of the enormous though disguised cost of maintenance foregone. In this regard mention was also made of the importance of drainage and of keeping drains clean;

(c) There was a need for effective training of road maintenance personnel. Often new technologies were used in road construction, without a transfer of the techniques for maintaining such roads.

21. Urban Area Traffic Management was also selected as a promising area upon which Caribbean countries could focus since with relatively small outlays of capital significant increases in the efficient utilization of the road system could be obtained. At the same time, it was noted that a more consistent enforcement of existing road legislation would significantly increase traffic flows and safety, at no significant cost.

22. Urban Transport Planning in the Caribbean presented a challenge, as it usually required a large body of data. Methods would need to be developed which maintained some discipline but could work with limited data. It was noted that training in this area was minimal and the only University course in Transport Economics in the region had now been discontinued. While good courses existed in transport project preparation and analysis, the complementary elements of transport policy and demand forecasting were not currently available. It was suggested that the World Bank Economic Development Institute might have this capability although it should be adapted to solving specific problems in the Caribbean context, if a course was contemplated.

23. Public Transport Policy discussion had tended in the past to focus on the Enterprise. It was important first to focus on the needs to be satisfied and at a later stage to focus on the structures that were needed. The question of the efficiency of Public Enterprises was also raised, particularly where the element of subsidies to consumers was not clearly identified. Moreover, public transport was often regarded as low income transport and that, often, in turn conditioned its quality. The importance of the role of the private sector in public transportation and of the possible mixes between private/public sector participation was also stressed.

24. It was noted that the question of internal freight transportation, particularly for small food producers, tended to be accorded a low priority

in the region. In the past it had been linked with the movement of passengers. It was nevertheless a major factor in the production process which should not continue to be treated as a residual.

Changing technologies regarding the movement of passengers often affected the small producer adversely and new ways would need to be found to assist him either to move his produce to the market place more easily, cheaply and quickly, or to devise marketing systems that would separate the tasks of production and marketing entirely.

Port and Maritime

25. Focus was placed on the schooner fleet for moving interregional produce. It was noted that while elaborate container port facilities had been developed in a number of countries, the bulk of freight was still moving by schooner, despite the fact that these facilities had been reduced. It was noted that small scale shipping such as the schooner would continue to have applicability in the islands into the future and new technologies would need to be evaluated to make these more efficient.

26. It was also noted that decisions needed to be taken to rationalize port development in the region but that before this would be acceptable, mechanisms would need to be put into place to rationalize cost structures and ensure that some consumers were not penalised by transportation costs.

27. The development of container ports and the increasing use of containers made it necessary to develop local skills in container repair and the ancillary skills of operating a container port, generally.

Airports and Civil Aviation

28. The issues of travel demand forecasting was seen as crucial for other aspects of the sector such as the planning of airport/airline facilities and the fleet requirements and route structures for regional airlines. The issue arose, however, of the need to develop appropriate methodologies where there was a shortage of data. In this regard

the matter of training the appropriate personnel was also stressed.

29. The environmental impact of airports was discussed. Two trends were noted. The tendency to locate airports closer to urban centres in order to provide easier access; and, the phenomenon of urban sprawl which tended to allow residential accommodation to encroach on areas adjacent to airports. In order to forestall future social and safety problems, careful zoning laws would need to be developed to ensure that only appropriate activities were located adjacent to airports.

Plan and Programme Development in Transportation

30. The Consultant presented the section of his report dealing with plan and programme development in Transportation. He placed emphasis on the Technical Management and Implementation requirements of the plan stressing the importance of providing certain essential inputs if the plan is to succeed. The view was expressed that plans remained largely unimplemented because these prior conditions were not met.

31. One such condition which was emphasized was the planning of the Planning Process itself. Some of the specific requirements outlined were:

(a) Technical Requirements:

- Consistent project evaluation criteria;
- Systematic inclusion of many criteria;
- Sensitivity analysis;
- Alternative Project Designs;
- Budget constraints and project timing;
- Project interdependencies.

(b) Management Requirements:

- Multi-year time perspective;
- One year programme monitor and review cycle;
- Programme documentation;
- Flexible computer software environment.

(c) Implementation Requirements:

- Involvement of all agencies with planning and implementation responsibilities;

- Understandable and realistic objectives;
- Incremental strategy;
- Mechanism for adaptation.

32. In addition to the elements outlined above, the impact that the plan could have on revenues needed to be carefully quantified, as well as the legal and institutional factors, including habits, which if not resolved could inhibit implementation.

33. The need for the creation of transportation planning units in those countries which did not yet have them was expressed. It was nevertheless felt that the elements outlined in this segment of the programme were useful for all governments, even where planning units existed. The proposals were therefore commended to the respective CDCC governments for their consideration.

34. The question also arose as to whether assistance could be provided by ECLA to establish transportation planning units where they did not exist. It was outlined that assistance could be provided in a number of ways but two mechanisms had proved to be useful in the past, as follows:

- (a) The commissioning of a study or report on an issue of common interest to various governments;
- (b) The facilitation of a technical co-operation effort by Caribbean countries. This might take the form of identifying an expert in country A to do a task in Country B where the required expertise was lacking. The expert might at the same time train counterparts. ECLA might pay the cost of travel and per diem to facilitate the move if Country B would agree to continue to pay his salary while on assignment.

Institutional Arrangements

35. It was agreed that some permanent institutional arrangements should be put into place to foster and sustain transportation planning activities in the Caribbean. Whatever institutions were devised should

include a multi-modal approach, be continuous in their operation, and be strongly linked with ongoing action.

36. In this context a Multi-modal Transport Research Unit was proposed that would link its activities to the Transport Planners Group and which would be serviced by the CDCC Secretariat. It was stated that the sector of the University dealing with Transportation Economics was a natural focal point for the Multi-modal Transportation Research Unit (MTRU), and that once that Department was revitalized work might begin on the investigation of issues identified as priorities by the Transport Planners Group.

Summary and Recommendations

37. The Working Group in Transportation Planning took note of the following factors:

- Transportation planning in the Caribbean region is a relatively new concern of policy makers and researchers.
- Transportation planning is taking place without a clear specification of the macro-economic role of the transportation sector in the development process.
- Transportation decision making in the Region has been on an ad hoc incremental basis resulting in an uncoordinated set of activities at both the research and implementation levels. Activities reflect more the priority of external institutions than the requirements of the regional and national economies.
- The demand for transportation facilities and services in the future is likely to grow at an increasing rate imposing pressure on the existing transport system, so much so, that transportation may well impede the integration and development efforts in the region.
- The development of an integrated and unified transport system for the region requires a reorientation in the environment towards a multimodal, interdisciplinary and integrative approach to transportation planning and decision making.

- The existing Transport institutions in the Region do not encourage the matching of research and implementation priorities to a regional transportation policy. There are no institutions vested with the responsibility to develop a comprehensive research programme for the Region's transport economy or to encourage the development of national transportation plans.

38. In conclusion the Meeting agreed:

(i) That the Transport Planners Working Group, established under authority of the CDCC Ministers should have the following terms of reference:

- (a) Act as a focal point for transport research activities in the Region;
- (b) Agree on a Work Programme in Transportation for the CDCC Secretariat and for the MTRU;
- (c) Encourage the development of National Transportation Plans in the CDCC countries;
- (d) Set priorities for the Multimodal Transport Research Unit and encourage the development of a transportation system that will deepen the integration process in the Region.

(ii) That a Multimodal Transport Research Unit (MTRU) be established as a permanent Research Institution in association with the Regional Universities. The MTRU will overview an integrative research effort in air/airport, port/maritime and national transportation plans and encourage continuous research in transport.

(iii) That the composition of the Transport Planning Group be wide-based at the modal, activity and interdisciplinary levels. Participants may be chosen from all regional institutions which may have an interest in transportation whether it be at the research, financing or operating level. These may include international

agencies, governments' Central and Sectoral Planning Units, universities, other research institutions and transport operators.

(iv) That a research programme as outlined in Annex IV attached form the basis for the development of a detailed work programme for the Multimodal Transport Research Unit. It was also agreed, that it might initially be established within the framework of an appropriate existing regional institution to minimize delay in implementation.

(v) That a Transport Planners course be organised for professionals engaged in Transport Planning with a view to encouraging a multimodal approach to planning and to upgrade personnel with techniques for transportation analysis.

(vi) That all CDCC countries be encouraged to incorporate (where it does not exist) multi-modal transport research functions in the most appropriate planning agencies in their respective countries. The recognition of this function may encourage basic research in transportation analysis.

(vii) That CDCC countries be encouraged to formulate, develop and implement national transportation plans, utilizing an integrative multimodal approach to transport planning. In the process, specific projects must be identified for implementation. The Transport Planning Group and the Multimodal Transport Research Unit may assist in this area by conducting Seminars/Courses and identifying areas for applied research, e.g. area licensing schemes, staging of new investment, inter-modal trade-offs, etc.

(viii) That a comprehensive study on Proposed, Projected and Anticipated Transport Investment of as many CDCC countries as possible be undertaken with a view to assessing the existing state of affairs and the prospects for a co-ordinated investment programme in the region. Since transport investment is not easily reversible and has "locked-in" features, such a study must be periodically updated. For policy purposes this study must be carried out at a reasonable level of disaggregation.

(ix) That each CDCC country be encouraged to prepare a list of transport projects which it may wish to initiate, whether at the research, implementation or policy level. These projects must be derived from an assessment of the current transport problems and after an evaluation of

1. The first part of the document discusses the importance of maintaining accurate records for all transactions.

2. It is essential to ensure that all data is entered correctly and consistently.

3. Regular audits should be conducted to verify the accuracy of the information.

4. Any discrepancies should be investigated and corrected immediately.

5. The final section provides a summary of the key findings and recommendations.

6. It is recommended that these procedures be followed strictly to ensure compliance.

7. The document concludes with a statement of approval and the date of issuance.

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LIST OF DOCUMENTS

<u>Document Number</u>	<u>Title</u>
CDCC/PWG:T/82/1	Draft of Provisional Agenda and List of Documents
CDCC/PWG:T/82/2	Background and Mandate of <u>Ad Hoc</u> Working Group on Transportation Planning
CDCC/PWG:T/82/3	Consultant's report entitled: "An Agenda for Transportation Planning in the Caribbean"
CDCC/PWG:T/82/3 Add. 1	Comments and Suggestions concerning the "Report on an Agenda for Transportation Planning in the Caribbean", submitted by the Transport and Communications Division of CEPAL, Santiago
CDCC/PWG:T/82/4	Draft Future Work Programme for the <u>Ad Hoc</u> Working Group on Transportation Planning

Section 10

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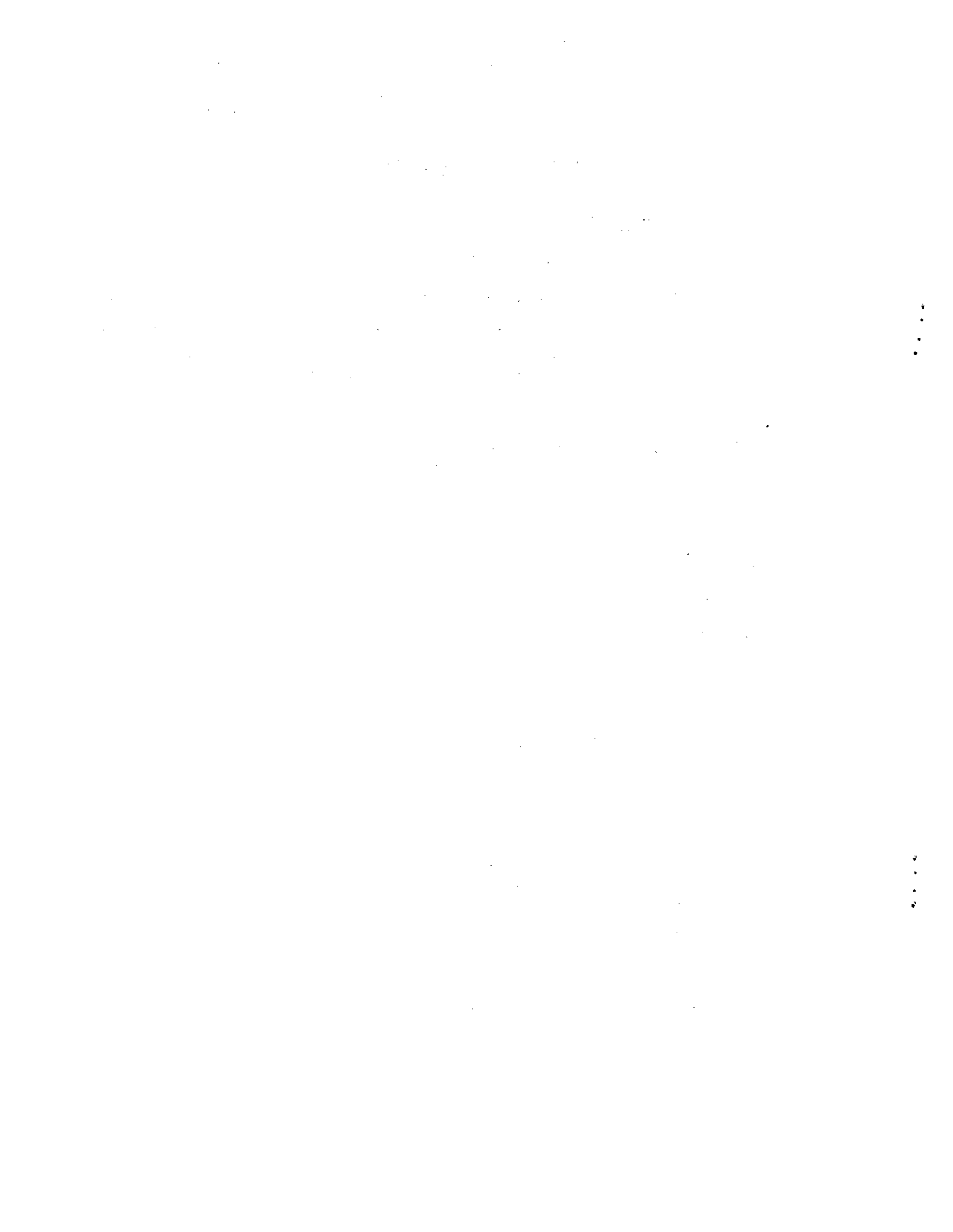
SCHEDULE OF ACTIVITIES

Monday 15 November 1982

9.00-9.15AM	Registration
9.15-10.00AM	Welcoming Remarks - Dr. John Spence, Director, ECLA Work Programme in Transportation - Mr. P. Wickenden Work Programme in Planning and Organizational Arrangements for Meeting - Mr. T. Harker
10.00-10.30AM	COFFEE BREAK
10.30AM-12.30PM	Introduction to main paper "An Agenda for Transport Planning in the Caribbean" - Mr. Winston Dookeran Discussion
12.30-2.00PM	LUNCH
2.00-3.00PM	Discussion
3.00-3.30PM	TEA
3.30-5.00PM	Discussion

Tuesday 16 November 1982

9.00-10.00AM	Discussion and Allocation of Priorities for Future Work Programme
10.00-10.30AM	COFFEE BREAK
10.30AM-12.30PM	Discussion
12.30-2.00PM	LUNCH
2.00-3.00PM	Discussion
3.00-3.30PM	TEA
3.30-5.00PM	Approval of Report



PRIORITIES FOR FUTURE ACTION

1. Road maintenance versus capital expansion, an evaluation of investment priorities and institutional mechanisms.
2. Traffic management techniques as a cost effective tool for reducing traffic congestion in Caribbean Urban Centres - an evaluation of some existing techniques
3. An evaluation of Alternative Public Transportation Policies in selected Urban Centres in the Caribbean.
4. "Transporting indigenous farm produce from the farm to the Regional Market" - an exploration of future options.

The study might be in two parts, the first focussing on the stage from the farm to the local market or port, with the second focussing on movement from the port via the schooner fleet to the regional destination. For the purposes of the study the Windward and Leeward Islands chain and perhaps Guyana could be regarded as one integral production/marketing unit. The study would therefore evaluate the transportation possibilities available within that context. The issues identified in paragraphs 24 and 25 are thus integrated into one project.

5. Cost-effective container repair in the Eastern Caribbean - an evaluation of the preconditions and necessary facilities.
6. It was agreed that as a CARICOM study group had been appointed to look into the outstanding issues relating to the regional airlines and report back to governments, further action on the area outlined in paragraph 28 should await their report.
7. The question of the environmental impact of airports was one of interest not only to transport planners but to the physical and regional planning working group as well. It was considered worthwhile to prepare a joint project in conjunction with both working groups.

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