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08087.

Distr. LIMITED

UNIDO/IOD.166/Rev.1 17 March 1978

**ENGLISH** 

ORIGINAL: FRENCH

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

# REGIONAL JOINT CONSULTATION ON MANAGEMENT OF PUBLIC INDUSTRIAL ENTERPRISES IN AFRICA

29 JUN 1978

Report of the meeting held at Dakar from 8 to 16 February 1978

#### EXPLANATORY NOTES

## The following abbreviations have been used:

ACCT Agency for Technical and Cultural Co-operation BOM Office for Organization and Methods CAFRAD African Centre for Training and Research in Administration and Development ECA Economic Commission for Africa ECOWAS Economic Community of West African States UNCTAD United Nations Conference on Trade and Development ILO International Labour Organisation UNDP United Nations Development Programme

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#### INTRODUCTION

A Regional Joint Consultation on Management of Public Industrial Enterprises in Africa was held at Dakar, Senegal, from 8 to 16 February 1978. The consultation was organized by the United Nations Industrial Development Organization (UNIDO) in co-operation with the Government of the Republic of Senegal through the Office for Organization and Methods (BCM).

The purpose of the Consultation was:

- To consider important aspects of organization and management of public enterprises in Africa;
- To consider the results of efforts undertaken in Africa to solve management problems, with exchanges of views;
- To identify and consider areas in which national efforts as well as the work on the African continent of international organizations, in particular those of regional nature, should be strengthened in order to better develop, utilize and spread the management expertise of nationals and self-reliance in African countries in this field.

The Consultation was above all intended to help UNIDO gain a better understanding of the management needs and problems of industrial enterprises in the public sector in Africa in order to enable it to improve its programmes and projects for assistance to African countries and to design new ones.

The Consultation was attended by participants from 19 African countries and observers representing the International Labour Organisation (ILO), the Economic Commission for Africa (ECA), the African Centre for Training and Research in Administration and Development (CAFRAD), the Agency for Technical and Cultural Cooperation (ACCT) and the Economic Community of West African States (ECOWAS). The list of participants is contained in annex I. The titles of the papers presented are listed in annex II.

The Consultation was a follow-up to the Joint Consultation on the Promotion of Industrial Management Clinics for the Least Developed countries of Africa sponsored by UNIDO and held at Kampala, Uganda, in December 1975.

In the course of UNIDO's contacts in 1977 with Governments and regional organizations such as ECA and CAFRAD, it became evident that African countries have a keen interest in increasing the output of industrial enterprises in the public sector, and this was the subject of discussions at the present Consultation. UNIDO should assist in the achievement of the goals of the Lima Declaration and in particular of the measures provided for by the Plan of Action with a view to increasing the output of enterprises by introducing efficient management systems and techniques.

#### CONCLUSIONS AND RECOMMENDATIONS

# Continuing training in public enterprise management: methods and means

- 1. A continuing training unit should be established within each enterprise, responsible for following up the diagnoses of the workshops and departments of the enterprise.
- 2. Each country should have a body responsible for continuing training.
- 3. When holding seminars and/or advanced training courses, use should be made wherever possible of local specialists who better understand the management problems of their enterprises.
- 4. It is necessary to train trainers using national and regional organizations, with financial support from international organizations (training fellowships).
- 5. The organization of regional meetings should be encouraged to further an exchange of experience in management on the basis of concrete examples, so as to ensure that the lessons of these experiences can be usefully applied.
- 6. Courses should be organized by international organizations with exchanges of participants among countries so as to break down language barriers and spread as widely as possible management experiences and approaches typical of each language area.
- 7. African countries and training institutions should constantly keep CAFRAD, ECA, the ILO and UNIDO informed about training needs for trainers to make the latter well prepared to carry out their task.
- 8. Training must be seen as part of a staff development programme.

  Staff development comprises staff recruitment, development and further training.

  Policies in these areas must reinforce one another.
- 9. Training of public enterprise managers must be done within the enterprise and supplemented by external training programmes. Training must be practice—oriented and based on specific needs.

# The role of the State in the management of public enterprises and mixed companies

In order to play a full part in the management of public enterprises and mixed companies, the State should:

- 1. Establish a national consultancy structure capable of diagnosing the enterprise, suggest a strategy for rehabilitation and supervise the implementation of recommendations. This structure should be flexible and highly operational.
- 2. Ensure that the supervising body can exercise its functions correctly, thanks to its grasp of the realities of industry and that it does not attempt to take over the functions of management.
- 3. Clearly define the demarcation of responsibilities between the supervising body and the enterprise management, while placing the fullest confidence in the enterprise management and allowing it a maximum of autonomy.
- 4. Adapt control over public enterprises and mixed companies to specific conditions without losing sight of the necessary evolution towards a posteriori control. This control should tend to become a "follow up" operation.
- 5. Ensure that there is co-ordination of planning between the supervising authority and the management of public enterprises and mixed companies at the time when the objectives and tasks to be assigned to them are being determined.
- 6. Facilitate State control by the use of data processing systems. In this context, UNIDO should assist countries at their request, in establishing data processing systems adapted to their needs.
- 7. International organizations such as UNIDO, UNDP, the TLO and African regional organizations (ECA, CAFRAD), should make an inventory of experiences in different countries on the subject of the management of public enterprises and mixed companies in order to facilitate exchanges of experiences.

8. Some African countries have had experience with efficient methods for improving public enterprise management, consisting for example, in appointing qualified and competent persons to the boards of directors of enterprises and mixed companies. The experience of the Office for Organization and Methods (BOM) in Senegal also provides an example. The Office organizes training and consultancy services in public enterprises and mixed companies and advises the Government on its policy with respect to the semi-public sector. Its attachment to the Office of the President of the Republic enhances its role even more.

## Association between national and foreign capital

All African countries where joint ventures exist had repeatedly expressed the will to africanize managerial posts. The management of such enterprises should therefore tend to evolve in that direction. The meeting discussed this issue at length and sought to define practical ways and means for achieving the desired result without impairing the enterprises competitiveness, and finally adopted the following recommendations:

- 1. Africanization of managerial posts must be planned in detail, taking into account the necessity of enterprise balance and growth.
- 2. Enterprises involved in joint ventures must make available the necessary means for training nationals to a level where they will be able to take over managerial posts from expatriate staff. These means could be supplemented by assistance from the State or from international and regional organizations (e.g. through fellowships).
- 3. Special attention must be paid to capital formation and its orientation towards the directly productive sectors in accordance with national development objectives. Furthermore a critical study should be made of intervention by foreign capital, the different forms it takes, its limits and effects. In this context, UNIDO could play a co-ordinating role.
- 4. In order to make possible the participation of nationals in the managements of industrial enterprises it is recommended that in the case of the setting up of a joint-venture or establishment of a new industrial unit by a foreign company, it should be stipulated in the contract that nationals should be trained according to a certain time-table.

## Management of African enterprises with a view to exports

Because African countries have long been supplied with consumer goods from abroad, they are not very much oriented towards export. That is why new exporting industries should be provided with assistance, especially when they are manufacturing processed goods for export.

1. The meeting discussed ways and means for providing such special assistance and recommended that UNIDO, in collaboration with the UNCTAD/GATT Centre and FAO, should furnish assistance to the African countries, particularly in the following ways:

By participating in the establishment of national foreign trade centres responsible for:

- Collecting information on legislation and trade practices in potential customer countries;
- Drafting internal regulations designed to facilitate exports;
- Carrying out market surveys relating to exports (quality of products for which there is a demand, prices, distribution networks, special requirements of customers, etc.);
- Assisting exporting firms to participate in fairs and exhibitions held abroad;
- Informing and aiding the State so as to facilitate the Government's negotiations with foreign countries.

By providing fellowships and training in management studies for employees working directly under managing directors of industrial enterprises;

By organizing market survey trips.

- 2. The meeting further recommended that African States:
  - Develop the plans already agreed upon by a number of African countries jointly to establish industrial enterprises (or public enterprises engaging in joint ventures);
  - Establish or improve African inter-State associations for promoting trade across their frontiers;
  - Carry out systematic studies (possibly with the assistance of regional organizations) with a view to discovering which products now imported from countries outside the continent could be replaced by imports from other African countries.

3. African Governments and international organizations should promote intra-African trade in order to reduce economic dependence on other countries. The present trade system is not appropriate for the African countries. In this regard, the following regional institutions have been set up:

The African Trade Center, Addis Ababa, Ethiopia;
The African Trade Promotion Organization, Tangier, Morocco;
The proposed African Purchasing and Supplies Organization (under ECA), Addis Ababa, Ethiopia.

# Establishment or expansion of industrial enterprises and launching of new products

- 1. It was recommended that, before taking over any enterprises, the State should ensure that a thorough inspection and evaluation of its equipment, a precise evaluation of its financial situation, an appraisal of its management and an assessment of its market and of the future prospects of the sector to which it belongs are made. The State should also insist that the private owners not undertake certain types of action, especially concerning finances or staff, during the transitional period.
- 2. It was recommended that establishment or expansion projects should be prepared and carried out with the utmost care and that the following should be provided for: the necessary market surveys; proper conditions for the supply of raw materials; proper conditions for the procurement of equipment; sources of financing; the installation of adequate, suitable and operational equipment; supervision of the construction and starting-up of the unit; a study of the administrative and technical organization of the unit to be established; training at all levels for staff responsible for running and managing the enterprise.
- 3. It was recommended that the State should furnish technical, financial and manpower assistance to small and medium-sized enterprises so as to enable them to expand their activities and increase their contributions to national development. Experience has shown that, in practice, the establishment of special bodies for promotion, financing and supervision has led to some very positive results.

4. In view of the fact none of the countries concerned can always provide all the necessary skilled staff to carry out all activities themselves, the international and regional organizations should put at the disposal of these countries, whenever possible, experts capable of providing competent advice on the planned project, preferably recruited from African countries having features similar to those of the country requesting assistance. The publication by UNIDO of a guide to the drafting and implementation of equitable contracts for the transfer of competence in fields considered to be important for African industries (management, technology, finance, know-how, etc.) would be highly desirable.

#### General recommendation

In view of the information provided by the different participants at the Dakar Consultation, it was recommended that each country be asked to define the areas in which it felt competent to offer assistance to other African countries based on its own experience.

UNIDO, for its part, should take the necessary steps to obtain replies and investigate how to bring about an operational exchange of experiences. For this purpose, as a direct follow-up of the present conference, it was recommended that UNIDO should study the possibility of inviting delegates of certain African countries to Vienna to discuss the possibility of instituting active and permanent co-operation among developing countries, using existing structures and institutions.

## I. ORGANIZATION OF THE CONSULTATION

The Joint Consultation on Management of Public Industrial Enterprises in Africa was conducted at the conference centre of the Ministry of Foreign Affairs of Senegal from 8 to 16 February 1978. It was opened with welcoming speeches by Mr. Amadou Ly, Senegalese Minister of Establishments, Labour and Employment, Mr. Bertin Borna, UNDP Resident Representative and Mr. Almamy Sylla, Director of the Division of Conference Services, Public Information and External Relations of UNIDO, on behalf of the Executive Director of UNIDO. The opening statements stressed that improvement in the quality of the management of public industrial enterprises in developing countries as well as the adaptation of effective management systems and techniques, should contribute to achieving the goals of the Lima Declaration, i.e. the establishment of a New International Economic Order and achievement of economic self-reliance by the African countries.

All the African Governments are already playing an important part in the creation of large industrial production or service units and, thus, in their management. However, a number of public enterprises show significant deficits in their operations, one of the most frequent causes of which lies in inappropriate management. Therefore, management problems are very critical and are a cause for concern in all African countries. The wish was expressed that information on successful experiences should be disseminated throughout the continent with the help of UNIDO and regional organizations.

At the opening meeting, the following officers were elected:

- Mr. André Sonki (Senegal), Chairman,
- Mr. Kambere Kamate (Zaire), first vice-chairman,
- Mr. Richard Onyango (Kenya), second vice-chairman,
- Mr. Ousmane Diène (Senegal), general rapporteur,
- Mr. Abdelouajed Dassouli (Morocco), rapporteur,
- Mr. Ardo Bouba (Cameroon), rapporteur,
- Mr. Perelet (UNIDO), officer in charge of organizing the Consultation.

The working languages of the Consultation were French and English, with provision for simultaneous interpretation.

At the final meeting, the report and recommendations were adopted. The Consultation was closed by Mr. Louis Alexandrenne, the Minister for Industrial Development and the Environment of Senegal, who stressed the importance of the work remaining to be done by UNIDO and African regional organizations to follow up the conclusions of the Consultation and by African Governments to ensure that the recommendations adopted were implemented.

#### II. DISCUSSION OF THEMES

## Continuing training in public enterprise management: methods and means

The importance of continuing training in all fields, and especially in management, was stressed.

A humber of questions were considered by the participants, e.g.:

- The need for continuing training, both within industrial enterprises and within management consultancy organizations;
- The impact of continuing training on the development of enterprises;
- Ways and means of providing such training at every level within public industrial enterprises (from workshop to general management).

However, training presupposed full knowledge of the enterprise, especially its precise objectives (profit-making, social aspect, production), its potential and development prospects as well as requirements for achieving that potential.

That is why, before launching any continuing training programme, it was necessary:

- To make a diagnosis of the enterprise for the purpose of pinpointing and localizing its strengths and weaknesses;
- To determine its resources and manpower requirements;
- To establish career plans for each enterprise officer.

A review of the activities of the two Senegalese organizations, the National Company for Industrial Studies and Promotion (SONEPI) and the Office for Organization and Methods (BOM), gave participants an opportunity to gain practical knowledge of the application of these principles.

It also became apparent that a vital aspect of continuing training policy in public enterprises was the training of African trainers, who would be in charge of ensuring the practical application of these principles in their respective countries (diagnosis and follow-up).

Different methods (which could be used cumulatively) could be applied to continuing training:

- The organization of on-the-spot consciousness-raising seminars. Here, the competent local authorities, both in the enterprise and in the country concerned, should be fully utilized before calling on outside assistance. The competent authorities at the national or possibly regional level were the best equipped to take into account local constraints;
- The organization of advanced training courses for trainers in countries to be selected in agreement with UNIDO, CAFRAD, ECA, the ILO and ACCT after the conference;
- The establishment at the national level of a structure responsible for continuing training, possibly with the assistance of UNIDO and other international organizations;
- The organization of courses at universities, in management consultancy organizations and in enterprises abroad, preferably in other African countries:
- Encouragement of the holding of periodic regional meetings for the purpose of exchanging experiences in the field of enterprise management in Africa.

The following points were included in the recommendations made concerning methods:

- (a) Management training programmes should be very flexible, capable of being adapted to different types of public enterprises;
- (b) As far as possible, the training should be financed by the public enterprise benefited;
- (a) No diagnosis should be made without certainty that it would be followed up by training;
- (d) Continuing management training within public industrial enterprises should be established at every level, from the workshop to the general management. Such training should be subject to periodic internal control, with a view to determining any changes made necessary by the development of the enterprise;
- (e) Training programmes should be established in collaboration with the management of public enterprises and their colleagues (identification of requirements, means, structures);
- (f) Continuing training must go hand—in—hand with improvements in the situation of staff members, so as to create a climate conducive to motivation and active participation.

# The role of the State in the management of public enterprises and mixed public/private companies

There had been an increase in the role played by the State and the public sector in industry in African countries.

State intervention took various forms, including advisory services, control, financial assistance and promotion assistance.

It was noted that many African countries had established national structures to implement these functions and controls.

#### Advisory services

The advisory aspect consisted of a series of studies and measures for, as far as possible, rehabilitating the structures subjected to diagnosis. In Senegal, for example, this role had been conferred on national consultancy bureaux, which had the advantage of being familiar with the environment in which they operated and the structures with which they dealt.

#### Control

The control aspect was part of State supervision of public enterprises and mixed companies. Consideration of control mechanisms prompted the participants to ask a number of questions. The following points of view emerged from the discussion of these questions:

Is it necessary to control public enterprises and mixed companies?

It was felt that this question had to be answered in the affirmative. In view of the resources which the State made available for establishing such structures, it was necessary to supervise their use. There were two main reasons for this:

- (a) The prime objective of such control was to ensure that the public enterprises and mixed companies pursued their aims in harmony with the policy laid down by the Government in the industrial sector concerned and in accordance with national development plans;
- (b) The State also should ensure that the financial transactions of such enterprises were carried out properly and that the results achieved corresponded to previously established programmes (production, trade policy).

What enterprises should be controlled?

Control was necessary whenever:

- A State enterprise provided a public service;
- A mixed private/public company was in an absolute or virtual monopoly position;
- Mixed companies or public enterprises showed persistent deficits.

The frequency and scope of such controls would naturally depend on the results achieved by the enterprises.

How should the control be carried out?

There were no universally applicable methods of exercising such control. Each country had to work out its own means and methods, taking into account local conditions. Nevertheless, it must be possible to identify control elements.

- (a) Concerning the tasks and objectives assigned to an enterprise, strategic control should be sufficient. The control body would merely ensure that the activities of the enterprise conformed to the economic and social policy defined by the Government;
- (b) Concerning the results achieved by the enterprise or the mixed company, the control would be comprehensive and would include verifying whether the results achieved by the public enterprise or mixed company corresponded to previously determined objectives;
- (c) Control could also apply a priori to the operations of the public enterprise or mixed company.

#### Association between national and foreign capital

Developing countries were currently engaged in an economic and social process through which they were attempting to achieve maximum independence. However, these countries might sometimes possess neither the required capital nor the necessary know-how and were therefore in practice obliged to enter into association with foreign enterprises. This type of association between national and foreign capital should lead to a transfer of technology and know-how for the benefit of managers and employees in the host country. A will to africanize the management must therefore be shared from the very outset of

the association by the parties to the joint venture, and this africanization must be very carefully planned as to the types of posts to be affected, the kinds of training to be given and the dates and deadlines fixed.

Enterprises involved in this type of association must make available the necessary means for training nationals to be able to take over managerial posts from expatriate staff. Should these means appear to be beyond the resources of the enterprise, the State or international or regional organizations might make a financial contribution (organization of training courses, granting of fellowships, etc.).

Conceptual errors occurring in both the formulation and implementation of investment plans and in management could be caused by either internal or external factors. While internal errors could be remedied, for example, through improved organization and management, in the case of external causes, prevention might be thought better than cure. That was why, pending the adoption of a code of conduct by organizations and enterprises in the industrialized countries supplying equipment and know-how, wide dissemination through UNIDO and regional organizations of information on those conceptual errors which might be attributed to suppliers in industrialized countries, would be advisable.

## The management of public enterprises with a view to imports

The industrialization of the developing countries depended on growth of their trade and in particular, of their exports. Very often, however, these countries were faced with problems made all the more difficult to solve by the world economic situation and the great instability of the world market. In this connexion, a distinction should be made between problems which the enterprises themselves could solve and those which required action by the State. The problem inherent in the enterprise itself related primarily to management. In order to be able to export, enterprises must achieve results in terms of both prices and quality, equal to or better than those achieved by their competitors.

From this it followed that there were a number of preconditions applicable to both public and private enterprises:

- The management of these interprises must consist of dynamic persons who were thoroughly familiar with international marketing techniques;
- Production and sales objectaves must be clearly defined;
- The organization must be flexible, making it possible to cope with unexpected demands;
- There must be permanent control of production, with a constant view to achieving economies (cost accounting);
- The enterprise must apply an aggressive commercial policy in potential customer markets.

The State, too, had an important role to play in support of the activities of these exporting enterprises:

- By granting tax concessions and introducing simple supply procedures for enterprises (raw materials, equipment and semi-finished industrial products) and preferential financing;
- By participating in international trade events (fairs and exhibitions):
- By systematically collecting information on foreign regulations;
- By negotiating trade agreements especially necessary for Africa in order to promote inter-State trade (at present clearly inadequate);
- By negotiating with other countries for the establishment of complementary industries and preferential customs agreements.

All these tasks appeared to be facilitated by the existence of national foreign trade promotion bodies.

# Establishment or expansion of industrial enterprises and the launching of new products

In most African countries, State action aimed at promoting industry was of very great importance. State intervention in the industrial sector might take several different forms. Quite apart from measures to promote and stimulate industry, the State often participated in industrial activities:

- → Fither by acquiring some of or all the capital in already existing enterprises for the purpose of controlling certain activities considered essential for the economy of the country;
- Or by establishing industrial enterprises, thus contributing to the growth of industrial output, especially in highly capital-intensive sectors or sectors with a low rate of return but with a significant indirect effect on the economy;

- Or else by intervening in small and medium-sized enterprises with a view to rendering more dynamic the national private sector, which is sometimes not very active owing to lack of technical, financial and manpower resources, etc.

In the case of each of these forms of intervention, the countries of Africa had had both successes and failures.

Apart from activities in which the predominant reasons for State intervention were social or general economic considerations, and profitability was of secondary importance, the main causes of some failures had been:

- (a) Capital in some enterprises was acquired, taking into account, it was true, their importance and impact, but with some tendency to ignore their financial situation at the time of acquisition and their management and supervision at the time of transition. This caused an imbalance which it was difficult to redress, especially if the partner was not very fair.
- (b) Where units were established or expanded, the feasibility studies had sometimes not been very well executed. However, if the preconditions for success were not guaranteed, the units might suffer the consequences over a long period of time.
- (c) The pre-conditions for establishing certain units were not always as rigorously applied as necessary and it was, of course, difficult and costly to rehabilitate a unit which had started off badly.

### Annex I

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#### Annex II

#### PAPERS PRESENTED

Opening address by Mr. Amadou Ly, Minister of Establishments, Labour and Employment

Statement by Mr. Bertin Borna, UNDP Resident Representative at Dakar

Address by Mr. Almamy Sylla, Division Director of UNIDO

Continuing Training, by Mr. Togoun Acogny (UNIDO)

Presentation of the National Company for Industrial Studies and Promotion (SONEPI) by Mr. Faly Bâ, Director General of SONEPI

Presentation of the Office for Organization and Methods (BOM), by Mr. André Sonko, Director of BOM

Presentation of the Senegalese Association of Training (AFORS), by Mr. Léondre Reiff, Director of AFORS

Informatics in the Civil Service - The Experience of Senegal, by Mr. Lamine Dieye, Director of Data Processing

Minicomputers in Industrial Management, by Dr. Renat Perelet, Industrial Development Officer (UNIDO)

Continuing Training, by Mr. André Kergreis, Director of the University Institute of Technology (IUT)

Intervention by the Office for Organization and Methods: the Case of the Senegalese Company for the Utilization of Animal Resources (SERAS) by Mr. Mamadou Ndiaye, organizational adviser at BOM

The case of the Senegalese Company for the Utilization of Animal Resources (SERAS) by Dr. Abibou Ndac, President and General Director of SERAS

The Exercise of State Supervision, by Mr. Ousmane Diène, Organizational Adviser at BOM

Management Control, by Mr. Abdourahmane Fouré, President and General Director of the Cinematographic Import/Export Company (SIDEC)

Presentation of the Senegalese Taiba Phosphates Company (CSPT), by Mr. Mouhamadou Sy, General Director of CSPT

Training within the enterprise, by Mr. Penin, Director of Training at CSPT

Management Control, by Mr. Abdou Salam Ndiaye, Administrative and Financial Director of CSPT

Presentation of the Senegalese Decorative Arts Manufacturing Enterprise (MSAD), by Mr. Bocar Ly, Director of MSAD

Presentation of the Senegalese Clothing Industry Company (SIV), by Mr. Souleymane Mboup, General Director of SIV

The Senegalese Foreign Trade Centre (CSCE), by Mr. Mourtada Gueye, General Director of CSCE

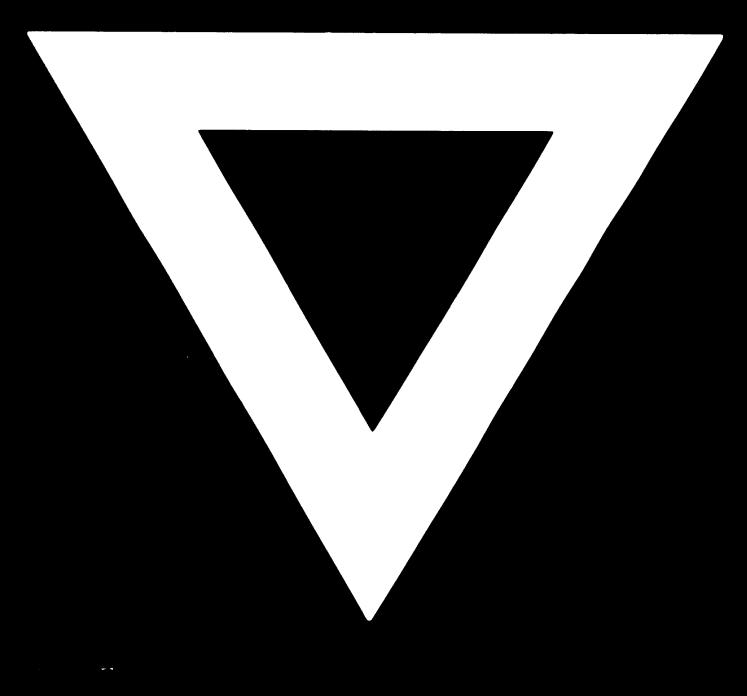
Presentation of the Senegalese Company of Associated Craftsmen (SSAA), by Mr. Boly Bâ, General Director

Information on the General Organization for Industrialization (GOFI), by Mr. Eng. A. Mehelmy, General Director of the Food Department (GOFI) (Egypt)

Presentation of the Senegalese Industrial Company for the Construction of Agricultural Equipment (SISCOMA), by Mr. Sidy Diop, General Director of SISCOMA

Improving the Financial Performance of the National Development Corporation of Tanzania, by Mr. C. C. Pearce, Tanzania

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