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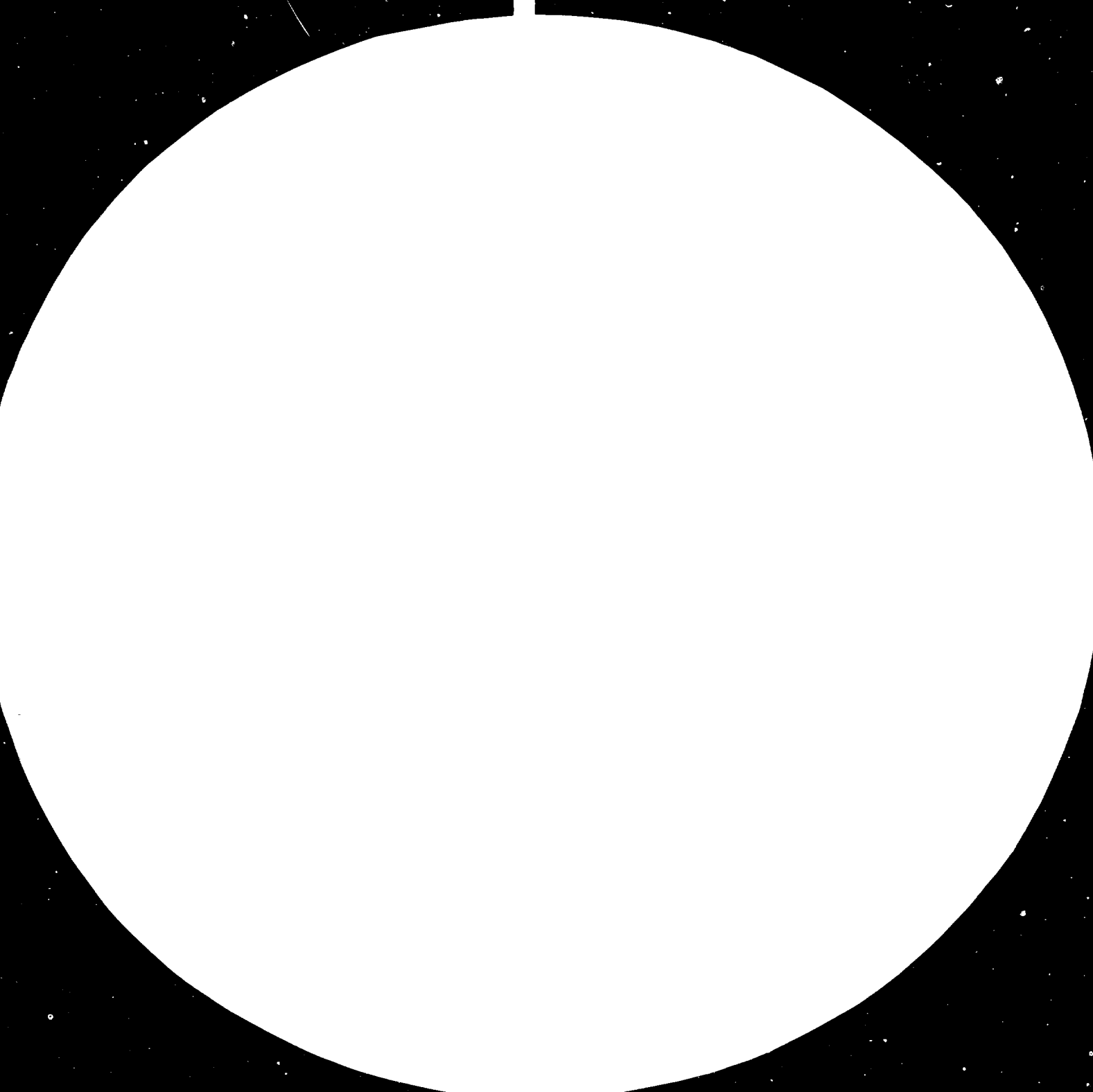
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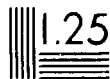
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PROPOSED UNIDO PROGRAMME OF ACTION BASED ON THE
LAGOS PLAN OF ACTION ^{*/}

by

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^{*/} This document has been translated from an unedited original.

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INTRODUCTION

A careful reading of document A/S-11/14 relating to the Lagos Plan of Action for the Implementation of the Monrovia Strategy for the Economic Development of Africa provides a striking indication of how well informed the Heads of State and Government of Africa are of the problems confronting the economic and social development of the member States of the Organization of African Unity (OAU).

Indeed, all the fundamental problems of development are dealt with in the document:

- Food and Agriculture;
- Industry;
- Natural Resources;
- Human Resources;
- Science and Technology;
- Trade and Finance, etc.

In other words, the document, translated into English, French and Arabic, represents a synthesis of all the regional and continental meetings at which the causes of African under-development and ways of overcoming it have been discussed over the past 20 years. One therefore wonders whether the Lagos Plan of Action will not remain one further document to be added to the numerous national, regional or continent-wide studies which have been carried out by organizations for co-operation, proposing solutions which are never implemented.

It is our opinion that unless the problems concerned are approached, not only in their economic, and above all their political and human, totality, we may continue to go round in circles for decades to come.

Reading the reports of international experts since Africa has achieved international sovereignty we see that everything has already been said over and over, that numerous feasibility studies are gathering dust in drawers and files in member States. Why should the course of events be changed, how can this be done and how should the process of the true economic and social development of the African countries be given a resolute start? Are there any practical solutions? If so, what are they? It is with the answers to these questions that we should like to concern ourselves in this study.

In doing so we shall examine in turn the underlying causes of this situation, the remedies and a specific programme for rectifying it.

CAUSES OF THE VICIOUS CIRCLE

Document A/S-11/14 has analysed all the causes to which our under-development has been attributed: colonization, slavery, lack of means, etc. We are accustomed to this sort of recital, which, although justified to a certain extent, serves only to make all valid solutions more inaccessible. The vicious circle must therefore be broken by taking account of other African realities which are either unknown or purposely ignored.

During the 20 years that Africa has been independent, a great deal has been achieved and it would be unfair and dishonest not to recognize this fact. The international community has not remained indifferent to our under-development and has proposed solutions which, from its standpoint, seem logical.

Now, what is under-development? If Africa is compared with the United States of America, Japan, the Soviet Union or France, it is patently under-developed, and the rich countries are right in proposing the solutions they so far have.

However, when we look at the true, traditional Africa, which never felt the effects of colonization or decolonization, or hardly felt them, we see a new dimension of the problem.

The Adjas on the banks of the Mono are quite content with their loincloths and machetes, as a Beninese song puts it. The Soumbas of the Atakora live in their strongholds, protected from invaders by their poison arrows, and content themselves with a leaf or a gourd with which to hide their nakedness. Both of these tribes live off their land which they cultivate according to traditions reaching back many centuries, and they would never have complained if their fellows in the towns and on the coast had not enticed them with a new vision of the world: the mirage of Europe and the United States. This means that African leaders should take account of these striking realities when drawing up their plans for economic and social development. The plans should make allowance for traditional attitudes and basic needs and seek to establish the most appropriate means for bringing about a gradual, harmonious transition from the stage of being a negligible quantity to that of being a factor to reckon with, taking into account our economic capacities and our human and natural resources. We shall revert to these aspects of the problem in the section of this study which proposes positive and practical solutions.

We can conclude from the outset that the fundamental causes of this vicious circle stem from the fact that Africans have never taken the time seriously to consider the realities of their problems but that, attracted by certain mirages and proposals from outside, they have embarked upon roads leading nowhere with consequences which may be even more catastrophic in the long run.

REMEDIES

It is an essential requisite of any proposed remedy that we should first try our own minds. This shows us that we are, in large part, the authors of our own ills.

No one can deny that slavery and colonization were ills from which humanity has suffered yet it is a matter of common knowledge that slavery was abolished by Victor Schoelcher as long ago as the middle of the nineteenth century. Furthermore, with the exception of only a few countries, Africa attained independence some 20 years ago, although its fortunes have since been mixed.

As regards countries formerly under French rule, it must be admitted that after the Brazzaville Conference in 1945, France opened the doors of her secondary schools and even universities, to her old colonies. Former officials were granted facilities to pursue their studies in France or elsewhere so that they could gain further knowledge and experience to cope with their new responsibilities. In 1960, some countries such as Senegal, Dahomey (now the People's Republic of Benin) and Madagascar, to mention only a few, possessed a capable managerial class, which, properly placed, could have provided these countries with the logistical support necessary for the management of their affairs. Unfortunately, as we know, personal ambitions and tribal or guerilla conflict resumed with renewed vigour, precipitating intellectuals and members of the managerial class into opposition to the Government and even landing them in prison. The new leaders have preferred to employ foreign technical assistance rather than turn to their own nationals. Those who have remained in their own countries are generally poorly paid and poorly treated, and this partly explains the African brain drain and the exodus of African manpower to the wealthy countries.

It is our view that the remedy consists in the creation of a reception system which would enable members of the managerial class to return to serve in their own countries. One of the possible solutions involves the development,

first of national, and then of inter-country, civil services within Africa, and the drafting of collective agreements for wage-earners and workers. As they would have no practical experience at international level, the young cadres concerned could initially receive the support of bilateral or international external technical assistance, under well planned agreements approved by the parties. It is at this point that UNIDO should extend assistance for the development of industries. But the assistance offered will have to be re-examined, in the light of new realities, taking account of the possibility that national cadres may possibly return to their respective countries.

It is essential that the old conception of development should be challenged, and a new development strategy evolved. We have specific proposals to make in this respect.

We may therefore conclude that the remedy to break this vicious circle lies essentially in the creation of adequate institutional structures which should make it possible for well-trained Africans to assume responsibility for their own continent, with enlightened co-operation from the international organizations and UNIDO in particular.

ROLE OF INTERNATIONAL ORGANIZATIONS

Historical survey and legal basis

It is perhaps worthwhile recalling that the United Nations Technical Assistance Programme is based on the United Nations Charter, Article 55 of which stipulates:

"With a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples, the United Nations shall promote ... higher standards of living, full employment, and conditions of economic and social progress and development ...".

During its first session in 1946 the General Assembly established a modest advisory social welfare services programme by resolution 52 (I), which was subsequently placed on a permanent footing by resolution 418 (V). A similar decision was taken in 1948 by resolution 200 (III), which instituted the first economic development programme. Programmes concerning

other fields were established by the General Assembly in subsequent years. These programmes are charged to the regular budget of the United Nations.

In 1949 United Nations Economic and Social Council resolution 222 (IX), which was approved by General Assembly resolution 304 (V), recommended the establishment of an expanded programme of technical assistance, financed by voluntary contributions of the States Members and assisted by the participating organizations.

There are therefore two technical assistance programmes for which the Secretary-General of the United Nations bears responsibility - the ordinary programme and that part of the expanded programme which falls within the organic competence of the United Nations, both of which are referred to as United Nations technical co-operation programmes. In addition, the United Nations performs the functions of executing agency for some United Nations Special Fund projects. The Fund, which was established in 1958 by General Assembly resolution 1240 (XIII), is financed, like the expanded programme, by the voluntary contributions of States Members. The aim of its activities is to expand the scope of the United Nations Technical Assistance Programme by furnishing systematic and continuing assistance in fields which are of vital importance for the integrated technical, economic and social development of the developing countries. The Fund was later given the name of United Nations Development Programme (UNDP), with an Administrator and deputies with responsibility for Africa, Europe, the Middle East, the Far East, Latin America, etc.

After this brief review of the origins and development of the United Nations Development Programme, let us examine the consequences and results of assistance for the developing countries and for Africa in particular.

To avoid becoming bogged down in tedious detail, we shall confine ourselves to UNIDO, referring to the other specialized agencies of the United Nations system as and when the need arises.

The United Nations Industrial Development Organization (UNIDO)
and African development

On 20 December 1965, the United Nations General Assembly resolved to establish the United Nations Industrial Development Organization (UNIDO) with a view to promoting industrial development and helping to accelerate

the industrialization of developing countries, particularly in the field of manufacturing. Set up as an organ of the General Assembly, UNIDO is to function as an autonomous organization within the United Nations. One of its basic tasks will be the co-ordination of the activities of the specialized agencies in the field of industrialization. ^{1/}

The principal organ of UNIDO is the Industrial Development Board, consisting of 45 members elected by the General Assembly. The responsibilities of the permanent Secretariat, headed by an Executive Director, lie in the fields of administration and research.

The aim of UNIDO

The aim of UNIDO is to promote and accelerate the industrialization of the developing countries, particularly in the manufacturing industries sector. The aims and objectives of the Organization were defined by General Assembly resolution 2152 (XXX) of 17 November 1966 and Industrial Development Board resolution 1 (I) and involve, inter alia, the following activities:

1. Assistance in the carrying out of surveys of industrial development possibilities, in the formulation of industrial development plans and programmes and in the preparation of pre-investment and feasibility studies;
2. Provision of advice at the various stages of implementation and follow-up of industrial projects;
3. Assistance in the efficient utilization of new and existing industrial capacity, in particular, in the solution of technical and technological problems, improvement and control of quality, management and performance;
4. Assistance in developing and improving marketing and distribution techniques and in developing export-oriented industry;
5. Assistance in the training of technical and other appropriate categories of personnel, in particular in organizing industrial management workshops and in-plant training;

^{1/} We have purposely underlined this sentence, which is often ignored by the other specialized agencies of the United Nations system (ILO, FAO), which, in this field, often supplant UNIDO by devious means which are, to say the least, equivocal.

6. Assistance in the dissemination of information on technological innovations, in the development of systems of patents and industrial property and in adapting existing technology to the needs of the developing countries;
7. Assistance in the promotion of internal investment and in the obtaining of external financing required for specific industrial projects;
8. Assistance in establishing or strengthening institutions to deal with various aspects of industrial development in such fields as planning and programming, project formulation and evaluation, engineering and design and the development of methods, training and management, applied research, standardization and quality control, marketing, services to small-scale industry, investment promotion and the establishment of pilot plants;
9. The execution of action-oriented studies and research programmes to facilitate and support the activities listed above.

* * *

If the recommendations of the Lagos Plan of Action particularly those contained in the section on industry (pages 21 to 32 of document A/S-11/14 mentioned above) are studied and analysed, it is clear that UNIDO is well suited to bringing about their implementation.

But how is it that in the period from 1967 to the present day, UNIDO has not played a more decisive and prominent role in the development of the Third World in general and Africa in particular?

In the light of this question, we would recommend that our activities be adjusted or given a new direction so as not to disappoint the expectations of African Heads of State and Government, who still believe in the specialized agencies of the United Nations and UNIDO in particular, since they have just declared 1981 to 1990 the Industrial Development Decade for Africa.

If we were to review all the old files of our Organization or to consider only the major areas to which we have devoted the better part of our time, we should see that everything has already been done time and again, that we have striven to propose and provide to all the member States an impressive range of industrial projects. But we should not be long in

noticing that, whereas numerous projects have been implemented and reports transmitted in due form to the countries receiving our aid - which is certainly praiseworthy - the projects, on the other hand, are not always related to each other, and the studies have been undertaken at the suggestion of a particular section or division of UNIDO, without taking into account either what is being done by other sections or divisions, or bilateral aid, or aid received by the country from other United Nations agencies. Hence the duplications, and the overlapping of responsibilities, which confuse even the States and Governments themselves, who, owing to a lack of experience or the lack of adequately trained cadres, allow our mission reports to gather dust in ministerial drawers or pigeon-holes.

The worst of it is that these same reports are resubmitted to the selfsame Governments with such relentlessness and insistence on the part of international officials or experts that these Governments believe themselves obliged to comply with our wishes. The origins and causes of our failure are thus immediately apparent. I have purposely slightly overstated the case, but, mutatis mutandis, we are not far from the truth, and we must in future be guided by the wishes of the Heads of State and Government of the OAU in constructing different models, more in line with their wishes. How is this to be achieved?

How should Africa be industrialized?

Document A/S-11/14 of 21 August 1980, our reference document, indicates on page 19 that "Twenty years after the attainment of political independence by a majority of African countries, Africa is entering the 1980-90 decade in a state of under-development which makes the continent the least developed region in the world, an under-development which has resulted from several centuries of colonial domination.

"Aware of their handicap and determined to follow through their action which is aimed at lifting them out of their under-development, Member States undertake to promote and accelerate their economic and social development individually and collectively" Further on, it is explained that:

"Industrialization of this kind will contribute, inter alia, to:

- (a) the satisfaction of basic needs of the population;
- (b) the exploitation of local natural resources;
- (c) the creation of jobs;

- (d) the establishment of a base for developing other economic sectors;
- (e) the creation of the basis for assimilating and promoting technological progress;
- (f) the modernization of society."

This, therefore, is the industrial and integrated development policy of the African Heads of State and Government.

Is UNIDO capable of helping them to achieve these aims? Does it possess the necessary means? Why, since its creation, has it not achieved these aims? What has it achieved so far and what still remains to be done? There is still a colossal and ambitious programme in prospect which cannot be carried out at one fell swoop. This has been understood by the Heads of State and Government, who have envisaged action by stages:

Short-term;

Medium-term;

Long-term.

We have studied the causes of the situation described and examined the role of UNIDO in the field of industrial development. Whatever criticisms may be made with regard to this young Organization, we must state that, in taking stock of the activities of UNIDO from 1967 to the present, we find positive factors - more positive even than is usually admitted. Indeed, when the files and reports of the countries which have received assistance from UNIDO are examined, it becomes apparent that numerous studies have been conducted. Owing to a lack of funds but also of the appropriate institutional structures, it has not been possible to transpose these studies from conception to implementation. The instability of governments and frequent changes of national cadres are the basic causes of this. This is why we consider that the following steps should be undertaken:

Before proceeding any further, preparation of a complete and reliable inventory of all studies which have been conducted at the national, subregional and regional levels;

Establishment or reform of institutional structures:

Appointment of people who are capable of shouldering responsibilities and following them through, with due regard to their real abilities; hence the need for:

National civil services;

The drafting of regional, subregional and national collective agreements;

Organization of countries in subregions and regions, taking account of the geographical, historical, political and social context;

The signing of regional economic co-operation agreements and an attempt to make them work on an adequate and permanent basis.

All this, as we know, has been done or undertaken at various levels. The role of international organizations such as UNIDO should be to provide countries, subregions and regions with the required logistic support, thanks to the creation or efficient functioning of regional projects.

To be viable, regional projects must have behind them, not international organizations, but governments or regional groupings with political and administrative power, which are in a position to direct industrial and economic policy at the regional or continental levels.

In this connection we might point out that regional economic communities such as the Common African and Mauritian Organization (OCAM) have already set up specialized institutions aimed at co-operation among the African countries. Like most international organizations, UNIDO does not always take account of this fact and wishes to create bodies which duplicate work already done and which die out from lack of the life-giving technical or technological infusion they require. This is why our first recommendation would be to invite UNIDO to make a serious study of these institutions, which are already functioning reasonably well, to use them as a basis, to improve them with a view to greater profitability and efficiency and to create new ones only if they do not yet exist anywhere in Africa.

These observations would suggest that the measures taken by UNIDO should stem from the wish to make an inventory of the industrial realities of Africa, and to examine them in order to propose reforms in close co-operation with national, subregional and regional leaders. UNIDO should constantly bear in mind that its action is situated upstream and downstream from social and economic development; hence the need for collaboration with the other executing agencies of the United Nations or of bilateral origin.

To sum up, it is possible to maintain that, after 20 years of independence, much has been undertaken in Africa and with a certain degree

of success. The scattering of failures are in the nature of things and should not be considered final or looked upon as an indication that Africa is incapable of development. On the basis of the recommendations of the Heads of State and Government of the Organization of African Unity, it is now our task to examine the reforms which should be carried out at the country level, but also within the international organizations and particularly UNIDO, to achieve the objectives which have been fixed by the Lagos Plan of Action.

DIAGNOSTIC ANALYSIS OF THE CONTINENT

We would not claim to be able to make an exhaustive diagnostic analysis of Africa. We shall do no more than take a few samplings, which will enable us to indicate what has already been achieved and what still remains to be done.

A. At the national level

On the basis of the numerous missions which we have carried out in African countries and the contacts we have had with national leaders during African meetings (OCAM, West African Economic Community, Economic Community of West African States, etc.) we can maintain the following:

(a) Each of the member States of the OAU has a constitution and an institutional (legislative and statutory) structure. It is true that these structures do not always function adequately, but there are countries where the institutions operate fairly well because they have national cadres, whose technical expertise they utilize. This is the case for example with Senegal, the Ivory Coast, Kenya and Zambia, to mention only a few.

(b) Political instability, which we do not wish to accentuate, has prevented the creation or the proper functioning of economic, administrative or social structures in other OAU member States. This being so, we consider that true co-operation between developing countries should permit the exchange of experience and facilitate the creation or the more efficient operation of these institutions. It should be the task of the international organizations to help these countries discover where the gaps lie and to fill them in the appropriate manner, i.e. through the training of nationals in the practical aspects of administration of their own countries. What is needed is not a modelling of African institutions on European, American or Asian institutions, since each of these groups of countries has its own distinct thought patterns. African examples will therefore need to be used and there are many Africans who have been trained at American or European universities who, over many years, have been able to adapt their knowledge to African realities. This does not mean that foreign experts must be systematically excluded, but they will have to be better chosen, with only those being sent whose training and experience correspond to African needs.

B. At the regional level

In the colonial period, French-speaking Africa south of the Sahara was divided into two federations:

- French West Africa, consisting of eight colonies (Senegal, the Sudan (Mali), Mauritania, Guinea, the Ivory Coast, the Upper Volta, Niger and Dahomey and one State under United Nations trusteeship (Togo)) whose capital was Dakar (Senegal).
- French Equatorial Africa (Congo (Brazzaville), Oubangui-Chari (Central African Republic), Gabon and Chad), whose capital was Brazzaville. To these should also be added the Cameroon, which was placed under United Nations trusteeship.

These two entities were economically and administratively well organized and each was placed under the authority of a Governor-General, who had under his orders governors (one per colony), district administrators or officers and heads of subdivision. Native chieftainries provided the necessary linkage between the people and the government, and from 1890 to 1960, this part of Africa enjoyed a certain degree of economic and political stability, thanks to the existence of similar institutional structures and the complementarity of their economies.

These countries proceeded to independence individually and without sufficient preparation. The notion of statehood was unknown, not to mention that of nationhood. One can therefore understand the difficulties experienced by these countries in balancing their budgets and properly organizing their economies, their agricultures, their health services, their industries and a good deal else. So keenly did they feel this, that immediately after gaining their independence, they began to seek regional groupings (OCAM, the Monrovia Group, ECWA, ECOWAS, UDEAC, etc.).

The international organizations who are helping them to set up regional economic communities and to run them are fully aware of this. But the relative competition between organizations may sow confusion in countries receiving their technical co-operation, and we believe that the United Nations specialized agencies should co-ordinate their work so that each agency will provide countries with the requisite assistance, in its own respective field of competence. The specialized agencies should convince one another that there is a need for all of them in the development of the Third World and see to it that their activities are complementary and not competitive. This, in our view, is a sine qua non of their effectiveness.

To conclude this chapter, then, I would say that a review of African structures at the regional level indicates the existence of a number of legal and political entities: the Maghreb Permanent Consultative Committee (North Africa), the West African Economic Community (WAEC) (five countries), the Economic Community of West African States (ECOWAS) (16 English-speaking and French-speaking countries), the Economic Community of the Great Lakes Countries (CEPGL) (three countries), the Central African Customs and Economic Union (UDEAC) (four countries), the Kagera River Basin Organization (four French-speaking and English-speaking countries), to which should be added the subregional groupings: the Entente Council (five countries), the Organization for the Development of the Senegal River (OMVS), the River Niger Commission (Niger, Guinea, Nigeria), CILS, the Liptako-Gourma Integrated Development Authority, etc.

The responsibilities of the regional and subregional organizations overlap, resulting in a plethora of cadres, the assessment of onerous contributions against member States and inefficiency.

The role of the organizations within the United Nations system should, in our view, be to help these organizations achieve a better distribution of their respective responsibilities, to organize along proven scientific lines and to co-ordinate their activities so as to avoid wasting time, money and energy.

INTERVENTIONS OF INTERNATIONAL ORGANIZATIONS

We have examined above the nature of the international organizations and the role of UNIDO in assistance to the countries of Africa.

Now that we have reviewed all the regional and subregional African economic communities, we must turn to the strategy which the international organizations, and UNIDO in particular, should adopt to intervene effectively in the functioning of African development institutions. We also pointed out above that numerous mission reports submitted by UNIDO are gathering dust in ministerial drawers with no chance of being put to use. May we here point out that most of the projects executed were suggested or proposed by officials at UNIDO Headquarters, who are normally judged on the basis of the number of project documents proposed or implemented. Spurred by imagination, and failing to understand Africa's true problems, they put forward proposals lacking in consistency.

Considering that we now know the political will of the Heads of State and Government of the Organization of African Unity, and taking into account the extremely small budget of the United Nations Development Programme, it is our belief that our concepts and working methods will have to be changed.

Taking our diagnostic analysis as the point of departure, we should refer first and foremost to existing structures with a view to improving and perfecting them so as to achieve increased yield and indisputable efficiency. How is this to be achieved?

- At the national level:

We must endeavour first to examine the constitution of the country concerned and the institutional structures which follow from it. This means asking questions of the country's leaders and maintaining a permanent dialogue with them. We must therefore convince member States of the need to use their own national cadres, failing which our action will be ineffective. We know that leaders are suspicious of their own cadres for a number of reasons, not the least of which are political in nature. Yet it is our belief that, after the experience of 20 years of sovereignty, the Heads of State and Government are gaining in awareness and under certain conditions can trust their national cadres. Our basic role lies in helping them to understand this and change their attitude. We have partially succeeded in Zaire, where the Government has understood that frequent changes in the officials holding posts or frivolous appointments constitute serious bottlenecks to development.

We should, in addition, use examples derived from the actual experience of certain countries to help others. We maintain that a country such as Senegal has, over a 20-year period, set up the proper economic, administrative and industrial structures and begun to appoint competent cadres to the appropriate posts. The Post and Telecommunications Service, the National Directorate for Mining and Geology and the Department for Organization and Methods within the General Secretariat of the Government are clear instances of success. The same is true of Tanzania, where the machinery for management of industrial enterprises is exemplary of its type. It should be added that, after four or five years of efforts, Zaire is currently establishing a system of management and audit for State enterprises. Consequently, our Industrial Information Section should make a point of giving very wide circulation to such information, to enable the other African countries to make use of it.

- At the regional level:

It should be pointed out that, in spite of all the criticism which has been levelled at it, the Common African and Mauritian Organization (OCAM) has set up specialized institutions which have been placed at the disposal of Africa as a whole. These are:

- The General Accounting Plan or OCAM Plan, which is an effective and valuable tool for the standardization of accounting systems in the developing countries, particularly in Africa, the Caribbean and the Pacific (Lomé Convention II);
- The African and Mauritian Postal and Telecommunications Union, which deals with postal and financial services, telecommunications, teaching and vocational training and relations with international bodies;
- The African and Mauritian Industrial Property in member States, whose task it is to establish a common system of free and compulsory licences;
- The Organization for the Development of African Tourism;
- The Inter-State School of Veterinary Science and Medicine at Dakar;
- The Inter-State School of Rural Equipment Engineers;
- The African Data Processing Institute;
- The African and Mauritian Cultural Institute, etc.

Considering that all these organizations function fairly well with competent African and Mauritian cadres, one wonders why the international organizations are determined to set up new structures. It is our opinion that they do so out of ignorance. We would suggest that UNIDO utilize these existing structures as a starting point from which to proceed. In our view, negotiations should be undertaken with the member States, suggesting possible adaptations that need to be made so that these institutions can be used as prototypes for Africa as a whole. They would have to be better equipped and provided with adequate teaching materials and staff within the framework of international co-operation agreements. Negotiations between UNDP and bilateral assistance with a view to integrated and concerted co-operation, in which each of the contracting parties will know his rights and obligations in advance are also a possibility. Co-operation is not pure philanthropy. It is a give and take aimed at ensuring that fruit is borne by the efforts of the international community to improve the state of well-being of mankind, the by-product of which will be peace.

The prospect of joint UNDP-GOVERNMENTS-REGIONAL ORGANIZATIONS-BILATERAL AID projects thus begins to emerge. And indeed, this possibility was envisaged and recommended by the Consensus approved by the UNDP Governing Council (see document E/4884/Rev.1 - 10th session (9-30 June 1970) - Supplement No. 6A).

This prospect leads us naturally to a review of positive proposals for projects which should help UNIDO to participate effectively in the establishment of a New International Economic Order, as it was invited to do by the Heads of State and Government who met at Lagos in April 1980.

PROPOSAL FOR REGIONAL PROJECTS

In reviewing our files, we find some projects which can be looked upon as prototypes in view of their regional character and of the request by the African Heads of State and Government.

1. Bilingual institute for management and public administration

This request, which was presented by the Economic Community of West African States (ECOWAS) in 1977, has been the subject of many negotiations among the Executive Secretary of the Community, UNIDO, UNDP and the Secretary-General of the West African Economic Community (WAEC).

At its last meeting, the ECOWAS summit stated that, while it was retaining the idea of this institute, it would defer implementation in view of the fact that there was an institute of the same type in a Community country. That institute is the African Management Centre established by the West African Economic Community, which has its headquarters at Dakar. At a meeting held at Dakar in February 1980, in which we took part, UNDP recommended that WAEC and ECOWAS should reach an agreement on establishing only one centre or institute. We think that the Centre at Dakar should also be used by the other member States of ECOWAS, especially as all the member States of WAEC are also members of ECOWAS. In our opinion, UNIDO should re-establish contact with WAEC with a view to negotiating extension of the coverage of the Centre to the ECOWAS countries. This means that the addition of industrial management to the programme of the Centre, as well as the adoption of bilingual operation would have to be envisaged (see the project document which we are proposing in this connection, in annex).

2. Regional pilot centre for the training and re-training of national accountants and assistance in the management of small-scale and medium-sized industrial enterprises

In the context of the standardization of developing countries' accounting systems which we initiated in 1978, an expert group meeting (Cotonou, 9-14 April 1979) recommended the establishment of this centre, which was agreed to in principle by UNIDO and the African Accounting Council. The People's Republic of Benin and later on the Republic of Zaire announced their candidatures to play host to the centre. Recently, the Secretary-General of OCAM indicated to us his interest in assimilating the activities of this centre into those of his Centre for the Further Training of Cadres at Abidjan, and we consider that that would be effective in ensuring the functions of the centre. A project document which we have prepared for this purpose is annexed.

In view of the limited funds available to UNDP, we think that these two projects should be looked upon as prototypes and as the beginnings of more ambitious projects, to be executed when Africa has the means to do so. We sincerely believe that if these two projects are developed and function correctly, they can serve as reference points for the various African regional communities. UDEAC for Central Africa, CEPGL and the Kagera River Basin Organization can draw inspiration from them, and, where appropriate, UNIDO would provide them with the teaching aids and skilled teaching staff to lay the foundations for their respective units. The international organizations' role should be confined to that of a catalyst. Furthermore, the dynamic character with which we should like to endow these centres (see the project documents) is such that they could be used not only by the African countries, but by all the developing countries, thanks to an appropriate functioning of the Section for Economic Co-operation among Developing Countries and to an enlightened co-ordination among the United Nations Economic Commissions. In this connection, we would point out that as regards the establishment of the two above-mentioned centres or institutes, we have been in close co-operation with the United Nations Economic Commission for Africa (ECA).

Pilot projects with the same regional potential should be envisaged in other fields:

- Metallurgy;
- Pharmaceuticals;
- Agricultural machinery;
- Energy, etc.;
- Transport and communications.

These projects should be designed in such a way as to be linked with the centres already set up by means of administrative techniques aimed at decentralization and deconcentration, which must be properly planned so as to ensure the establishment of a coherent and integrated system. Consequently, they must have links with national or African (i.e. community) services. They will necessarily serve as the point of departure and goal of a regional administration, proper operation of which will be decisive for the success of the on-going and integrated development of the African continent which is the dream of OAU leaders.

CONCLUSION

The Lagos Plan of Action analysed above constitutes the point of departure for large-scale, vigorous action on behalf of the African continent.

Industry is only one factor and one sector in development. It can, as the Lagos Plan correctly indicates, contribute, inter alia, to the following:

- Meeting people's basic needs;
- Making profitable use of our natural resources;
- Creating jobs, etc.

However, it must take account of other economic and social activities such as agriculture, science and technology, health and trade.

We must therefore expect absolutely all human activities to play a role in the development of our societies, the structures of which must reflect our specific psycho-sociological conditions, our history and our nature as persons attached to a continent. This implies the necessity of co-operation between UNIDO and the other United Nations specialized agencies, as well as other sources of development assistance.

We think that, in order to carry out such an undertaking, UNIDO should set up a unit to act as a collecting point for all information on Africa and to engage in co-ordination work with a view to harmonizing our activities with those of other development co-operation bodies.

This unit should be responsible for drafting monographs which would promote understanding of the problems of each economic or social sector and serve as guidelines for a coherent development plan based on the Lagos recommendations. The various divisions and sections of UNIDO would refer to this unit for taking stock of their activities and obtaining the documentation required to carry out a particular project.

Lastly, this unit will be the nucleus of a central administration in which the nervous impulses of the on-going development of a whole continent determined to join the community of developed nations will meet.

It is hoped that these considerations will nourish the discussions of the Task Force on the Industrial Development Decade for Africa.

LIST OF ANNEXES ^{1/}

Prototype of an African Civil Service;

Lists of African specialists;

Proposal for a reorganization in the UNIDO Secretariat with a view to greater efficiency of services;

Programme of management seminars;

Project document concerning the bilingual CEDEAO-ECOWAS institute for management and public administration;

Project document concerning the regional pilot centre for training and re-training of national accountants and assistance to small-scale and medium-sized industrial enterprises.

^{1/} Owing to the volume of this documentation, we are holding it ready for reference separately.

