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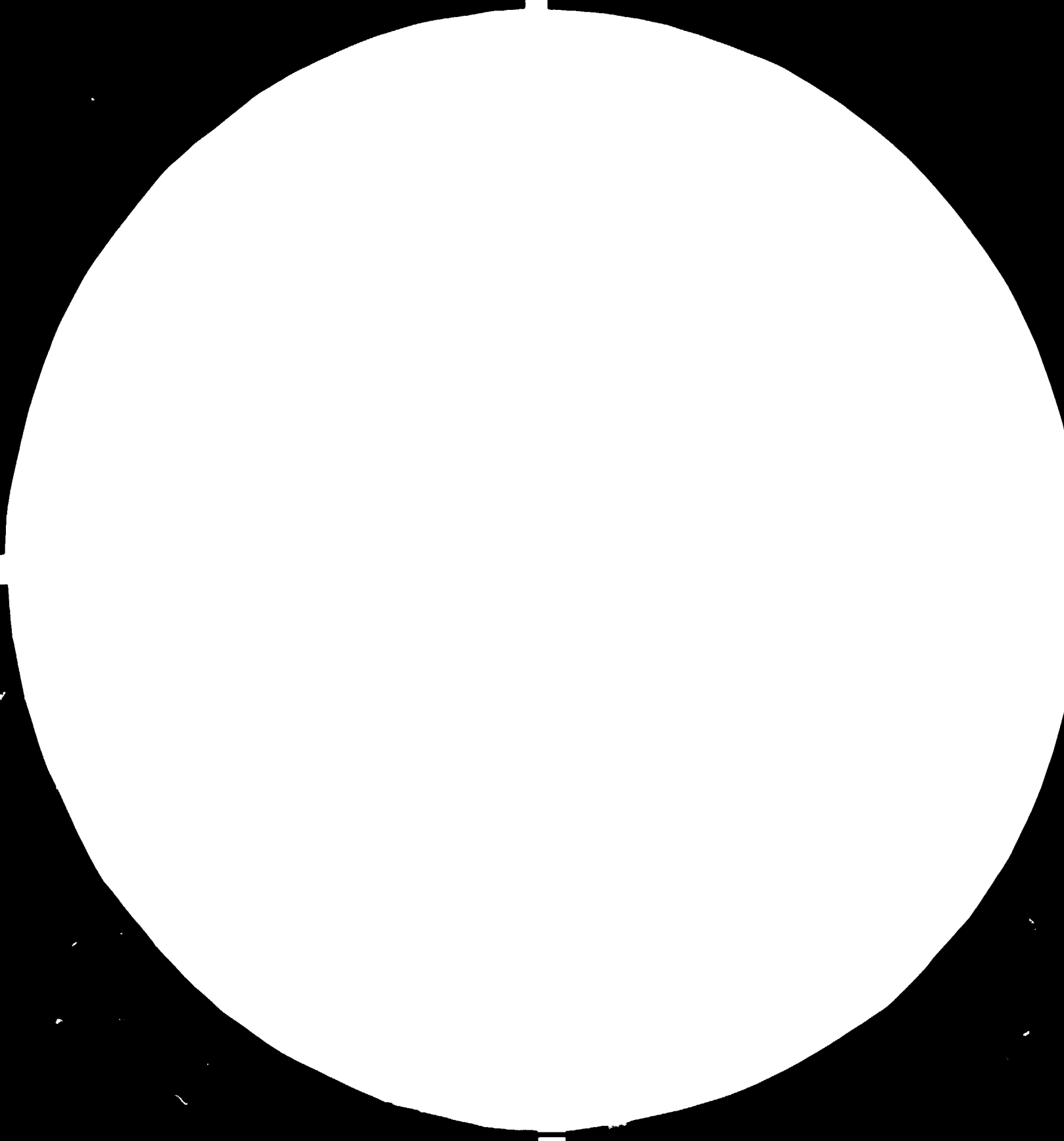
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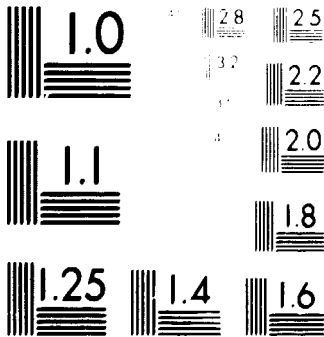
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INDUSTRIAL DEVELOPMENT DECADE FOR AFRICA

OBSERVATIONS ON
"GUIDELINES FOR INITIATING PRIORITY ACTIONS
AT THE NATIONAL AND SUBREGIONAL-LEVELS (1982-1984)
FOR THE IMPLEMENTATION OF THE IDDA"

-September 1982-

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INTRODUCTION

1. By a series of events which began in 1975, when the Economic Commission for Africa (ECA) initiated a strategy for the implementation of a New International Economic Order in Africa, and culminated in 1980, the 1980's were proclaimed as the Industrial Development Decade for Africa. In the process the United Nations Industrial Development Organization (UNIDO) was called upon with the ECA to co-operate with the Organization of African Unity (OAU) to implement the programme for the Decade (in accordance with the ideals expressed in the Lagos Plan of Action and Final Act of Lagos), and monitor its progress.
2. With the Industrial Development Decade for Africa now brought into being, the basic question arose as to how to formulate and implement an integrated programme for it whose objectives would accord with the philosophy and policies laid down at Lagos so far as concerned industrial affairs and be firmly rooted in the twin principles of self-reliance and self-sustainment. This matter was considered in depth by an Inter-governmental Meeting of Experts held at Addis Ababa in October 1981 and their proposals endorsed by the Sixth Conference of African Ministers of Industry held a month later in Kampala. The outcome of such meetings was the issue from the UNIDO Secretariat in February 1982 of a background paper: 'Proposals for the formulation and implementation of a programme for the Industrial Development Decade for Africa'. The paper itself was split into four parts as follows:
 - Part I : Framework for the preparation and implementation of the Programme (1980-1990);
 - Part II : Guidelines for the formulation of strategies for major industrial subsectors and areas (1980-1990);
 - Part III: Monitoring and reporting on the implementation of the programme for the Industrial Development Decade for Africa; and
 - Part IV : Modalities for the implementation of the Programme.
3. The four-part background paper above was subsequently brought under review both at an ECA Conference held at Tripoli in April 1982 and at a session of UNIDO's Industrial Development Board convened in Vienna the month following, both meetings adopting the Proposals under issue. With such formal approval of the Proposals on accomplished fact, it was seen that the stage had now been reached at which attention should be given

to the priority actions required in (the remainder of) 1982-84 to implement the concept of the Decade in practice. To this end a draft paper was drawn up, namely "GUIDELINES FOR INITIATING PRIORITY ACTIONS AT THE NATIONAL AND SUB-REGIONAL LEVELS (1982-84) FOR THE IMPLEMENTATION OF THE IDDA".

4. On 21 July 1982 the Head of UNIDO's Co-ordination Unit for the Industrial Development Decade for Africa communicated with the Chairman of Progressive Consultants International Ltd. in London requesting the services of Dr. Mofizul Islam as an independent international consultant to help the Secretariats of UNIDO, ECA and OAU with a detailed and technical evaluation and/or examination of the draft referred to in paragraph 3. An issue paper was requested 'commenting on the Guidelines, and suggesting ways and means of strengthening them or otherwise'. Such paper was to form the basis of a discussion by a forthcoming meeting of experts who would formulate their final recommendations in the matter for presentation to a meeting of African Ministers (of Industry) scheduled for November 1982.
5. The present paper, giving observations on the aforementioned draft Priority Actions Guidelines paper, has been drawn up in response to the request in the matter noted in paragraph 4.

PRELIMINARY REMARKS

6. The composers of the Priority Guidelines paper under review have drawn attention⁽¹⁾ to the relatively short time available for preparing the guidelines dealt with in that draft. Indeed, even with unlimited time at one's disposal the formulation of such priority action guidelines is a far from simple task. Under such circumstances the selective observations made in this paper are made respectfully on the assumption that much of their content would have been given due consideration by the devisers of the draft guidelines in question had further time for reflection in the matter been on their side.

OUTLINE SUMMARY OF DRAFT GUIDELINES PAPER

7. The first part of the paper is made up of the following components:
 - (i) Historical introduction (and including mention of important aspects emphasized in the proposals for formulating and implementing the Decade's programme).
 - (ii) Statement of what Guidelines in question propose
 - to effect that OAU member States should review their

(1). See page 4 of that paper.

industrialization (and development) plans and programmes to see how factors related to the Decade's overall Programme could best be incorporated therein.

- (iii) Statement of purpose of Guidelines on preparatory activities of the Decade's Programme (to give member States a clearer picture of the Programme's implications by need for ascertaining 'what exists' and 'what is required' in the process).
 - (iv) Member States themselves requested individually/collectively to examine implications of Decade Programme preparatory phase (1982-84) - including secretariat and committee arrangements involved.
 - (v) Summary of Sequential Activities - at national and sub-regional levels.
8. The draft paper then continues with:
- (d) Preparatory Activities at national/multinational level; the section covering:
 - (a) The concept of core industries;
 - (b) Identification of Core projects - at national and sub-regional levels.
9. The draft Guidelines then refer to:
- (vi) The two main activities of the preparatory period (1982-84) namely:
 - (a) the incorporation of the Decade Programme into the national industrial development plan;
 - (b) the initiation of action for developing national capabilities essential to the plan's implementation - at national and sub-regional levels.
10. The Guidelines conclude with:
- (vii) Institutional Arrangement(s) during the Preparatory Phase.

GENERAL COMMENTS ON GUIDELINES

11. Style:

Attention could beneficially be given to reviewing the structure of the draft Guidelines as they at present stand to see whether the format of the paper as a whole could be improved upon.

- (i) In this connection steps could be taken, for example, to reduce repetition of the same or similar detail within the paper itself on this or that point.
- (ii) Again a change in order of marshalling facts might be beneficial in places.
- (iii) Helpful stylistic changes should also be considered - for instance in the case of the second paragraph on page 7 of

the Guidelines - to make particular paragraph detail 'stand out' better.

- (iv) Consideration might again be accorded to the presentation, or re-presentation, of some of the Guidelines material in columnar or diagrammatic form to bring out the 'essentials' of the paper more clearly. A concluding summary might also be useful.

12. Detail:

Over and above the repetition of detail within the draft paper itself referred to in 11(i), a considerable amount of the detail contained within the paper is by and large a repetition or condensation of the same or similar detail contained within the pages of the four-part background paper 'Proposals for the formulation and implementation of a programme for the (IDDA)'. Consideration should be given as to whether such repetition is necessary and/or beneficial, and to the extent that it is a condensation, whether such condensation itself might not be compressed further. The point at issue is the question of whether or not the essential highlights of the priority actions to be initiated are obscured somewhat by the volume of present detail within the draft paper; and whether or not the highlights could be brought into greater focus by referring in a key word or two (or a few such words) to this or that relevant point, and either putting the detail thereof in an annex to the Priority Guidelines paper, and/or giving a cross-reference back to the section of the four-part Proposals paper in which the relevant matter is discussed more extensively.

13. Consideration to Perspective:

- (i) The Guidelines paper is concerned, as its title indicates, with the priority actions to be initiated at national and subregional levels during the period 1982-84 for the implementation of the Industrial Development Decade for Africa.
- (ii) As 13(i) makes clear, such actions form part of the programme for the Decade as a whole. They therefore need to be considered within the perspective of the overall regional plan for the Decade. Indeed unless framed within such a perspective, the Guidelines themselves would tend to suffer from the lack of such consideration in their formulation. (Consequential decisions, in turn, also need to be taken against the background of such perspective.)

- (ii) No considered attention, however, appears to have been given in the draft Guidelines to the pre-requisite of looking at the overall regional Programme for the Decade in a plan format. Perhaps because the exercise has been regarded as one of a 'virtual impossibility'.⁽²⁾ Whilst it is true that the noble wisdom and foresight shown by the Heads of State and Government of the CAU at the Lagos Summit has been put into conception⁽³⁾ shape, as far as the Industrial Development Decade is concerned, in the four-part Proposals paper - and in a manner bringing great credit upon the Agencies and experts who participated in its compilation - development planning by itself is not enough. The measure of its success lies in its implementation.⁽⁴⁾ Within such context, unless the main preparatory period activity of incorporating the Decade Programme into the national industrial development plan (see 9(vii)(a)) is to be performed within a vacuum so to speak, (and similarly with the incorporation of the Programme into the subregional plans), the parameters of the Decade's regional plan need previously to be decided upon⁽⁴⁾ - so to better ensure that implementation plans at subregional and down to national level are on line with (and not out of line from) the Decade Master Plan for the region.
- (iv) Under the circumstances, (and whether the particulars thereof are to form part of the Guidelines paper or not) the compilers of the Guidelines need to reflect in the process upon some principal facets determining the shape of the Decade's programme. This matter is considered below.

THE DECADE PROGRAMME - SOME PRINCIPAL FACETS

14. Time:

- (i) The Industrial Development Decade for Africa, and its programme,⁽⁵⁾ cover the ten year period of the 1980's - more particularly the calendar years 1980-89 inclusive. Such period can be broken down into its components as follows:

⁽²⁾ Proposals for... a programme for the IDDA, Part II, p. 1.

⁽³⁾ See for example paper by J. Vraný, 'Some Problems and Basic Reasons of the Failure of Development Planning in Africa' given at the March 1969 Budapest Conference on the Implementation Problems of Economic Development Plans and Government Decisions of Black Africa.

⁽⁴⁾ In an understandably rough draft form in the first instance.

⁽⁵⁾ Ignoring post-Decade follow-up.

Phase	Sub-Period	No. of Years
Pre-Preparatory	1980-81	2
Preparatory	1982-84	3
Implementation	1985-89	5
	Total years	<u>10</u>

- (ii) Even leaving aside the five year birth period of the Decade not included in the above table, the table starkly reveals (as of the autumn of 1982) that time waiteth for no man - or continent, Africa included. Some three years of the Decade has already elapsed, which period, though concerned with the all-important matters of obtaining formal approval and direction from the sponsoring bodies and with the drawing up of proposals for the formulation and implementation of the Decade's programme, can never be recovered.
- (iii) Against such background, the Guidelines for priority actions need to lay stress, it is felt, on the time-urgency factor. Unless such matter is thus emphasized, and follow-up attention paid to it,⁽⁶⁾ there may well be a likelihood that some of the relevant remaining preparatory phase work might be undertaken at less than the desired pace by various of the countries concerned - with the result that the preparatory phase work would overrun the end of its allotted time period, to the subsequent detriment of the implementation of the Decade programme generally.
- (iv) The sequential priority activities referred to in the Guidelines should not only be ranged in order of priority amongst themselves, but should also have a time-limit date set against each activity; for example this activity to be completed by (say) the end of March 1983, that by the end of June of that year, and so on. Since the national, subregional (and regional) priority actions are inter-related, the Guidelines activity timetable details should be integrated with the aim of completing all the relevant actions by the end of 1984.
- (v) Follow-ups should be made from the regional to the sub-regional level and again from the sub-regional to the national level to ensure that the desired priority actions have been or are being taken as planned. Such follow ups -

(6) Follow-ups and monitoring are functions of the highest importance within the context of the Decade's programme.

there may well be occasion for more than one - should, moreover, be made in good time, sooner rather than later. Each country, in turn, might beneficially pursue similar follow-up procedures, as far as its relevant internal priority activities are concerned.

15. Basic Terminology:

In a programme designed for the Industrial Development Decade for Africa various basic terms need to be clarified in order to avoid ambiguities as to their intention. Indeed the extent and form of the overall Decade Programme itself is governed by the understanding of such terms. For example, whilst the four-part Proposals deal extensively with industrialization, a clear definition of the meaning of 'industry' as such appears to be lacking therein. Again, whilst 'subregions' are referred to, the matter of the clear identification of those subregions and their States content is left hanging in the air.⁽⁷⁾ For the sake of good order and consistency however such matters should be clarified (or re-clarified) and reduced to writing within the Decade Programme's back-up literature.

(i) Industry

- (a) It is understood that the term is used in a wide sense, encompassing not only manufacturing industries, but extractive and service industries also.
- (b) The point of division between small-scale, medium-scale and large-scale should be determined. As has been noted⁽⁸⁾ the accepted quantitative criterion in the matter is the number of people employed; for example, small-scale - up to 100. Moreover if small- and medium-scale industries are to be differentiated (see Proposals, Part II, paragraph 210) such factor needs to be taken into account in institutional arrangements in the matter. (Similarly with home craft or cottage industries if these are to be separated from small-scale industries.)
- (c) Since the relevant national industrial development plans are to be slotted into the parallel subregional plans, and the latter plans in turn into the regional plan of the Decade, it would seem a beneficial policy

⁽⁷⁾Perhaps because the intention in regard to the subregions is so well understood in the Secretariates of the Decade's sponsoring bodies?

⁽⁸⁾See M.R. Bhagavan, 'Inter-relations between Technological Choices and Industrial Strategies in Third World Countries', in research report No. 49 of Scandinavian Institute of African Studies.

to adopt one agreed system of industrial classification to facilitate comparisons on a consistent basis and the administrative collection and consolidation of data generally in the matter. The International Standard Industrial Classification might be adopted here, or (say) that of the United Kingdom, or any suitable African equivalent.

(ii) Geographic Terms:

- (a) It is understood that the unqualified terms 'continental', 'regional' and 'national' relate (in the context of the Decade's programme) to (i) all Africa; (ii) the geographical area occupied by member States of the OAU, and (iii) an OAU member State respectively.
- (b) However, the nature of the 'subregions' referred to needs to be clarified as indicated. Thus from Part I of the Proposals⁽⁹⁾ it could have been assumed that the OAU member States region would have been divided into five subregions for the purpose of the Decade programme and its administration, namely: West, Central, East, Southern and North Africa.

Notwithstanding the above, from page 6 of the draft Guidelines (drafted at a later date than Part I of the Proposals) it now appears that only four administrative subregions are intended for the Programme's purposes, i.e. West, Central, East(ern) and Southern, and North.

Since the regional plan is broken down into its subregional components, and the subregional plans in turn are made up of the total of the national plans in their relevant subregions, it is self-evident that the nature of the particular subregions in question and their detailed member State composition should be clarified.

16. The Decade Target:

- (i) As the objectives of the Lagos Plan of Action and Final Act indicate, the intention of the OAU Heads of State and Government in the matter is to increase the African regional share of world industrial production from the 1980 estimated level of 0.6 per cent, to 1 per cent by 1985 and 1.4 per cent by 1990, en route for a 2 per cent level by the year 2,000. The Decade target (that of reaching the 1.4 per cent level) is to be accomplished by the twin

process of self-sustained industrialization and self-reliant development, whilst striving within the same period to attain self-sufficiency in food, building materials, clothing and energy.⁽¹⁰⁾

- (ii) The attainment of the minimum 1.4 per cent target figure desired has been estimated by UNIDO to require an investment in industrial development of \$US140,000 million, such investment being allocated as follows:

	<u>US\$ (millions)</u>
Major branches of industry	99,000
Other industrial branches, services, etc.	41,000
Total	<u>140,000</u> ⁽¹¹⁾

- (iii) The above conservatively estimated total investment to be made during the Decade is to rise to an annual investment of about US\$20 billion (20,000 million) by 1990.⁽¹²⁾

- (iv) The investment total noted refers only to industrial investment. 'Not included are investments in energy, agriculture, transport and the remainder of the physical and social infrastructure - schools, hospitals, railways, roads etc.'

- (v) 'Up to the year 1985 African countries have already achieved the 1 per cent target laid down... . Accordingly in pursuing their medium-and long-term industrial development objectives they intend to lay the foundation for the development of basic industries which are essential for self-reliance.'

It is necessary to establish which of the following can be developed in the short-term on a national or subregional basis and which must be developed in the long-term and require subregional or regional co-operation

- (i) Food and agro-industries; (ii) Building industries; (iii) Metallurgical industries; (iv) Mechanical industries; (v) Electrical and electronic industries; (vi) Chemical industries; (vii) Forest industries; (viii) Energy industries; (ix) Textile industries.'

- (vi) The above outline details set the parameters of the overall Decade target. The 'make-up' and implications of the target programme's elements need however to be considered in more detail.

(10) See Proposals for... the IDDA, Part I sections I & II and report on Lagos Summit in Keessing Contemporary Archives, 1980.

(11) Proposals..., Part I, p. 17.

(12) Paragraphs 16 (iii)-(v) are based on *ibid.*, pp. 5, 46.

Various overall broad policy decisions thus require to be taken in formulating and approving any draft regional Master Plan (which could be useful for "checking" purposes against the national and subregional industrial development plans coming up from below and itself revised as warranted - either within pre-determined fixed limits or by means of submission for re-approval in revised form). The formulation and approval of the Decade's regional Master Plan, and any reformulation and re-approval thereof, are themselves priority actions which need to be undertaken during the Preparatory Phase period.

The overall broad policy issues referred to are dealt with below.

17. Target Policy:

(i) Overall Strategy

A fundamental decision requires to be made as to whether the industrial development plan for the Decade at the regional level is:

- (a) laid down from above and subregional and national plans 'locked in' accordingly; or
- (b) evolved from below and the regional plan and its components built up in such process; or
- (c) formulated by some combination of (a) and (b), for example laid down first from above then revised within certain limits dependent on the detail of the plans emanating from below.

(ii) Investment

- (a) The required investment in industrial development for the Decade has been estimated by UNIDO, as noted, at \$US140,000 million. Since that estimate is stated to be a conservative one, the question arises as to whether or not the figure is an acceptable one for the economic 'arithmetic' of the Decade's Master Plan or whether it needs to be revised upwards? And if the latter, to what extent?
- (b) Apart from the detail (noted on page 46 of the Proposals, Part I) estimating an annual investment of about \$US20 billion by 1990, particulars of the time breakdown of the total \$140,000 million Decade investment here have not been supplied. However/^{based} upon the annual investment just noted, as a starting point, a time breakdown of the total investment might look as follows:

YEAR	ESTIMATED INVESTMENT*
1989	20,000
1988	18,000
1987	16,000
1986	15,000
1985	14,000
<hr/>	<hr/>
1985-89	83,000
1980-84	57,000
<hr/>	<hr/>
*US\$millions	Total
	140,000

Is the graduation of the total investment as shown above to be regarded as reasonable in the circumstances? Consider, for example, the statistic noted in 16(a) of this paper for estimated investment in major branches of industry, namely US\$99,000 million. That by itself would (on the face of it) swallow up all the table-projected investment for the 'Implementation' years 1985-89 and require an investment of \$16,000 million in the Preparatory or Pre-Preparatory years beforehand.

Again, is all the relevant industrial investment for the years 1980-84 to be regarded as part of the Decade's programme, or only administrative procedural cost concerned with implementing 'take-off' as at the start of 1985? Or some figure in the middle, and if so, what?

Again, are the investment totals to be laid down from above or to come up from below?

- (c) Is there to be any estimated 'yardstick' in mind indicating the breakdown of the sources from which the total investment in the regional Master Plan is to be financed?

How much thus might likely be internally generated within the public and private sectors, and what finance would need to be looked for externally? And of the external finance here (as far as this or that member State is concerned) what might be its funding split between 'elsewhere in Africa' (e.g. the African Development Bank) and the non-African Third World, the developed countries and international Agencies?

- (d) As to the total investment figure, on what basis is the amount to be allocated between the subregions involved? Equally? According to size? According to population? or what?

- (e) Is there to be a master policy laid down as to the desired (percentage?) split of the total Decade investment between core industrial sectors, the rest of industry, and overall service functions (say technical, general administrative, publicity)?; or are the total planned investments simply to be the product of what emerges from policy decided upon below?
- (f) Again what is the desired weight factor to be given in (say) a non-core industry to building a new plant; expanding an old one; improving the efficiency of the plant as it stands?

(iii) General

It is self-evident that the formulation of a master industrial development plan for the African region is a path strewn with hurdles along the way. Nevertheless, and in response to the noble spirit of the Lagos Summit, the sponsoring bodies of the Decade-through whom, after all, details as to implications, directives and guidance will need to filter downwards - have a duty to themselves to have a look at, and take decisions upon, such relevant overall policy matters as indicated in this Target Policy section. It is against such background (and that of consideration of other principal facets of the Decade's programme) that the final decisions upon the Plan's priorities, and priorities within priorities, need surely to be made; and the Guidelines under review amended accordingly.

Take, for instance, the core industries sector. If it is agreed that the core sector as a whole could utilize, say, 60 per cent of the total estimated investment, or between, say, 55 to 65 per cent thereof, and if there is further laid down what is to be this or that subregion's allocated proportion thereof, then that would be a starting point for determining the weight to be given to each such core industry within that sector, and in turn for fixing the desired weight to be allocated to this or that core sub-industry within its 'parent' industry weight. The discussion of core sectors and individual industries which follows is made against the background, as indicated, of this overall programme policy qualification.

CORE SECTORS AND CORE INDUSTRIES

18. Introduction:

In 1980 the African continent had inter alia 97 per cent of the world's reserves of chrome, a similar 85 per cent of the reserves of platinum, 64 per cent of the like manganese reserves 25 per cent of those of uranium and 13 per cent of those of copper. In hydro-electrical potential it stood at 20 per cent of the world aggregate. Such richness in natural resources was matched on its side by a vast reservoir of human resources. In 1975 thus, the population of developing Africa stood at some 400 million. By 1985 that population was expected to increase to around 530 million. A further leap forward can be expected to take the total to over 800 million by the year 2000.⁽¹³⁾

Nevertheless despite its richness in exploitable natural resources, and in population, the varying correlation between the two has been a factor impeding Africa's economic development. Indeed, despite its huge reservoir of human resources very few individual countries of the region have populations which would support some of needed large-scale core industries: such as those concerned in fertilizer, iron and steel, cement, glass and (to a lesser extent) aluminium production. Whilst it is true that Nigeria, Egypt and Algeria for example have 'large' populations which allow the implementation of industries of this type, the fact remains that for most other OAU countries these industries would be uneconomic.

19. Mutual Co-operation:

In the context of core sectors the aspect of mutual co-operation is of the highest importance. Most certainly it would be ideal to implement subregional industries serving a number of countries but unless the Governments of those countries are willing to enter into a real customs union there is no way this policy could be implemented. Take the case of the ECOWAS West African agreement. Though it would take a considerable time for this treaty to bring the advantages which could accrue therefrom, the agreement has been in existence a number of years already with few tangible results to show to date. Similarly in East Africa, Kenya produces a number of materials which are required by Tanzania but currently trade between these two countries is

(13) A. Sylvester, Arabs and Africans, London, 1981, ch.3, and based upon the Lagos Plan of Action.

at a standstill. Of course, similar difficulties exist even in the EEC but, however that may be, as far as the African region is concerned it is essential to organize real co-operation between the OAU member States in order to implement the industrialization programme of the Decade.

Industries:

(i) Chemical Industry:

20. The chemical industry required initially in Africa is mainly for the production of agricultural chemicals. In this connection a number of States in West and North-West Africa have large reserves of phosphates some of which is already exploited. Morocco thus produces phosphoric acid and Togo and Senegal produce and export phosphate rock. Many countries in West Africa also have large scale gas reserves associated with petroleum production fields. These countries include the Ivory Coast, Senegal, Ghana, Guinea, Nigeria, Gabon, Congo (Brazzaville), Zaire, Cameroon and Angola. It should be possible to set up a number of nitrogenous fertilizer units in these countries and produce complex fertilizers by use of Morocco, Senegal and Togo phosphate. The potash would have to be imported from Poland, Canada, East Germany, France or Israel. (In similar fashion a nitrogenous fertilizer plant should be designated in East Africa, the Sudan or Mozambique where adequate raw materials exists.) The main problem would be that of how the non-producer countries would pay the producer country for the fertilizer. The Tanzanian project at Songa-Songa designed entirely for export outside of Africa. On this basis it has proven impossible to finance. The same problem unfortunately would be the problem on all of these plants unless international "soft" money can be made available.
21. Although Sulphur is not available in Africa, nitrophosphates can be produced without using Sulphur. In fact, phosphoric acid can be produced by using Nitric Acid (from ammonia) instead of sulphuric acid. Here again, finance is the problem.
22. One can conceive of, say, three large scale ammonia plants for the entire subregion. The remaining unused gas could be used for other petrochemical production and for production of steel by direct reduction.
23. On the East and North-East Coast of Africa there are natural gas reserves in Tanzania, Sudan and Mozambique and in addition the electric power at Cabora Bassa which is

currently sold to South Africa could be used to produce ammonia by electrolysis. Phosphates are available in Egypt, Uganda and Jordan (of course phosphoric acid would be available from South Africa but this should not be taken into account at the present stage). It would, therefore, also be possible to produce the fertilizer needed in the Eastern and Central states of Mozambique, Tanzania and the Sudan.

24. Pesticides and fungicides should also be produced in many other regions but as the pests and fungi in the different regions are not the ^{same} /this will need very careful planning.
25. Another very important core industry is the production of pharmaceuticals. Here several large antibiotic plants could be set up in Africa in addition to those which already exist. The investment in these is not very high but they would need protection from imports if they are to succeed. The bulk of material is very small and a subregional antibiotics industry could be set up in one of the small countries such as Sierra Leone or Guinea. The antibiotics would be exported in bulk to the other countries where they could then be packaged. A similar project could be implemented on the East Coast although antibiotics are already produced in Egypt and Kenya and perhaps these industries could have expanded to take care of the other East African and Central African territories. Obviously traditional plants based on local vegetation and plants are desirable and this could be on a semi-cottage scale.
26. It is not considered viable to set up a number of petro-chemical projects as these are immensely expensive. The project in Nigeria will probably go ahead as will the PVC plant in Kenya based on alcohol and the polyethylene plant in Swaziland also based on alcohol. In general, in the foreseeable future petro-chemicals will continue to be imported from either Nigeria or Middle East or Europe.
27. Notes:
 - (a) Imports from the Middle East could be at a barter basis to be paid for by export of food stuffs (chickens), forest products, paper, copper, tin and other semi-processed materials. Even capital for establishing industries could be paid for in this way.
 - (b) Small chemical plants such as in the production of Alum sulphuric acid, caustic soda and lime could be ^{dealt} /with on a country by country basis as these are not very

expensive and the product is of low value which does not stand the transport cost. Similarly the production of such semi-foods as margarine, soap, etc. could also be on a country by country basis.

(ii) Metallurgical Products:

28. In regard to metallurgical products we consider that the iron and steel industry must be on a subregional basis and some sort of agreement must be reached before progress can be made in this field. Nigeria has already one direct reduction steel plant at Warri and a scrap smelter near Enugu. An integrated steel project is being implemented and another D-R plant is planned. It should be possible to set up another subregional steel mill based on Guinea or Liberia iron ore and (Angolan or Cameroon) gas on the West Coast. Another steel mill could be implemented in Mozambique based on local coal and gas (or electricity) and on Zimbabwe or Swaziland iron ore. These schemes would require inter-African/international finance banks.
29. It is also relevant to add that iron and steel could be produced in West Africa using the very high grade iron ore available in Guinea and Sierra Leone and the gas not used for fertilizer production. Ingots, plates and wire could be produced at say two large iron and steel complexes and shipped to the other African States for utilization.
30. It is doubtful whether simple items such as pins, paper clips, nails, bolts and nuts are produced in many countries in Africa. These could all be cottage industries which are very labour intensive and require only wire, bars and other relatively simple raw materials which could come from the core steel industries in West Africa. Agricultural implements such as hoes, pick-axes etc. could also be made in cottage industries using these raw materials. Even before the steel mills are set up these cottage industries could be established with minimum capital requirements based on imports from industrialized countries. As soon as the steel mills were set up in West Africa these imports would cease.
31. Aluminium is already produced in Ghana and alumina in Guinea and arrangements must be made for the alumina from Guinea to be used in the Ghana smelter and the ingots from Ghana be used in other African countries.

32. Copper is already produced in Zambia, Zimbabwe and Zaire, and it should not be necessary to import copper from Europe to make cable in Africa when local copper is already available.
33. Copper was already produced in Uganda and it is likely that this will start again. It is not economically sound to set up a lead and zinc industry except for specific requirements.
34. Tin is produced in Nigeria but most of this is not required in Africa and is sold through the London Tin Exchange.

(iii) Building Materials Industry:

35. Building materials in Africa other than the wood products referred to below (see paragraph 46) would be essentially cement, brick, glass, corrugated iron, clay tiles and extruded aluminium sections.
36. All of these other than the glass and the cement could be produced on virtual cottage industrial scale. Even the aluminium extrusion for window frames etc. could be made in very small units based on imported aluminium ingots.
37. The cement and window glass manufacture are essentially much larger in investment requirement and these could conveniently be subregional industries except in very large countries like Nigeria, Egypt, Kenya etc. Smaller countries should join together to produce their own cement and glass or arrange to import these from larger countries. In regard to cement this could be produced on a subregional scale in the various countries which have reserves of lime stone. For instance Ghana has two clinker grinding plants but imports the clinker from Europe. If a very large scale clinker production facility were set up in West Africa this could supply these two plants with their requirements.

(iv) Food and Agro-industries

38. Whilst taking careful note of the detail in the Guidelines paper referring to core industries and the various major priority industrial sub-sectors involved, it seems appropriate to restate the point that the principal difficulty to any substantial progress in industrialization in Africa lies in the organization of real co-operation between neighbouring states. This is of extreme importance, and especially on items such as food production and processing, as illustrated below.

39. Due to the major differences in climatic conditions throughout Africa, certain agricultural products are best suited to certain regions of West Africa where it is virtually impossible to produce beef or dairy products because of the presence of tse-tse fly. Therefore, it would not be sensible to set up a major dairy industry in West Africa unless this is to reconstitute dried milk imported either from East or Central Africa or from the EEC. This is already done in Senegal, Nigeria and various other West African territories but does not really qualify as self-sustained indigenous industry.
40. Again oilseeds such as ground nut, sun flower, rape and linseed can only be produced in a relatively dry climate such as that of Northern Nigeria, Senegal, parts of Togo, parts of Ivory Coast, Angola, Kenya and other regions of Eastern and Central Africa.
41. In regard to edible oil production, there is very little of such production at the moment in Nigeria due to low prices being offered to farmers. Nigeria was once a very large exporter of ground nuts and palm oil - it is now an importer. This is another factor which has to be put right before Africa can become even partially self-supporting in food. Although it is true that small local flour mills could be useful, it is necessary to have the grain available to mills before doing anything of this sort. Also on oil cake utilization, while it is true that some oil cake is exported this is because there is no real trading between African territories. In certain cases it is not even economically viable to import agricultural products from another African territory: thus the milk products in Kenya would be more expensive in Nigeria than milk products imported from Europe due to distance and economy of scale.
42. Whilst referring to palm-oil - a plantation product - in the paragraph above, it seems very relevant to point out that Africa has over 30 countries producing plantation crops (cassava, cocoa, coffee, tea, cotton etc.) much of the said crops intended for export. As the pioneering work of the International Centre for the Study of Plantation Affairs in Bangalore, India has shown it is being recognized that the important plantation sector is or is capable of being most efficient sector within the Third World's agriculture as a whole. In such light, consideration in its industrial aspect could therefore usefully be given to such as the manufacture and servicing of machinery and equipment for use ^{on} plantations.

43. Where it is very interesting to proceed with rationalisation is on the regional production of grain. Kenya has had two excellent maize and wheat harvests, and in the outcome, has far too much maize for its stores. Tanzania and Zambia need this grain. Because however of political differences between Kenya and Tanzania the grain cannot be shipped directly to Zambia, and will not be bought by Tanzania either. This state of affairs needs to be put right.
- (v) Textiles:
44. In the textile fields a number of African countries produce raw cotton, some having an excess of cotton over and above their own needs - such as Egypt and the Sudan. Some OAU countries, again, have textile mills in excess of their own needs but do not have cotton and currently import polyester chip or man-made fibres. A rational policy should be worked out whereby African cotton is used as far as possible in existing textile mills and import of man-made fibre and finished cloth should be reduced as far as possible. This would require a price equalization and rationalization agreement as Sudanese cotton (say) may be ^{more} expensive than German polyester; but this should not stop the progress to independence of textile to Africa.
- (vi) Forest-based Industries:
45. On forest-based industries the problem has already been tackled in a number of countries and the export of logs has been banned. Unfortunately, although Ghana does not export logs it does not import spare parts for its own saw mills and cannot export board, plywood etc. A very frequent reason for industry in Africa falling down lies in the fact that foreign currency from exports is not applied to necessary spare parts and the maintenance of machinery.
46. Hard wood products from West Africa can be exported all over the world if the machinery is maintained. It is unlikely that furniture could be exported but certainly the import of furniture could be virtually halted if the effort was made to improve design and quality of local production.
47. Cottage type forest-based industries such as the production of plywood, pencils etc., are not considered of major importance at the current Guideline stage, but (as with such as clay bricks for building use) could perhaps be look into in more detail later.

(vi) Engineering and Metal Working industries:

48. These are essentially of the cottage industries type although the raw materials would be imported from the central core industries or from abroad. Such items as farm implements - hoes, pick axes, sickles etc. can be made on a very small scale and this industry would provide a very large number of jobs throughout the African territories. Ploughshares could also be manufactured but this would be on a slightly larger scale as the equipment required is more costly.
49. Items such as water tanks, motor car bumpers, exhaust pipes can all be manufactured on a relatively small scale and using fairly cheap equipment. Office equipment such as cupboards, filing cabinets, etc. could also be produced on a small scale and this type of industry should be encouraged.
50. The manufacture of nails, screws, pins, bolts, nuts can also be done on an artisan scale.
51. It is not considered of first order of urgency to manufacture machine tools other than very simple leads, drillers, saws and articles of this type. Electric motors for driving these tools should be made in each African country even if some parts of the motors would need to be initially imported.
52. By utilizing aluminium from say Ghana or later from another African smelter one could turn out window frames, door frames and cooking utensils like pots and pans, and other aluminium sections again on small rationalized or village scale. Encouragement should be given to local copper and brass.
53. Cast iron from the central iron and steel units could be used locally for production of cooking pots, cooking stoves or ^{farm} implements, drain pipes etc. Again, water pumps could also very conveniently be manufactured on a local scale from cast iron ingots. The motor for these can likewise be locally manufactured and in addition also provide employment and save foreign currency. This would allow irrigation of agricultural activity also and thus improve the yield of food crops. The production of other irrigation equipment such as sprinklers, might meet a widespread need.

54. It is considered that in parallel with large scale core industries a considerable amount of emphasis should be placed on small artisan type industries which provide employment and save foreign currency which is currently necessary to be used on imports.

(vii) Electrical and Electronic Industries:

55. It is envisaged that electronic industries especially will be of growing importance in the African continent in the years to come. It is expected for example that there will be a growing demand for computers for office and industrial use, and opportunity for indigenous manufacture or part manufacture here should be assessed through survey. Transport and communications potential is self-evident.

(ix) Energy Industry:

56. The requirements for machinery and equipment for energy generation, transmission etc., would obviously be dependent on the region's energy programme itself. It is accordingly desirable to closely scrutinise the programme in question in regard to the indigenous industry potential relevant thereto.

57. Final Remarks:

(a) Relevant detail appearing in the four-part Proposals paper has been taken into account in giving this brief survey of the recommended core sector essentials to be considered for the purpose of the finalised Guidelines under review.

(b) The implementation of all of these schemes would naturally depend, as emphasised, on real governmental collaboration, and also the provision by the industrialized countries of low cost financing. In regard to the latter point the fertilizer plants alone would cost between $1\frac{1}{2}$ and 2 billion US Dollars (at 1982 prices) and the steel core units roughly the same. In global (world scale) terms this is a small amount of money but it is unlikely that any one country or one/^{sub}region could borrow sufficient on world financial markets to implement these projects.

DEVELOPMENT OF CAPABILITIES

Foreword:

58. Some very clear practical thinking on step by step lines is necessary in considering this all-important and complex issue. Otherwise there is a danger of being unable to distinguish the

wood for the trees in translating development planning theory into practice. The discussion below gives a possible line of approach in the matter.

At National Level:

59. The draft Guidelines indicate (on page 3) that: 'The successful implementation of the Programme for the Industrial Development Decade calls for the development of capabilities such as human and technological resources, ability to mobilize financial resources and the establishment or strengthening of appropriate capacities to service and augment the industrialization process at the national and subregional levels'. This matter is then dealt with on the national and subregional levels later in the draft Guidelines (at pages 9-11 thereof).
60. Page 9 of the Guidelines notes that: 'The development of capabilities calls for the assessment of the gaps in the implementation capacity and the preparation of (a) programme to fill the identified gaps'.
61. Inherent in the statement in paragraph 60 is the knowledge of (a) the existing implementation capacity in question, and (b) the implementation capacity desired to fill the relevant gaps. Only thus can the gaps be assessed and a programme prepared to fill them accordingly. As such, a pre-priority action here, so to speak, is to collect information as to the existing implementation capacity referred to. That information moreover would serve as an aid in indicating what implementation capacity target is a feasible one in the given circumstances.
62. The matter of 'what exists' is referred to on page 3 of the draft Guidelines at point (a) of the Guidelines' 'purpose'⁽¹⁴⁾ (However guidance as to how to ascertain such information is summed up by the word 'surveying' and no indication is given as to priorities, if any, within such surveying.)
63. Page 7 of the Proposals, Part I emphasises that: 'Self reliance (one of the bases of the philosophy of the Decade) calls for the maximum utilization of indigenous resources - physical and human, before seeking foreign resources.'
64. Page 25 of Part I goes on to stress that: 'Priority should be given to the total integrated development of natural resources.' Inherent here then is the basic question of knowledge such natural resources and the extent to which they are currently being utilized.

(14). Consideration should be given as to the possible amalgamation or link-up of this 'purpose' section of the Guidelines with the 'implementation' section thereof (in section C). Both sections bear upon the same broad theme.

65. Point (a) of the Guidelines' 'purpose' talks of 'surveying the ... availability and sources of raw materials'. However (and included in the general reference made at the end of paragraph 62 above) no down to earth guidance is given as to how to tackle the matter in practice. The extent and cost of such surveys can be very greatly. What then is to be the policy on the point?
66. As the publication National Resources of Developing Countries: Investigation, Development and Rational Utilization makes clear⁽¹⁵⁾ 'there are no general rules regarding the criteria for determining the priorities for the various natural resource development operations that may be required in a given country. In practice, each country is a different case. Yet a choice has to be made, since no country can develop, or even investigate, all its natural resources simultaneously, even if it organises this development on a regional basis and with international assistance. In the first place, a distinction must be made between cases in which it is desired to make more effective use of natural resources that are already being utilized to some extent, and cases in which countries require more thorough surveys in order to have more information on their known resources and to uncover new ones One problem with regard to priorities that often arises is that of maintaining a balance between regional and sectoral development.'

The criteria for determining priorities for natural resource development operations are determined by: (a) degree of need of a resource; (b) urgency of the operation; (c) satisfaction of the country's general needs; (d) returns obtained and the effectiveness of the results; (e) permanence of the results; (f) practical possibilities of carrying out the operation; (g) cost; (h) time factor; (i) effect on other activities in the country; (j) possible extension of the anticipated results to other countries or regions.

67. Based on the natural resource policy decisions taken in regard to the above, the relevant manpower and cost (for example) involved can be estimated. This when matched against existing manpower in the categories required (to make and collate the new survey information and collate existing information on the issue) and the appropriate finance available, would reveal the gaps in the implementation capacity at this point. Can the member State then remedy the situation itself - by locating

(15). UN publication, New York, 1970, pp. 33ff. (A most useful guide in the context of the Decade's programme.

and/or training the manpower and generating the finance required? If not it must look externally to fill the gap. Again, if the preliminary survey has been undertaken, and shows that (say) a further lengthy, more costly survey is worthwhile to develop a core industry, the question then arises as to whether the manpower and cost (for example) required at that point is available; or to what extent is there - or will there be in year 'x' - a 'gap' and how may that gap be filled?

68. By a process which may be likened to a very gently ascending spiral staircase, the gaps in the implementation capacity at each level of the desired industrial development programme of any particular member State may be identified and action taken towards filling the gaps - either internally or - in the last resort - externally, as indicated. This holds true for the various integrated elements making up the said programme in toto. For example:
- (a) on the manpower side
- developmental planning requires collection of information in the first instance and then the assessment thereof. If no trained persons in either category are available (or free for such work) then both need to be trained and numbers and time factors for such training taken into account. A pre-requisite here is the knowledge of whether there are trainers available to give the training courses required, or does attention need to be given to the capability gap of training the trainers?
 - again an envisaged future gap of 'y' number of technicians and 'z' number of factory clerks with literate ability would require attention to whether existing training institutions or schools are geared to fill the gap in due time or, if not, what appropriate actions would need to be taken.
- (b) associated with manpower needs and linked in with desired utilization of natural resources are such as technological research and development institutes, testing laboratories and planning and designing bureaux which would have a widespread general application to industrial development requirements as a whole. Are such in existence in the member State concerned, and/or what internal or external help is needed to establish them there? Alternatively, would a subregional arrangement in the matter be satisfactory, or not?

- (c) on the equipment side - is this or that equipment already in stock or being manufactured internally so as to be available at the point it is required on the spiral staircase? If a manufacturing programme in force will not meet the initial needs in time, what steps are to be taken to fill the gap in the meanwhile?
- (d) on the financial side, if further finance is required, (as it no doubt will be), could some of this be attracted by increasing internal incentives for setting up industries in new or underdeveloped areas; or producing an attractive investment incentive scheme to pull in the entrepreneur from abroad, or establishing (or enlarging) an Industrial Development Bank?
- (e) whilst pursuing such as longer-term, heavy cost core objectives, what steps are to be taken to deal with shorter term projects, e.g. the increasing of efficiency in small-scale industries. Does a Productivity Institute exist in the matter which could arrange appropriate courses in different industrial sectors and different localities; or which could send out personnel for 'on the spot' advice? If not, what is the method for filling this gap?
- (f) the filling of national gaps as regards knowledge and assessment of markets, of sources of supply, of information and publicity requirements and co-ordination generally, would be dependent on the requirements of the Decade Programme at the particular level it had reached on the spiral staircase.

69 In the light of the discussion above illustrating the complexity of the integrated task of assessing and coming to grips with the national capability gap for each OAU member State concerned, it is felt that guidance thereon should be given in a more detailed manner than that contained in the draft Guidelines and in a manner which emphasises the phased approach to the issue. (Quite obviously not all the manifold activities concerned will be carried out at the same time.) Whilst outside expert help can be expected to be warranted, the idea of issuing a 'working handbook' separate to the Guidelines should be considered - one which sets out capability area procedures to be undertaken in the manner of an extended checklist.⁽¹⁶⁾ In such connection (and as in the case of the parallel subregional activities) attention should be given in the preparation of such a handbook to relevant detail contained in the approved Proposals paper.) At all events, there would seem to be a need for close guidance and aid from the subregional level in the matter, and with the Local Experts familiarised with any such working handbook in the first instance.

⁽¹⁶⁾ Modified versions of such a handbook could be introduced at sub-regional and regional levels if felt helpful.

At Subregional Level:

70. The subregional level activity needed to implement the gaps in the implementation capacity as regards the Decade's programme for the subregion could well concern itself with the activities as noted on page 11 of the Guidelines. But such activities need to be undertaken in their own appropriate time setting and according to the industrial development stage reached by the member States of the subregion under review.

(i) Particular attention should be paid to see that the member States within the subregion formulate their Decade-related revised industrial development plans in due time.

(ii) A suitable questionnaire might be issued to each such relevant State, in which the State concerned, in attempting to formulate its revised Plan might indicate, for example, its existing or potential gaps on this or that point, and to what extent it calls or would be calling for subregional help in the matter.

(iii) In the same way the State's reply to such a questionnaire might contain details (say) of surplus manpower in a border area which could be made available to an adjoining State; or of imports of this or that commodity which it would be pleased to purchase within the subregion if such were (or were eventually to be) available.

72. Subregional level guidance should be readily available to ensure that member States within the subregion are concluding inter-governmental agreements in due time for the beneficial implementation of the Decade's programme. Subregional industrial extension and advisory services might be considered in the technological, economic, ^{socio-economic} and environmental categories as part of the overall subregional activities.

73. At Regional Level:

Regional level activity to implement the gaps in the implementation capacity has not been dealt with in the draft Guidelines, but would surely need to be considered for background purposes. The establishment and strengthening of such as the African Regional Centre for Technology, that for Engineering Design and Manufacture, and for Engineering Consultancy and Management, as also the African Industrial Development Fund and the African Development Bank are dealt with, for example, in Proposals Part I, page 64. Necessarily regional activity would depend on the requirements flowing up from the national and subregional level. Other regional institutions worth considering, (if not

already in existence), are an Institute of Development Studies and one for Business and Financial Management. The sponsoring bodies of the Decade should ensure that expert advice and help from the regional to the subregional and national levels is available as required, and give consideration to the financing of regional projects in general.

SEQUENTIAL ACTIVITIES

At National and Subregional Levels:

74. The activities noted under this heading in the draft Guidelines paper are broadly speaking concurred in. However the time - and order of priority - factors need to be taken into account regarding such activities, as noted in 14(iv). Thus the order of 1. Local Expert; 2. Operational Focal Point, appears to be variance with detail of page 12 of the Guidelines draft where there is mentioned a 'Local Expert to be designated by the OEP'. Again there may be the call for revising and/or expanding the detail of this section in the process of revising the draft paper as a whole. For example there is no mention of a flow of information upwards to the subregional level in regard to the draft re-aligned national industrial development plan (finalisation of which would be dependent in parts on desired help from the subregion or, say, other member States therein being actually forthcoming, or likely to be so); and the fact of adoption of the re-aligned plan being dependent on the flow-back of comment from the subregion on the point and the analysis of the implications of such flow-back comment. Again, detail to be given within this heading (whether in the body of the Guidelines paper, in an annexe, or in a working handbook) should be rechecked (say) against Proposals, Part III before finalisation thereof. It is thus not enough merely to mention the establishment of the Operational Focal Point to act as the Secretariat for the member State concerned. Since such Focal Point is to monitor the implementation of the activities of the Decade⁽¹⁷⁾, and since the priority actions in the remainder of the preparatory phase period are themselves part of such implementing activities, a mention of monitoring (for example) needs to be brought into the list of sequential activities.

(17). See Proposals, Part III, page 6, 15(a).

75. The recommendation (given on page 12 of the draft Guidelines) that the national Focal Point should be in the office of the President or Prime Minister of each Member State concerned (i.e. at the point where overall policy is laid down), and have a special relationship with the relevant Ministry responsible for industrial development, is endorsed.
76. Endorsed moreover is the view that the Operational Focal Point should act as the Secretariat of the National Co-ordinating Committee and that the latter's functions should be those of co-ordination and acting as an advisory body (see Guidelines pages 12-13).
77. Attention should be given to see that the National Co-ordinating Committee does not become too unwieldy. There might perhaps be a small nucleus of permanent members, with other members co-opted on an ad-hoc basis as situations require. Sub-committees should tackle detailed work rather than the main committee itself.
78. Whilst a single mention has been given in the draft Guidelines to women,⁽¹⁸⁾ reference to the importance of women in the context of the implementation of the industrial development programme of the Decade is a surprising, conspicuous omission amongst all the lengthy detail in the four-part Proposals paper. Yet African women comprise, in broad terms, some one half of the population of the African region! To many of them also - along with their menfolk - will be given the pride and dignity of participating in the implementation of the Decade's Programme. In such connection UNIDO has come out firmly in favour of co-ordinating the integration of women into the industrialization process in developing countries.⁽¹⁹⁾ The ECA also has officially taken much the same stand at a regional meeting on the Role of Women in National Development held in Addis Ababa in 1969.⁽²⁰⁾ The latter important meeting, (in which other UN Agencies collaborated), discussed such job opportunities for women as supervisors in factories and shops, electronic assemblers, repair work assistants, textile machinists, office machine operators, and in the preservation and packaging of foods. Against such background it is considered that more attention should be paid to the subject of African women in industry as a whole and to their vocational and pre-vocational training for such purpose. Of relevance too is the matter of representation for women on the National Co-ordinating Committees to be set up.

(18) See page 10, 1(c) of that paper. in

(19) See Women and Industrialization/Developing Countries, UN/UNIDO, New York, 1981.

(20) See Women in Africa, joint publication of ECA and German Foundation for Developing Countries.

At Regional Level:

79. The sequential activities noted in the draft Guidelines make no reference to the related regional activities, (no doubt because of the limitation on the point in the title of the draft Guidelines paper). Yet such matters (such as given on pages 75 ff. of Proposals, Part I regarding regional and inter-regional consultation meetings) should be taken into account when drafting the national and subregional level sequential activities in order to grasp the extent of such sequential activities as a whole.

INSTITUTIONAL ARRANGEMENT DURING THE PREPARATORY PHASE

80. This section at the end of the Guidelines paper is closely linked with the sequential activities section given near the beginning thereof. The question of order within the paper in regard to these sections should be considered, as too the question of the arrangement of order of one section here against the other which is at present inconsistent. Whilst a revision or addition of some detail could be made on this or that point in finalising the draft of this institutional section, broadly speaking the content of the section is considered to be on the right lines. Some general or specific remarks however which appertain to this section have been made elsewhere in this Observations Paper (see for example paragraphs 70 - 73).

CONCLUSION

81. Attention has been accorded in these Observations on the Guidelines, to the question of presentation of the final formate thereof in a clearer style and to consideration of the transfer of certain detail to an annexe and/or to a separate working handbook. Emphasis has also been placed on the necessity for the preparation of a draft Master Plan for the region (in broad outline form) which - upon appropriate approval - would fix the parameters within which the subregional and national industrial development plans would be set. In regard to the core industries section, it is felt that suitably designated West and East Coast subregional zones should be taken up for concrete development work in the first instance and with multi-national and subregional projects in the chemical and metallurgical industries designated for immediate implementation. Meanwhile other zones could be taken up for similar action phase by phase, whilst the concrete steps so taken would themselves be automatically and rapidly followed

by ancillary and related activities. Last, (but by no means least!) the eventual finalised Guidelines might perhaps end by stressing afresh the note of co-operation, on the foundation cornerstone of which the very success, or otherwise, of the implementation of the Decade's programme rests. In such connection the Decade's objectives aptly and assuredly chime in with those two noble aims expressed in the OAU's Charter, namely 'to promote unity and solidarity among African States' and 'to intensify and co-ordinate efforts to improve living standards in Africa'.



