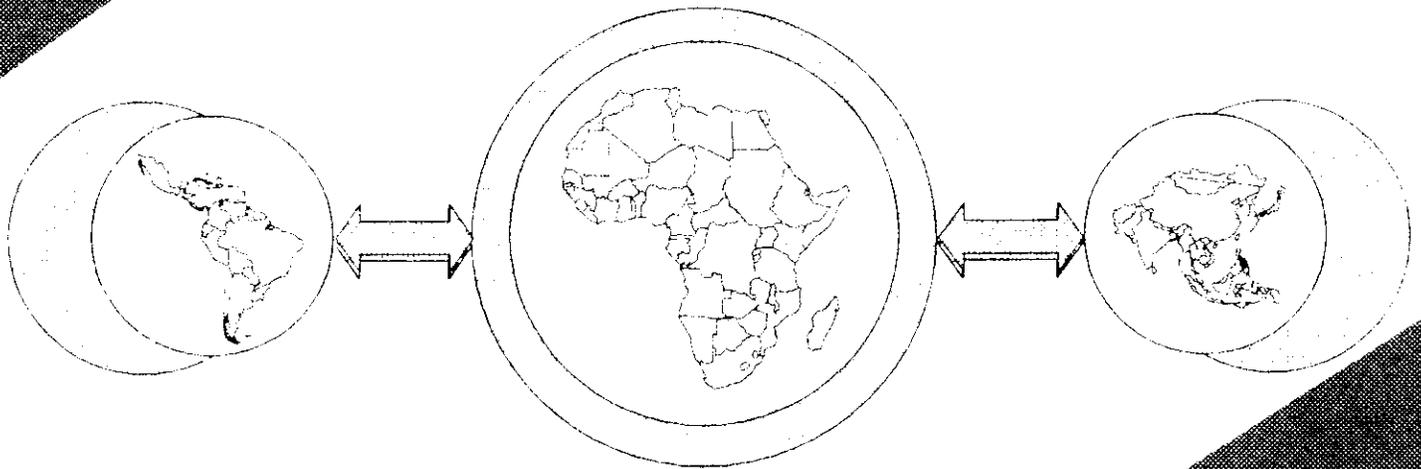




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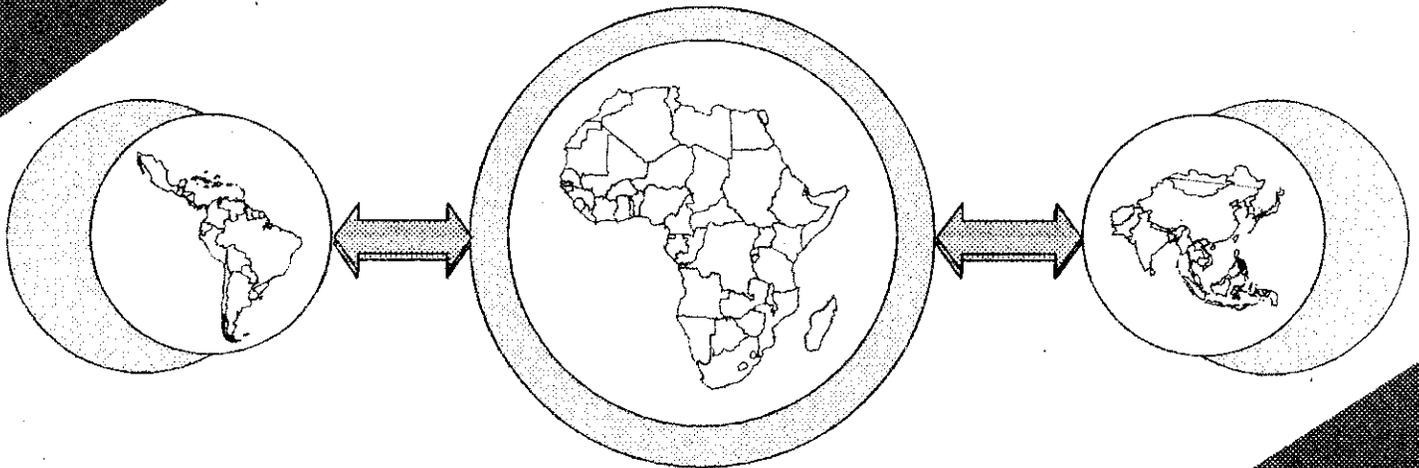
**MODALITIES**  
**FOR SOUTH-SOUTH**  
**INDUSTRIAL CO-OPERATION**  
**WITH SPECIAL FOCUS**  
**ON AFRICA**





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## **I. INTRODUCTION**

### **A. Purpose and Objective of the Study**

1. The main purpose of this study is, to explore factors impeding adequate South-South co-operation and propose approaches for enhancing this co-operation. Regional economic co-operation and integration in Africa is a cornerstone in the implementation of the aspirations of the Abuja Treaty establishing the African Economic Community. This however, has not been realised due the inherent nature of weaknesses on the African national economies. Strengthening of these economies calls for, among other things, injection of foreign direct investments. In the frame work of South-South co-operation, this study will explore practical measures to be taken to promote Asia-Africa co-operation as a means to strengthen African economic co-operation and integration and leading to the implementation of the Abuja Treaty . The basic assumption is that the higher the level of industrial cooperation within Africa, the greater the possibility for the development of a common market and the stronger the propensities for promoting African Unity. This is also based on the hypothesis that regional industrial cooperation stimulates market integration within a region and that such a regional process promotes the development of an economic community as the penultimate stage for a Union of African States.

2. The African member states however, will initially be overstretching their already limited capacities, if they will attempt to spread co-operation activities simultaneously throughout the South. This will undoubtedly result in lack of impact and focus. It would seem more plausible therefore initially to focus one region. It is in view of this that, this study will focus on Asia-Africa co-operation in the framework of South-South co-operation. South-East Asia especially has demonstrated several relevant development issues, notably technology development, which, at least in a modified manner can be emulated by African countries. Furthermore, Asia has in several international fora, demonstrated willingness to develop and promote Asia-Africa co-operation.

### **B. Methodology and Data Sources**

3. The study is based on both primary as well as secondary sources. This facilitated an approach to analyze the South, in its different groups and levels and/or rate of economic change. In addition, the approach takes into consideration the specific role of the private sector in promoting South-South industrial cooperation. Data was collected from the following major sources: a desk review of relevant documentation and reports of missions undertaken to some economic sub-groupings in Africa, the Economic and Social Commission for South East Asia and the Pacific (ESCAP), the ASEAN Secretariat, and Indonesia. Moreover, the study relies heavily on secondary sources from published reports from World Bank, OECD, specific books and journals as well as perspective studies done by the Economic Commission for Africa (ECA).

The study has also benefited from a number of OAU publications, including the Treaty establishing the African Economic Community, the Lagos Plan of Action, the Monrovia strategy, and various other resolutions of both the Council and the Assembly of Heads of State and Government. The African Priority Programme for Economic Recovery (APPER) and the United National Programme for African Economic Recovery and Development (UNPAERD) were also used in the study. Review of some of these publications provided a means of assessing causes for failure to effectively implement many of these resolutions and accords on African development. The open space exercises conducted at ECA by Hopkins and Hopkins provided further contributions to the study.

### **C. Scope and Limitations of the Study**

4. The study covers some major areas of possible South-South cooperation including its constraints. The study, takes note of the factors influencing North-South economic relations, and, simultaneously, impeding South-South industrial cooperation. This is only given as an overview because the focus is Asia-Africa co-operation in the framework of South-South co-operation.

5. One of the major limitations of the study has been limited geographical coverage for data collection. For instance, in Africa the mission covered one subregion, Eastern and Southern Africa, collecting data from two economic sub-groupings, namely, PTA and SADC, one country, Namibia. In Asia, the mission covered ESCAP in Bangkok, the ASEAN Secretariat in Jakarta and one Asian country namely Indonesia. These short comings notwithstanding, the study provides a framework within which a more field oriented study could be undertaken, in order to further focus on the content and modalities for rendering South-South cooperation operational.

### **D. Organization of the study**

6. The study is organized in five major parts. The introductory part provides, the purpose and objective of the study; methodology and data sources; and scope and limitations of the study. This is followed by a discussion of existing South-South cooperation arrangements and constraints, essentially highlighting trade arrangements and other forms of cooperation among the countries of the South; including inherent constraints. Modalities for South-South industrial cooperation are then provided and recommendation are made for restructuring the post colonial pattern of South-South industrial cooperation including proposing modalities and measures for strengthening South-South technical and scientific cooperation. Subsequently, the study focuses on prospects for co-operation between Africa and the South in the context of the African Economic Community. This part provides basis for establishing short-medium- and long term modalities for operationalizing Asia-Africa co-operation as a necessary linkage to implement the Abuja Treaty establishing the African Economic Community. The final part provides a summary and recommendations which is essentially what needs to be done on the part of Africa essentially to operationalise Asia-Africa co-operation.

## II. EXISTING SOUTH-SOUTH CO-OPERATION ARRANGEMENTS AND CONSTRAINTS

### A. Trade Agreements among the countries of the South

7. South-South industrial cooperation has and continues to be influenced by the structure of the world economy. This is, generally, because the economies of the South have been historically integrated in the industrialized market economies (IMEs) of the North. In light of the declined aid from developed countries, and it is improbable that new markets for developing countries exports will open up in the industrialised world, countries of the south are increasingly turning towards each other. Kotschwar points that, rather than looking to the North, these countries are forming intra-regional trade pacts, which encourages trade among members and foster growth of a more stable and trade-oriented economic environment in the country. She cited that currently, trade among the developing countries comprise about a quarter of the total world trade: in 1990 figures South-South trade represented US\$ 186.7 billion out of US\$740 billion worldwide. This amount or an increase is unlikely after the implementation of the Uruguay Round of GATT multilateral trade negotiations.

8. Kotschwar finds several major factors as constraining the expansion of South-South trade. One is that, contrary to practising the principle of comparative advantage, in the South-South trade, neighbouring countries often produce the same goods for export. She cited for instance Zimbabwe producing the same goods as Kenya. Furthermore, barriers have obstructed integration, and these include wars, border conflict, nationalistic rivalries, policies protecting domestic producers with high tariffs and foreign debt.

9. Despite these constraints, regional trade integration blocks are found in some countries of the South. Only in 1995, the Common Market of the South (MERCOSUR) was established in Latin America. It is a tariff-free zone shared by Argentina, Brazil, Paraguay and Uruguay. From 1991, these countries started to lower their tariffs at the rate of 7 percent every six months resulting to a growth from US\$2.7 billion to an estimated US\$12 billion a year. The group is negotiating with other Latin American countries mainly, Bolivia and Chile to extend free trade across Latin America and eventually to enact a Latin American Free Trade Area (LAFTA).

10. Another reputed co-operation block is the ASEAN countries comprising of Brunei Darussalam Indonesia, Malaysia, Philippines, Singapore, Thailand, and Vietnam. These countries aspire to liberalize their trade through the elimination of intra-regional tariffs and elimination of non-tariff barriers by the year 2003, and thus creating the ASEAN Free Trade Area (AFTA). The ultimate goal is the creation of Asia Pacific Cooperation (APEC) in which the Bogor Declaration of 1994 called for comprehensive trade liberalization by the year 2010 for the developed countries and 2020 for the developing ones. Countries envisaged under the APEC group are: Australia, Brunei Darussalam, Chile, China, Hongkong, Indonesia, Japan, Mexico, New Zealand, Papua New Guinea, South Korea, Taiwan Province of China, Malaysia, Philippines, Singapore and Vietnam.

11. The constraining factor is the fact that each country has some areas that they wish to provide at least limited protection, notably, the agricultural sector. In the meeting of APEC concluded in Osaka, Japan in November 1995, even Japan made it clear that it will protect its agricultural sector. A completely free trade area therefore is not fully implementable on the dates stipulated, if some sectors will continue to be protected.

12. In Africa, a worth notable example in regional trade arrangements is in the Preferential Trade Area (PTA) which has now become the Community for East and Southern Africa (COMESA), with a market of 300 million people including the large economy of South Africa. The main objective of this group is two-fold, one is to break the traditional link that bind developing exporters to developed markets; and two is, based on mutual benefits, to promote co-operation and capacity building among the member countries.

13. In the same subregion is the Southern Africa Development Conference (SADC), in which South Africa is one of the eleven members. This block aims at dealing with problems of equitable industrial development and trade, with a long term objective of development integration in the subregion, where political cooperation runs in parallel with economic integration. If these subregional bodies operate along the agendas under which they were created, positive results can be anticipated. However any form of competition and rivalry will be a constraint due to the fact that it would inevitably manifest duplication resulting in inefficient utilization of human and material resources. This phenomena can especially manifest negative results to some of the countries of the subregion which hold membership of both COMESA and SADC.

#### **B. Other forms of Co-operation among the Countries of the South**

14. Specialization in primary commodities production and the export of raw materials to the industrialized market economies in the North has, created structural inequalities and systemic deficiencies in North-South economic relations. According to UNDP, the gap between the North and the South has doubled in the past 30 years. At present 20% of the wealthiest of the world population earn a hundred and fifty times more than 20% of the poorest. Although the rich countries comprise only one fourth of the world population, they use 70% of energy, 75% of the metals, 85% of the wood, and 60% of the food of the entire world. Moreover, of the nine major minerals (excluding oil) required to sustain an industrial economy, the industrialized market economies in the North consumed nearly 70 per cent of the world's output.

15. Notwithstanding this glaring North-South divide, the countries of the South carried out cooperation among themselves through bilateral and multilateral arrangements. For instance Asian and African countries, have for several years been carrying out economic, social and technical activities on bilateral basis. For instance Kenya collaborates with India in a number of joint economic ventures like paper and pulp, woollen and cotton textiles, machine tools etc. Tanzania has a joint commission with India through which various co-operative ventures are carried out including development of small industries. China has assisted Tanzania and Zambia

with capital and expertise for the construction of Tanzania-Zambia railway which provides Zambia with an outlet to the port. China and North Korea have been involved in co-operative technical and economic arrangements with some African countries like Sierra Leone, Benin, Niger, Togo and Burundi. Nurturing of this horizontal co-operation did not yield the desired fruit mainly due to the interference of adverse pressures developed economies, and an underdeveloped infrastructure on the part of Africa. The framework of this co-operation furthermore, remained at a bilateral level and guided only by agreements between two governments. Collective bargaining, either on the part of the Asian or African countries could not take place.

### **C. Additional Constraints to South-South Industrial Cooperation**

#### **1. External Indebtedness of the South**

16. Any attempt to develop modalities for South-South industrial cooperation must take into consideration the external indebtedness of the countries of the South. It is often argued that the adverse economic effects of the loans far exceed the socio-economic benefits expected to be obtained from the individual projects that are financed by such loans. There is no doubt that the external debt of most countries of the South, but more particularly, the massive lending to, for example, to African governments have accelerated the unprecedented growth of the public sector. This process has, by and large, contributed to what is commonly referred to as the conversion of functioning economies into failed mercantile experiments.

17. To most of the countries of the South, the external economic environment determines the flow of resources for development especially through trade and capital flows. The rate and magnitude of resource flows in turn determines the rate and level of economic development in the South. In other words, the rate of economic development and growth in the South is a function of the rate and level of resource flows from the North to the South. Since the South depends on its export of primary commodities to the North for financing development planning, re-directing the resources earned from the export of primary commodities to other use, renders economic planning in the South an impossibility. This situation has continuously influenced development planning in respect of virtually every one of the countries of the South.

18. Against this background, the servicing of the external debts of the countries of the South have become the cause of major concern and an impediment to South-South industrial cooperation. This trend has also become one of the great paradoxes in development studies economists. The sky-high rocketing rate of debt servicing ratios is currently considered to be the major source of the phenomenon of a new net flow of external resources from the South to the North. These net out-flows, representing the excess of debt service payments over capital receipts, has been estimated by the South Centre to be in the order of around US\$ 200 billion over the period 1984 to 1991.

19. As pointed out by the South Centre, the amount of 200 billion is additional to the loss of resources that the countries of the South are experiencing because of the deterioration in their terms of trade illustrated by the growing gap between the price trends for their exports relative to their imports. Indeed, a reversal of this net outflow of resources can only take place through a reduction in the debt burden of the countries of the South and this objective should be given serious consideration in any attempt to put in place modalities and or strategic framework for South-South industrial cooperation. One will agree with the South Centre that whatever might be the explanation of the net outflow of resources brought about by debt service obligations, the phenomenon should be considered perverse since the development process require that the interactions of the countries of the South with the world outside should augment rather than diminish the resources available to the countries of the South for their development efforts.

20. The South should therefore avoid the treatment of the debt problem on the basis of selective case-by-case approach. The South should work towards the development of an objective criteria that is intended to be generally applicable with respect to finding solutions to the problem of the external indebtedness of the countries of the South. Indeed, the insistence by creditor countries of a case by case approach has resulted in considerable uncertainty relating to the way each country's debt problem will be dealt with and, as pointed out by the South Centre, has opened the door to the intrusion of political and other criteria.

## **2. Fragile South-South Industrial Linkages**

21. Among the major constraints affecting the development of South-South industrial cooperation is the increasingly fragile structures of South-South industrial linkages. The North-South patterns of interaction, both in the economic and political spheres, have largely been based on structures defined by the colonial pattern of North-South interactions. Nevertheless, South-South cooperation, will have to be pursued more vigorously. However, the following factors have interacted to militate against the development of strong South-South industrial linkages. One is the nature and structure of the global economy and the intrinsic North-South relations. The basic assumption is that since the economies of the South are essentially enclave economies, historically integrated to the global economy, any move towards developing a strong South-South industrial linkages on the basis of the existing North-South relations cannot work to the advantage of the South.

22. Second is that the pattern of interaction between the elite in the North and those of the South. The North, has by default of the South, either by design or self-perpetuation has designated itself as the centre of both economic activities and intellectual reservoir. To this end, the elite of the South find intellectual satisfaction in the North and therefore contribute more to the development of science and technology in the North completely ignoring the needs of the South. Indeed, so long as the elite in the South conceive themselves as only the periphery of the Northern elite, it will be difficult to develop strong independent industrial links between and among the Southern elites.

23. Thirdly is the role of TNCs in North-South relations. While the North-South relations were based, essentially on government to government relationships, the emergence of TNCs as ACTORS in international politics, has brought a new dimension with serious negative impact on the development of strong South-South relations. The TNCs are now the major source of technological development, innovation and transfer of technology to the South. It is no longer governments which determine the structure of the global economy alone. The TNCs have had great influence on the nature and scope of the economies of the South and their relationship to the global economy.

### **III. MODALITIES FOR SOUTH-SOUTH INDUSTRIAL COOPERATION**

#### **A. Restructuring the Post-Colonial Pattern of Industrial Cooperation in the South**

24. The restructuring of the post-colonial pattern of industrial cooperation in the South is an imperative necessity in strengthening South-South industrial cooperation. Three basic factors could provide the necessary force and provide the momentum for restructuring the post-colonial pattern of industrial cooperation in the South. First is a rapid development of strong economic and political structures to promote technical cooperation among the countries of the South. For example, the South Centre for Technical Co-operation proposed to be in Indonesia is a step towards strengthening technical co-operation among developing countries through focusing increasingly at enhancing self-propelling growth. The following activities are envisaged under the Centre: exchange of experts; technical information sharing; facility sharing; focused workshops and seminars; networks arrangements; and training apprenticeship.

25. The second factor relates to brain-drain from South to the North. There are many scientist from the South who are and continue to be held largely responsible for the industrial development of the North. Reversal of the brain drain phenomenon, has been demonstrated in several countries in Asia through putting in place an economic environment conducive to efficient productivity including job and personal satisfaction. For example the Agency for the Assessment and Application of Technology in Jakarta, has a total staff of 3117 out of which 117 hold either doctorate or masters degrees and many of them are young professionals who left good jobs with international institutions like the World Bank and returned for employment at home.

26. The third factor is the leadership in the South where leaders are not answerable to their people but rather to governments and institutions in the North. A stronger and sustained process of democratization creates a degree of political stability in the South and provides an environment within which the economies of the South could grow with increase in employment opportunities. Peace and stability is a prerequisite for any form of economic development.

## **B. Promoting South-South Trade**

27. South-South trade is a major issue in promoting South-South industrial cooperation. There are, however, five factors that must be addressed to ensure rapid development of South-South trade as an engine for industrial development and economic growth in the South. The first factor is that primary commodities have frequently been central to North-South negotiations. One of the cornerstones of the NIEO was to be the Integrated Programme for Commodities, including the Common Fund-the former a giant stabilization and development programme for 18 commodities of special export interest to the countries of the South, the latter the central financing institution which would tie the various commodity programmes together into a cross-subsidizing package.

28. A comprehensive programme for stabilization and even increase in prices for primary commodities is important for the countries of the South and it is important in the promotion of South-South industrial cooperation through South-South trade. Regardless of the outcome of debates over the effects of commodity price stabilization, it is clear is that in light of the outcome of the Uruguay Round of Agreements, access of South-South exports to the North will be guided by high competitiveness. It is therefore necessary to conduct strategic studies in order to provide guidelines for South-South trade within the regulations of the World Trade Organization (WTO).

29. The second factor has to do with commodity diversification both vertical and horizontal. The promotion of South-South trade will depend, largely on the capacity of the countries of the South to move more rapidly towards diversification on the basis of comparative advantage. The production of a single commodity by a number of countries in the South does not provide the necessary momentum for the promotion of South-South trade. Single commodity production within the countries of the South limits the capacity of these countries of an expanded market in the South and therefore curtails trade expansion.

30. Thirdly, the establishment of South-South clearing house(s) is a major element in providing impetus for the promotion of intra-South-South trade. Trade within the countries of the South is limited largely because of problems related to payment as a facilitating element in the exchange of goods. South-South trade has be conducted through and within the framework of international monetary system established and dominated by the countries of the North. The south has to establish strategies for disengaging from the Northern monetary system in order to effectively promote South-South trade. This is of paramount importance not only for purposes of promoting South-South trade but also for achieving collective self-reliance.

31. Fourthly is the need for changes in the attitude of many of the nationals and governments of the Southern countries, where there is an established trend to prefer products from the North even when such products are available within the countries of the South and often at a cheaper price. This is a serious attitudinal problem which has its roots in the colonial

past in which the countries of the South were made to believe that the best product was from the North and that those from the South were of substandard quality. The fifth factor is to initiate strategies for South-South trade liberalization. It is however noteworthy to be selective with a view to protect those subsectors with a potential to develop competitiveness.

### **C. Establishing South-South Joint Industrial Ventures**

32. The establishment of South-South Joint Industrial Ventures as a counter to the TNCs, is increasingly becoming prominent. But, these multinational trading enterprises have been confronted with enormous problems which have hampered their functioning. For Joint Industrial Venture especially in the area of trade between the countries of the South cannot be successfully developed without the setting up of the attendant necessary financial/monetary infrastructure.

33. On the whole, joint ventures tend to work better in countries of the South since the contracting partners do not have equal bargaining strength and possess similar technical and managerial potential. But, it would seem that because of the political climate largely noticeable in the countries of the South even those who are able to establish South-South Joint Ventures have little interest to do so. Moreover, the climate of low confidence prevalent in the South militate against the establishment or even the promotion of South-South Joint Ventures. This attitude has to change if the South wants to pursue the rational choice of South-South industrial cooperation. The OPEC countries seem to be encouraging the growth of joint ventures and expecting these enterprises to contribute significantly towards technology transfer to the OPEC countries. In the OPEC experiment there are lessons to be learnt.

34. There is no doubt the private sector in the South has an important role in defending and promoting South-South industrial joint venture. But, in order for the private sector in the South to be able to take part in establishing and/or promoting South-South Joint ventures there is an imperative need to strengthen their entrepreneurship capacity. Such capacity is already in existence in some of these countries but the capacity is limited in the African region. The private sector therefore, should be regarded as the primary force for industrialisation in the South. The introduction of liberalization policies within the countries of the South is often said to have promoted greater participation of the private sector in economic development. But, there has been a gradual realization of the fact that the role of the private sector cannot replace that of governments therefore they need to work together.

### **D. Strengthening the Supply side of Industrial Commodities from the South**

35. There is no doubt that prospects for South-South industrial cooperation are severely constrained by both supply and demand conditions existing within the present structure of the international system. On the supply side, there is a general scarcity of capital, managerial ability, technical know-how and skilled labour. On the demand side, the smallness of the domestic market thwarts growth and expansion. While the problems related to demand side could be resolved through the expansion of the market size, especially by the establishment of common markets and the economic integration, the problems related to supply side will have to be

addressed through the implementation of several macro-economic instruments. But, the application of those macro-economic instruments is, however, not an easy task, because of the integration of the southern economies in the global market economies. Moreover, a programme to strengthen the supply side will have to be based on four major considerations: scarcity of capital, managerial ability, technical know-how and skilled labour.

36. One, there is need to recognize that the most obvious stimulus to industrial growth and therefore the expansion of the supply side of industrial commodities is capital. The countries of the South will require massive injection of capital to be able to work towards the strengthening of the supply side industrial commodities. Presently however, resource flows have stagnated and in some cases declined. The situation has been aggravated by the excruciating external debt burden of most of these countries. There is, therefore, the need for most of the countries of the South to search for new capital in order to strengthen the supply side of industrial commodities. Injection of capital through foreign direct investments becomes a necessity.

37. Secondly, it must also be recognized that another aspect is the strengthen of the managerial ability of the countries of the South. This will require a comprehensive programme of incentive to retain the top-level managerial cadre that is constantly moving from the South to the North. In addition, improvement of managerial skills will have to be taken seriously by most of the countries of the South. Moreover, the preference by many of countries of the South of foreign experts to the disadvantage of the local experts will have to be avoided. Indeed, local experts with managerial skills will have to be given preference over the foreign experts.

38. Thirdly, there is an imperative need to recognize the significance of technical know-how in industrial production. The tendency in most countries of the South is mostly on the basis of **know-who** rather than **technical know-how**. Those with technical know-how do not get employed because the criteria for employment is not on the basis of technical know-how but rather on who one knows in the employment industry. Indeed, this is closely linked to the four consideration, namely, the important role of skill labour in the process of strengthening the supply side of industrial commodities. Skilled labour should be attracted with the necessary incentives to work in the local industries rather than with the foreign enterprises. This is the only way the local industries could develop skilled labour necessary for higher productivity through efficient production techniques. The countries of the South have no shortage of skilled labour per se, rather, the development of its human resource is in many cases incongruent with appropriate production techniques. The problem also is in retaining such skilled labour within the local industrial enterprises. A comprehensive programme of retaining and promoting the skilled labour in the countries of the South including development of adequate human resources, must be given serious consideration.

#### **E. Creation of Southern Multinational Cooperation (SMNCs)**

39. In order to strength South-South industrial cooperation there is an imperative need to explore the possibility of creating Southern Multinational Cooperation (SMNCs) with a view to

assuming the present role of the TNCs in South-South relations. This will not only reduce the present degree of dependency on TNCs, but also it will give a new impetus for the development of South-South Industrial corporations whose basic objective would be to create employment, generate income and improve the welfare of the majority of the populations in the South. The envisaged SMNCs should be established on the basis of mutually agreed modalities within the countries of the South. The following five key concerns should provide the guidelines for the establishment of such SMNCs.

40. First is the principle of South-South comparative advantage, in that the SMNCs should focus on the products they can produce most efficiently depending on the availability of raw-material and the efficiency of labour. Second is an appropriate and internally consistency guidelines for the location of such SMNCs. Third is the establishment of clearing houses to allow for monetary exchanges and repatriation of shared benefits. Fourth is the necessity for the establishment of modalities to allow for free movement of people and capital to facilitate the required interactions of people and capital as the basis for the establishment of the SMNCs. Fifth and last is to define modalities for creating public awareness about the existence of such SMNCs to allow for the promotion of South-South trade as an engine for sustaining the established (SSMNCs).

41. The prospects for South-South industrial cooperation must be examined in the context of: the level and predictability of resource flows within the South, the degree of accessibility the industrial-countries markets to exports from the countries of the South, the nature and scope of technology transfer from the North to the South, and the ability of the Countries of the South to address the urgent need for upgrading the level of human resources development and technology within national economies to effect structural changes and, more particularly, to expedite the industrial restructuring process. According to the Economic and Social Commission for Asia and the Pacific (ESCAP) the most pervasive factor influencing South-South industrial cooperation has been the development and the adaption of new technologies. The current advances in technological development and the increasing process of industrial transformation and change have continued to have a serious impact on production relations.

42. The internal factors have to do with the nature of domestic policies, the level of human resource development, the scope of income distribution and the level of economic development as well as receptivity to industrial change. While governments need increasingly to play a key role in promoting South-South industrial cooperation, a conducive environment must be created to encourage greater involvement of the private sector in all economic activities in the South-South relations. Lack of stable institutional and macro-economic environment, recurrent drought and internal conflicts as well as structural rigidities are, but some of the internal factors influencing the nature and scope of South-South industrial cooperation. The fundamental question is whether the countries of the South are able to promote and strengthen South-South industrial cooperation without introducing fundamental changes in the structure of North-South relations? The South must seek to restructure the pattern of South-South cooperation through the introduction of major economic policy changes in the countries of the South.

#### **IV. PROSPECTS FOR COOPERATION BETWEEN AFRICA AND THE SOUTH IN THE CONTEXT OF THE AFRICAN ECONOMIC COMMUNITY**

43. Africa felt most severely, the constraints for South-South Cooperation enumerated above. Furthermore, the prospects for this co-operation call for special measures to be taken by the countries of the South as a group, in order to realise any degree of Economic co-operation. This collective bargaining as advocated in the South Report, must assume the existence of effective economic subregions within regions that can harness the synergy for economic cooperation among regions of the South. The advocacy in the South Report, must also assume mutual willingness by possible co-operators as guided by mutual economic and social benefits.

44. Against the scenario of globalization of the economies of developed countries, Africa must explore alternative possibilities to put in place self-propelling growth for sustainable development. Presently, Africa must aggressively respond to the need for Asia-Africa co-operation where there is willingness on the part of Asia and a promising forecast for deriving mutual economic and social benefits. The remainder of this report therefore, will highlight a framework for Asia-Africa cooperation and propose modalities for promoting Asia-Africa co-operation, which will include creation of a follow-up mechanism to take care of short- medium- and long-term promotion of Asa-Africa cooperation including the rest of the South.

##### **A. The framework for Asia-Africa cooperation**

45. Asian and African countries, have for several years been carrying out economic, social and technical activities on bilateral basis. An inter-regional framework dawned with the Tokyo International Conference on Africa's Development (TICAD) of October 1993, where African countries, and Africa's development partners, equivocally declared, their continued dedication to the development of Africa towards a new era of prosperity, the declaration was adopted in the firm belief that it will serve to strengthen an emerging new partnership for sustainable development of Africa based on self-reliance of African countries and the support of Africa's development partners.

46. The Asian countries were prompted by encouraging outcome of far-reaching economic and political reforms that African countries have embarked on, and the end of the cold war era provides an opportunity for African countries to share a broader common understanding of the need for dynamic development co-operation; the recognition of the importance of increased private sector participation in domestic economic activity; and that Asian experience of economic development and the catalytic role of international co-operation offer hope and provide a challenge for African economic transformation.

47. Among major issues of mutual agreement by the participants of TICAD were;
- accountability and participatory political systems are vital, including strong role of civil society in order to achieve broad-based economic growth;
  - Africa's development partners will provide priority support to countries undertaking efficient political and economic reforms, structural adjustment programmes should take more actively into consideration, the specific conditions and requirements of individual countries;
  - the role of the private sector is vital as an engine of sustainable development;
  - greater efforts must now be made to promote inter regional trade and investment as a means to realise the goals of Africa integration and cooperation as embodied in the Abuja Treaty.

48. In essence, TICAD defines three role players in African development. First is the African countries themselves which must first and foremost put their houses in order. Second is the Asian countries which have an experience and development strategies to share with Africa in a mutually beneficial manner. Thirdly is, the African development partners, essentially the international community, which committed itself to continue to provide assistance in order to improve the enabling environment which requires economic reforms and privatization, the building of human and institutional capacities, and development of financial intermediation.

49. A follow up to the Tokyo International Conference on Africa Development was the Bandung Framework for Asia-Africa Cooperation (December 1994), under which the Asia-Africa Forum facilitated direct dialogue and exchange of views between senior Asian and African officials. The Forum adopted a series of recommendations in the broad areas of:

- sharing experiences; promoting sustainable development in Africa; human resources and institutional development;
- enhancing productivity in the agricultural sector;
- financing development;
- and modalities for development co-operation between Asia and Africa. Under financing development, the Forum also highlighted specific issues like mobilizing domestic and external resources, private sector development, promoting Asian investment in Africa trade development, and managing the African debt crisis. Also under modalities of development cooperation between Asia and Africa, it was specifically recommended to expand South-South Cooperation;
- creation of Asian-African networks and need for follow up and monitoring Asian African development cooperation.

50. With a view to operationalise TICAD government of Japan, Indonesia, the U.N. Secretariat, and the UNDP are currently organising a series of sub-regional workshops. One such workshop for the Eastern and Southern African subregion took place in July 1995 in Harare Zimbabwe and dealt with the following four main themes:

- Peace Stability and Development;
- Capacity Building and Human Resource Development;
- Private Sector Development;
- and Asia-Africa Cooperation. The workshop reiterated the importance of Asia-Africa co-operation in support of Africa's social and economic development. To this end it was recognized that there will be a further need to undertake an assessment of on-going projects and programmes supported by Asian countries and build on them. In this regard, a core group composed of eight countries and six sub-regional organizations was constituted to work towards the establishment of framework for Asia-Africa co-operation in the sub-region. The constituted group which supposed to meet in Seychelles in December 1995 is comprised of Angola, Botswana, Eritrea, Kenya, Seychelles, South Africa, Zambia and Zimbabwe; to be supported by the ECA/OAU/ADB Joint Secretariat, COMESA, IGADD and SADC.

51. What appears to require further clarification and dovetailing is the division of roles among respective African regional institutions in supporting the core group of experts in the exercise of undertaking an assessment of the on-going Asia-supported projects and programmes. Communication modalities between the main players Japan, Indonesia, UNDP, the UN Secretariat in New York with the African regional institutions in the preparatory exercise leading to establishing the sub-regional Asia-Africa framework is also unclear.

#### **B. Modalities for Promoting Asia-Africa Cooperation**

52. The international fora which dealt with this issue, re-iterated the need, necessity and importance of Asia-Africa cooperation. The searching question is how can this momentum be maximized to operationalise the objectives and principles contained in TICAD and the Asia-Africa Forum. Under this study, a mission was undertaken to ESCAP to exchange views with colleagues on what is behind the success of the region especially with regard to technology development; to the ASEAN Secretariat to discuss the framework especially, of the co-operation of the ASEAN group; to Indonesia, a country which presents varied levels of development, and also put forward by Japan and the ASEAN group to be focal point for Asia-Africa cooperation.

53. Findings from this mission, through exchange of views and documentation collected, points to the optimism that, it is possible to start operationalizing TICAD and the Asia-Africa Forum by 1996. This optimism however, must be cautioned of the following:

- one is basic pre-requisites on the part of Africa to be an effective co-operator with Asia;
- two, a need for a clear definition of content matched with implementable modalities;
- and third, is evolution of a sustainable mechanism for galvanizing the projects and programmes under the cooperation arrangements.

### **C. Basic Pre-requisites/Assumptions**

54. This study, strongly believes that, collective bargaining approach on the part of Africa as a region, will be more effective than operating as single entities. However, in view of the prevailing realities in the region, this study, by no means, does not, suggest that, an individual country or a group of, ripe for cooperation activities with Asia, should wait for collective bargaining with the rest of the region at the expense of losing time. The following assumptions are therefore, put forward with this foot note.

#### **1. Satisfactory level of Peace and Stability**

55. One only requires to X-ray the deliberations of TICAD, Asia-Africa Forum or the sub-regional workshops find out how that the Asian countries spell out categorically that, any economic development can only be conceptualized in a civil society and participatory political systems prevail. Indeed an Asian investing in Africa, has to be assured of a political environment which is promising for a return on investment/capital.

#### **2. Mutual Interests in the Asia-Africa cooperation**

56. Both TICAD and the Asia-Africa Forum clearly articulate the economic plight of Africa and ongoing political and economic transformation which elevates Africa to a role in Asia-Africa cooperation. Similarly, Africa, from the onset, should be conversant with the factors that made Asia select Africa out of the South and initiate active dialogue for cooperation. In this way, Africa will be in a position to develop and promote those areas of her greatest comparative advantage.

#### **3. Focused Vision during planning**

57. During the planning stage especially, Africa must have a clear vision of both forward and backward linkages of an activity, with a view to enhancing an integrated approach.

#### **4. Existence of an operational mechanism for Asia-Africa co-operation**

58. At the end of the Bandung Conference, it was not clearly specified as to which regional institutions will spearhead follow-up activities under the co-operation. Is it the OAU/ECA/ADB

Joint Secretariat or the Global Coalition for Africa. The Harare sub-regional follow up meeting, advanced the steps to be taken to establish a framework for definition of content, ie projects and programmes. Putting in place a mechanism charged with the responsibility of operationalization of TICAD and its accountability still requires serious consideration.

59. The cornerstone in the evolution of this mechanism must be the existing regional IGOs, notably the OAU/ECA/ADB Joint Secretariat. Their respective mandates provides a package composed of a political muscle, economic and social advice, and financial development. This Secretariat should prepare a topic on operationalization of TICAD to be put as an agenda in the ministerial meetings of the Joint Secretariat, and the recommendations thereof will be put before an OAU summit, and when adopted, the mechanism so created will have a clear mandate to carry out the necessary activities in operationalising TICAD. Consideration in putting in place this mechanism should also take into account the necessary human and financial resources required. Study of the recommendations of TICAD, the Asia-Africa Forum, the sub-regional workshops and subsequent meetings on operationalization of TICAD, will form the essential part of the Terms of Reference for Mechanism.

## **5. Focused Definition of Substance for Cooperation**

60. Sharing experience, what experience, on what and how? Many and very important broad areas have been articulated in the Declaration and the Asia-Africa Forum. What means can be used to prioritise areas of co-operation. The Government of Indonesia, focusing mainly on technology development, proposed to the ECA mission the following areas of possible co-operation:

- a) Technology development-based on the needs of the Africans and the domestic resource base.
  - i) Food technology and fortification
  - ii) Construction and development of building materials eg laminated bamboo, volcanic ash etc.
  - iii) Intermediate and advanced technology development
- b) Development of high yielding agricultural crops for food and a backward linkage to food processing.
- c) Mining and mineral processing
- d) Energy development through alternative sources like solar, thermal, windmills etc.
- e) Development of a myriad of small and medium scale industries.
- f) Development of the infrastructure for transport and telecommunications.

61. In order to start up operations, jointly, the Indonesian Agency for the Assessment and Application of Technology, the ASEAN Secretariat, UNIDO Indonesia, proposed to start small but with success. In this regard it was recommended that two African countries could be

selected as pilot areas to initiate meaningful Asian-African cooperation activities. In order to come up with the blue print of the requirements of the reference countries, two Indonesians and one African will undertake a two week need assessment mission to each country and prepare the project document for consideration under the Asian-African cooperation parameters. It was also indicated that funding for this mission can be arranged by the Indonesian authorities. The mission will comprise of an economist, an infrastructure expert and an industrial expert.

62. Pending the creation of the South-South Centre at which time a clear mechanism for communication will be determined, existing regional institutions can provide modalities for communication. Assuming Indonesia is the focal liaison country and the focal issue is industry and technology development, in order to utilise the liaison service of the UNIDO country Director in Indonesia, the ECA Secretariat might need to inform UNIDO headquarters Africa's desire to enhance Asian-African cooperation and request to use UNIDO's good offices to assist since they have country offices in South-East Asia.

63. In order to actualize this, the Agency for the Assessment and Application of Technology (BPPT), was identified as a focal point and jointly with the ASEAN Secretariat, UNIDO country Directorate if involved it will provide support for future development of a more enlarged sphere of Asian-African co-operation. In addition, ESCAP which is the social and economic commission for Asia and the Pacific will need to be involved for necessary support, including the UN Secretariat for its continued support in all the fora on Asia-Africa co-operation.

#### **E. The Involvement of the Private Sector in Africa**

64. The sub-regional workshop in Harare identified three important private sectors in the African economies; namely the peasant sector where small-scale farming still forms the backbone of an African economy. Second, is the informal non-farm sector, which produces a myriad of goods and services, but the regulatory framework makes strong negative impact. Third, is the formal sector under which small-scale and large-scale enterprises fall. The importance of the former as a means of putting in place sustainable industrial development, has been recognised by many African governments. In this workshop, Professor Inukai (Japan) put forward the following proposals for promoting the private sector in Africa.

65. Noting that the competition for foreign direct investments for Asian countries is growing more severe than before since the dynamism of global economic growth has shifted to the APEC region, the following was put forward for serious consideration for promotion of the private sector which can generate sustainable economic development in the African economies:

- Nurture genuine African entrepreneurship which reflects the rich African cultural heritage. As Japanese management represents a mixture of Western rationalism with the Japanese traditional value system, other Asian countries produced "Asian" businessmen who have led their economic growth.

- Strengthen technocrats in the government machinery. In spite of the need to reduce government interventions in managing the national economy, the African countries need stronger government which is capable of reducing the constraints as quickly and effectively as possible.
  
- Consolidate the small enterprise sector as a strategic development sector in view of its capacity to generate self-reliant growth. It is regrettable that in spite of repeated announcements by government to emphasize the importance of this sector, the administrative machinery concerning small enterprises is usually located at the periphery of government. The operation of incentive schemes has been marked by favouritism toward large enterprises.
  
- Encourage a creation of the enterprise networks among small enterprises in order to enhance their business opportunities. It is commonly observed that in every African country there are many clusters of the same businesses which were spontaneously developed; there are streets where automobile repair services and parts suppliers are concentrated, and the street functions as if it is a large factory. If small enterprises cooperate with each other, they can enjoy the benefit of economies of scale. Thus, an enterprise network plays a significant role in disseminating technical, managerial, and marketing information.
  
- Strengthen regional cooperation and integration if possible, to induce foreign direct investment. Regardless of whether the aim is to explore the local market or to secure raw material supplies, regional cooperation has been discouraged by the lack of availability of regionally-wide infrastructure facilities. This is much more serious in landlocked countries than in countries with direct access to ports.
  
- Finally, African countries must undertake earnest efforts to enlighten the people in developed countries. People there know little of peaceful and developing Africa since the news they obtain through the mass media is largely biased and emphasizes the poverty and misery in Africa. Africa is not a continent of hunger and refugees. Unless the people in developed countries acquire more balanced information concerning African countries, it would be difficult for Africa not only to attract foreign direct investment but also more constructive development cooperation from the grass-root levels.

## V. SUMMARY AND RECOMMENDATIONS

66. The study stresses that industrial development is central for structural transformation of Southern economies. With an exception of a few countries, however, industrial and technology development in the South has lagged behind largely because of their historical integration in the industrial market economies, a factor that derailed efforts in the development of their own technologies. South-South relations therefore continued to be influenced by the North-South economic linkages. The internal factors included inappropriate domestic policies, low level of human resource development, inadequate development of the physical infrastructure and suppression of the role of the private sector, to mention just a few.

67. It was revealed that efforts to promote South-South cooperation for mutual benefits to maximize economies of scale were constrained by several factors. Among the major constraints are: the contemporary nature and structure of the global industrial complex, the dominance of the industrialized market economies, issues of technology development transfer and adaptation, the nature and structure of the South-South trade, fragile South-South industrial relations and external indebtedness of the South.

68. Africa, was more severely hit by these constraints; and further compounded both by natural and man-made disasters. Integration within the African region leaves much to be desired and continued manifestation of the economic constraints will render dismal any efforts to implement the Abuja Treaty establishing the African Economic Community. Furthermore the outcome of the Uruguay Round, and the guiding principles of the World Trade organization, will necessitate the developing countries to search for new strategies to bring about meaningful economic partnership.

69. Aspiration for attainment of self-reliance for sustainable economic development is very much valid within the countries of the South. In this regard, co-operation for mutual social and economic benefit remains a major option in an effort to maximise economies of scale within the countries of the South, with a view to increasing their competitive edge in the world market. Africa, to survive must also improve its competitive edge and this can only be done through economic cooperation arrangements with other countries of the South.

70. It is in view of this therefore that, Africa, should aggressively pursue, the implementation of the Tokyo International Declaration on African Development (TICAD) and the Bandung Framework for Asia-Africa cooperation. These international fora, defined important broad areas for Asia-Africa cooperation, and the main recommendations of this study is modalities for operationalizing Asia-Africa cooperation in the framework of South-South cooperation.

71. It must be noted that Asia has a projected vision on the Asia-Africa cooperation. In order for Africa to develop areas of her maximum comparative advantage, she must also have

a clear vision of what she needs from Asia and what Asia needs from Africa. Africa must therefore put in place a mechanism which will provide this dual window.

72. Of great attraction to Africa is the success in technology development in East Asia. Among the factors contributing to this success are: conducive economic policies, political values in favour of stability, socio-cultural values which promote savings; and racial tolerance where mixed races are provided with a leeway to produce goods and services maximizing on their respective talents, as is the case with the so called "Chinese feat". Policies can be emulated, institutions are difficult to copy, most difficult and perhaps impossible are cultural attributes. Yet looking back, while at present largely eroded, African culture had valuable attributes which promote productivity. It is therefore recommended that, strategic studies are carried out in Africa with a view to reviving and promoting those positive cultural attributes.

73. Co-operation of the Asia-Pacific region is canvassed within a logical framework. The Asia Pacific Economic Cooperation (APEC) which will incorporate all the countries of the region is in its final stages of formation. The ASEAN countries, besides having their permanent Secretariat in Jakarta, their operations are handled from sectoral, ministerial and the summit levels. Africa on the other hand, has the African Economic Community (AEC) ratified but yet to be operationised; and economic subregional groupings which are mainly sector oriented. It appears therefore that horizontal co-operating links between Asia and Africa are prominently missing. The African regional IGOs, notably the OAU/ECA/ADB Joint Secretariat should be central in providing this link at least during the initial stages. Subsequently a mechanism must be put in place for operationalizing TICAD at the national, subregional and regional levels. This will need to be mandated by the OAU Summit, and the technical proposal could come from the OAU/ECA/ADB Joint Secretariat.

74. Africa should draw lessons from the experience of implementing structural adjustment programmes. Indiscriminate trade liberalization left a lot to be desired. Asia on the other hand, despite their motto of "border-less Asia" in achieving Asia Pacific Economic Cooperation, in each national economy, there are still sectors which are protected for national interests. While the role of the private sector will be prominent in Asia-Africa cooperation, the role of the government to provide selective protectionism should not be ignored.

75. Another related factor is that, a border-less ASEAN or border-less Asia-Pacific is not wholesale. For membership, there is an expected threshold with regard to economic and political environment. For instance Vietnam was just admitted; Laos has observer status; Cambodia and Myanmar are neither members nor observers. Africa on the other hand, with regard to membership, it has tended to settle for numbers rather than quality for cooperation for mutual benefits. Putting one's house in order should be a pre-requisite for co-operation, and treaties should include clauses of reversibility if expected political conduct is reversed. Economic similarities, and complementarities should provide basis for cooperation in Africa if true integration is to be realised.

76. The Economic Commission for Africa, can play a catalytic role to sensitize and promote Asia-Africa cooperation. This essentially calls for associating the various organizations at the national (UNDP) subregional (MULPOCS and subregional economic groups) and regional (OAU and ADB) with operationalization of TICAD. ECA could package the technical content as a proposal on the modalities for Asia-Africa cooperation and disseminate to these levels. Since South-South co-operation activities cut across a number of divisions within the Commission, there is need to convene an in-house workshop with a view to recommend focal point(s) charged with the responsibility to follow-up activities for operationalizing TICAD and other south-South follow-up activities.

77. The question of coordination between all the role players must be given serious attention. For instance the ECA/OAU/ADB Joint Secretariat is one of the regional bodies mandated by the Harare subregional workshop to support the core group of experts on the exercise leading to establishing a subregional Asia-Africa framework for cooperation. There is a need to clarify and dovetail the division of roles among respective Africa regional institutions in supporting the current and future activities of operationalizing TICAD.

78. Specifically, of greater urgency is holding of the regional meetings leading to the OAU Summit to institute a mechanism to operationalise Asia-Africa co-operation. While there is co-operation among the constituents of the Joint Secretariat, individually, each holds some similar sectorial meetings in a parallel manner. There is therefore an urgent need to harmonize the meetings of the Joint Secretariat with a view to avoid duplication and enhance efficiency. In this manner, the respective roles of the regional organization responsible for realizing the goals of the African Economic Community will be dovetailed.

79. Finally, it is important to develop an information network among private sector enterprises in Latin America and Africa; among those in Asia and Africa; between Africa and supportive developed countries like Japan, China and Korea; and to create effective liason between the ASEAN Secretariat and the OAU/ECA/ADB Joint Secretariat.

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