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GUIDE-LINES FOR INITIATING PRIORITY ACTIONS
AT THE NATIONAL AND SUBREGIONAL LEVELS (1982-1984)
FOR THE IMPLEMENTATION OF IDDA

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GUIDE-LINES FOR INITIATING PRIORITY ACTIONS
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I. INTRODUCTION

The fundamental objective of the Lagos Plan of Action, adopted by the Heads of State and Government of the Organization of African Unity, is the establishment of self-reliant and self-sustaining integrated economic and social development at the national and multinational levels, aimed at satisfying basic needs of the peoples of Africa. The Plan also lays emphasis on economic co-operation at the subregional and regional levels as a means of achieving this overall objective. 1/ This twin principle of self-reliance and self-sustainment involves the increasing dependence of economic growth on internal demand stimuli and calls for the utilization of indigenous resources, both material and human, to satisfy basic needs. 2/ Furthermore to be self-sustaining, the countries of Africa are expected to develop and strengthen the capabilities (skills, know-how, expertise, etc.) to handle various aspects of industrial projects, namely conception, identification, preparation, appraisal and implementation and the operation and evaluation of production facilities, taking into account industrial "waste" treatment facilities.

The industrial section of the Plan, which evolved from discussions and decisions reached at the fourth and fifth meetings of the ECA/OAU/UNIDO-sponsored conference of African Ministers of Industry, is designed to permit the supply of the bulk of industrial inputs required for economic development, especially agricultural production, storage and processing, transport and communications, mineral extraction and processing and the development and utilization of energy resources. It therefore emphasizes the development of certain core industries such as metallurgy, chemicals, engineering, etc. since these industries often provide effective linkages to other sectors of the economy. 3/

At its fourth meeting the Conference of African Ministers of Industry discussed issues of industrialization in Africa and stressed the need to examine existing policies and strategies with a view to restructuring them to speed up African industrialization through a self-reliant and self-sustained approach. In its conclusions, the

1/ A/S-11/14, annex I, paragraphs 3(i) (ii), (v) 70, 258-263 and 265

2/ Ibid., paragraphs 77-79; 89 and 91

3/ Ibid., paragraph 66

Conference requested ECA, OAU and UNIDO to convene a Regional Symposium on Industrial Policies and Strategies. which was held in Nairobi Kenya in 1979. The report of the Symposium contained recommendations on policies and strategies relating, among others, to appropriate infrastructures, institutions, development of human and natural resources, links between agricultural and industrial development, investment, marketing and co-operation.

The fifth meeting of the Conference of African Ministers of Industry held in Addis Ababa, Ethiopia in November 1979 in its resolution 4(v), inter alia, endorsed all the recommendations made by the Symposium and requested the Executive Secretary of ECA, the Secretary-General of OAU and the Executive Director of UNIDO to take appropriate measures to have the period 1980-1990 declared as the Industrial Development Decade for Africa. This recommendation related to the proclamation of the Decade was supported by the third General Conference of UNIDO in New Delhi, February 1980. Following its endorsement by the OAU Economic Summit at Lagos in May 1980, the United Nations General Assembly by its resolution 35/66(B) of December 1980 approved the recommendation that 1980-1990 be declared the Industrial Development Decade for Africa.

Following the General Assembly resolution, proposals for the formulation and implementation of a programme for the Industrial Development Decade for Africa based on the twin principle of self-reliance and self-sustainment were prepared by African inter-governmental experts at a meeting in Addis Ababa from 17 October to 24 October 1981. These proposals were endorsed by resolution 1(vi) of the sixth meeting of the Conference of African Ministers of Industry, held from 23 to 25 November 1981, and adopted by resolution 442(XVII) of the eighth Conference of Ministers of ECA in Tripoli on 30 April 1982 and by the Industrial Development Board of UNIDO in Vienna in May 1982.

The proposals re-emphasize the integrated approach covering different industrial and allied activities, taking into consideration the interdependence of these activities. They reiterate the development of core industries in the metallurgical, chemical, engineering, and other subsectors which through their linkage effects (backward and forward), are capable of creating an industrial base, acting as a stimuli for the development of other industries and accelerating socio-economic growth and development. In certain cases, because some of these industries are capital intensive, with complex and sophisticated technology, subject to economies of scale and have a high energy requirement, it is recommended that such industries be developed at the multinational or subregional levels.

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.

In Africa today, given the socio-economic structures, the levels of development and the inadequate financial and functional human resources, no country is in a position to implement the entire Decade programme alone, which invariably means that certain industrial core industries will have to be established at the multinational and/or sub-regional level. Furthermore, most of the countries have national plans and programmes which have been adopted by the legislative organs of their Governments, and which currently guide patterns of industrialization. Therefore, what is being proposed in the Guide-lines for the programme for the implementation of the Industrial Development Decade is that member States should examine and analyse critically their industrialization plans and programmes and see how best they could incorporate the objectives, policies, projects and programmes of the Decade Programme into their national industrial development policies plans and programmes.

The actual purpose of these Guide-lines on preparatory activities for the Industrial Development Decade Programme is to give member States a clearer picture of the implications of the Programme through:

- (a) Surveying existing structures of industry in terms of organization, availability and sources of raw materials, energy, technology and physical and human capital, including measures to review ailing industries and to improve efficiency and capacity utilization levels;
- (b) Identifying, formulating, promoting and implementing projects and other activities, particularly core projects and programmes which are based on the objectives of the programme for the Decade, so as to ensure that the path towards self-sustaining and self-reliant industrialization is firmly laid down in the African continent;
- (c) Assessing and identifying technological and manpower capabilities, particularly at middle management, engineer, technician and artisan levels, so as to reduce the countries' dependence on external factor inputs;

- (d) Assessing and developing training and institutional requirements;
- (e) Mobilizing domestic and external financial resources with special emphasis where feasible on subregional and regional approaches;
- (f) Identifying and creating major integrated basic multinational industrial complexes which have been accorded high priority by more than one member State and which, because of their characteristics and financial implications, cannot be established by one country alone.

Because of the relatively short time for preparing these Guide-lines, it is unlikely that they will cover every possible implication of the implementation of the Decade Programme at the national, subregional and regional levels. Under the circumstances member States are therefore, requested individually and collectively to examine the implications of the various activities of the preparatory phase of the Decade Programme (1982-1984), including the proposals to create such mechanisms as operational focal points and multifaceted committees for initiating action and for co-ordinating the preparatory activities needed to formulate as well as to implement the programmes. Within such mechanisms, other organizational aspects could also be considered such as those relating to popularization of the Decade and determination of specific involvement of national experts.

II. SUMMARY OF SEQUENTIAL ACTIVITIES AT THE NATIONAL AND SUBREGIONAL LEVELS.

A. At the national level

1. Appointment of a local expert to assist the member State to initiate activities at the national level;
2. Establishment of an operational focal point (OFP) to act as secretariat for IDDa;
3. Formation and appointment of members of the national co-ordinating committee (NCC);
4. Organization of a workshop (including briefing by the Joint ECA/OAU/UNIDO Intersecretariat Committee) for OFP and NCC;
5. Selection of and assigning the preparation of discussion papers to national experts by NCC;

6. Holding of NCC meetings to discuss the various issues and guide the work of the national experts;

7. Organization of national workshops by NCC to incorporate the Decade programme in the national industrial development plan by considering the reports prepared by the national experts under the guidance of NCC and with the assistance of international experts, if required;

8. Adoption of the realigned national industrial development plan by the Government;

9. Publicizing of the realigned national industrial development plan by OFF;

10. Identification of specific needs in manpower planning, utilization and training and institutional development;

11. Help in directing and supervising assistance to be provided by the Joint Committee in manpower and institutional development, and

12. Mobilization of financial and other resources to implement the plan.

B. At the subregional level

1. Establishment of Subregional Committees (SRCs) comprising representatives from member States, inter-governmental organizations (IGOs) and subregional/multinational financing and R & D institutions;

2. Establishment of a team of inter-governmental experts by the SRCs with representation similar to that on the subregional committees;

3. Visits to member countries by the team of inter-governmental experts to collect multinational project ideas;

4. Organization of subregional meetings of the team of inter-governmental experts to review multinational project ideas obtained from their visits and the programmes of IGOs and MULPOCs;

5. Organization of subregional workshops attended by representatives of IGOs, member countries, the team of the inter-governmental experts, international experts and representatives of OAU, UNIDO and ECA to discuss the subregional projects;

6. Submission of the reports of the subregional workshops for approval as follows:

- (a) West African report to ECOWAS Council of Ministers,
- (b) Eastern and Southern Africa report to the Council of Ministers of the Lusaka MULPOC,
- (c) Central African report to the joint Council of Ministers of UDEAC and CEDGL,
- (d) North African report to the Tangier MULPOC Council of Plenipotentiaries,

7. Publicizing of the reports of the subregional workshops and IDDA, using materials prepared by consultants and SRCs;

8. Provision of assistance to the Joint Committee in discharging its assistance in manpower and institution development.

III. PREPARATORY ACTIVITIES AT THE NATIONAL AND MULTINATIONAL LEVELS

A. The concept of core industries

In both the Lagos Plan and IDDA the priority industries identified are those basic industries (metallurgical, engineering and chemical) which provide essential and strategic inputs to industry and other economic activities particularly food and agriculture, the sector accorded the highest priority. As it is virtually impracticable for any member State to develop all priority industries simultaneously, each member State or a group of member States should select the so called core industries, that are of the highest priority, characterized by one or a combination of the following:

- (a) Wide links with industry and other economic sectors, particularly agriculture, mining, transport, building and construction and energy;
- (b) Contribution to the creation of a self-reliant and self-sustaining industrial base;
- (c) Contribution to reducing dependence on external factor inputs;
- (d) Capability to earn foreign exchange for use in developing other sectors.

Two categories of core industries are identified in these guide-lines: engineering-based and resource-based. The first pertains to a combination of any of the following: foundry, forging, heat treatment, machine shop, toolroom, fabrication shop and metal coating facilities. In view of the fact that the outputs of this core industry including hand tools, agricultural implements and equipment, transport equipment, other engineering goods as well as certain parts and components are utilized in all economic activities, it is a basic industry without which attainment of the self-reliant and self-sustaining twin objectives of the Lagos Plan can hardly be achieved. In this connexion, it should be noted that the unavailability of parts and components (for lack of foreign exchange and discontinuance by suppliers) is increasingly becoming the major cause for closure or considerably low capacity utilization of existing plants. Because of this dangerous state of affairs, most African countries have no choice other than to develop a combination of the above facilities commensurate with the stages of their economic development.

The second type of core industry has to do with industries based on the utilization of domestic resources, particularly raw materials and energy, account being taken also of conservation and management for sustained yield, which give the country or group of countries clear comparative advantages over others within its areas and/or outside. In cases where countries in the same group have similar and/or complementary resources, they should join forces to exploit the comparative advantages. Examples of resources-based cores include: iron and steel and engineering products from domestic iron ore and coking coal or natural gas; fertilizers and related chemicals from domestic wood; and electricity intensive industries, such as aluminium, copper, iron (reduction in arc furnace), ferrochromium, ferromanganese, manganese, zinc, ammonia (from electrolytic hydrogen), calcium carbide, phosphoric acid (electrothermal), caustic soda/chlorine and sodium and potassium chlorates.

B. Identification of core projects

1. At the national level

At the national level, steps to be taken in the identification and selection of core industries for the national programme include:

- (a) Reviewing the industrial structure of the country;

(b) Assessing the resources (raw materials, energy, manpower, finance, etc.), of the country;

(c) Identifying the supply/demand gaps of products which can be manufactured using local resources;

(d) Reviewing the national industrial plan if any, with a view to indicating clearly any elements which are inconsistent with IDDA and to emphasizing those elements which are in line with the country's core industries;

(e) Reviewing existing production facilities particularly those suffering from excess capacities with a view to determining their consistency with the Decade objectives and programmes and their linkages with related industries especially core industries;

(f) Critically analyzing existing core industries or industries that could serve as basis for core industries including assessing requirements for spare parts and components (for agriculture, transport and the most common industrial activities) that could be manufactured by the engineering core industries;

(g) Reviewing national projects ideas, projects and planned expansions of existing production facilities;

(h) Identifying new projects and modifying existing projects arising from inter and intra-sectoral inputs and outputs;

(i) Classifying identified core projects into those that are primarily national and those that need collective action at the subregional or multinational level; and

(j) Re-examing the terms and conditions of contracts of foreign investors who left to themselves, might channel their investments to projects which are inconsistent with or even detrimental to the core strategy.

2. At the subregional level

The identification and selection of multinational core projects for a subregional programme would involve the holding of an expert meeting or meetings to consider multinational projects submitted by individual member States as well as by their intergovernmental organizations. Selection of multinational core projects would be based on the following criteria.

- (a) The project will utilize supplementary inputs from member countries, if all necessary inputs are not available in the host country;
- (b) It will provide intermediate inputs for further processing, fabrication or assembling in member States;
- (c) It will enhance industrial co-operation among member States;
- (d) It will acquire capacity for export outside the subregion if supported by collective action;
- (e) It has a capacity that will meet the five-to-ten year market demand of a group of countries or the subregion;
- (f) It will be able to produce products which can compete in world market or with similar products imported from outside the region, by virtue of the economies of scale provided by the multinational dimension.

C. Development of minimum capabilities for implementing industrial projects and programmes especially for core industries

During the preparatory period, two main activities will be carried out: the incorporation of the Decade Programme into the national industrial development plan and the initiation of action for developing national capabilities essential for the implementation of the plan. The development of capabilities calls for the assessment of gaps in the implementation capacity and the preparation of programme to fill the identified gaps in the following areas:

1. At the national level

- (a) Sectoral planning which will require the training of a nucleus of top-level technicians in the various industrial branches selected for development;
- (b) Project planning:
 - (i) preparation, appraisal and promotion of pre-investment studies;
 - (ii) preparation, evaluation and negotiation of specifications, bids and contracts;
 - (iii) procurement of equipment, technology, management and consultancy services;

- (iv) identification of sources of industrial raw materials and intermediate goods;
 - (v) financial planning and management for project implementation.
- (c) Manpower planning, full consideration being given also to women, particularly for core industrial projects;
- (d) Energy planning and development, particularly for core industrial projects;
- (e) Mobilization of financial resources, particularly for core industrial programmes (this will include study of measures particularly for adopting effective and efficient tax policy, for conserving financial resources and for mobilizing domestic and foreign resources);
- (f) Carrying out of marketing studies and developing appropriate trade promotion measures;
- (g) Improvement of the flow and interpretation of information on various major aspects of industrial activities;
- (h) Co-ordination of activities of the Decade Programme among various ministries, agents of industrial production should be evaluated. Attention should also centre on feedback between the Ministry of Industry and ministries and government institutions responsible for such areas as agriculture, trade and commerce, mines and mining, power, transport and communications, monetary and fiscal policies, statistical services and industrial research.

At the sectoral level it is important that the Ministry of Industry, industrial parastatals and other institutions be organized and staffed in a manner conducive to specialization and complementarity. The Ministry of Industry should thus pursue a policy of harmonious operational relationships with the other ministries and governmental organs and account must be taken of the complementarities of their mutual support and feedback activities.

2. At the subregional level

The development of national capability will automatically increase collective capability at subregional level. However, some of the major national actions designed

to develop national capability can be implemented more effectively within a multi-country context, such as raw material procurement and energy production; training of technological and managerial manpower; and investment fund mobilization.

States members of a subregion should jointly undertake the following activities in order to develop their capabilities in implementing the Decade programme:

- (a) Organization of manpower and energy planning, training at the subregional level in the field of sectoral planning, project planning, evaluation of government machinery for industrial development, and financial mobilization for industrial development;
- (b) Pooling of national training facilities especially for planning and restructuring of the educational system, the training of trainers and training in specialized industrial skills;
- (c) Organization of subregional workshops/meetings to initiate action for implementing multinational projects;
- (d) Organization of consultation meetings to secure industrial raw materials and energy, expand trade and secure the necessary finance;
- (e) Strengthening the existing regional machineries for the exchange of information on technology and related questions including terms and conditions governing contracts and joint acquisition of technology;
- (f) Promoting subregional councils of producers and distributors for each major industrial product or groups of products to be exchanged among the countries concerned.

IV. INSTITUTIONAL ARRANGEMENT DURING THE PREPARATORY PHASE

A. Designation of the operational focal point (OFF)

The implementation of the Industrial Development Decade will require major efforts by African Governments in the preparatory phase (1982-1984), in terms of a review of major industrial development policies at the national level and the adoption of policies for the promotion of subregional industrial co-operation. In order to ensure the smooth and authoritative functioning of all these multifaceted industrial development policies and programmes, an OFF for co-ordinating the implementation of the Industrial Development Decade for Africa at the national level should be located in the Office of the President

or Prime Minister, as appropriate. It should be so located as to enable it to acquire easily a multisectoral and multidisciplinary character as well as be vested with considerable policy co-ordinating influence which cannot normally be exercised within a particular sectoral Ministry. OFF should, however, develop special relationship with the ministry responsible for industrial development.

The following will be the main functions of an OFF:

- (a) To act as secretariat to the national co-ordinating committee;
- (b) To handle the day-to-day work related to the Decade and liaise with the co-ordinating organizations (ECA, OAU and UNIDO) and other bodies set up at the subregional and regional levels for the implementation of the Decade Programme.

B. Selection of local expert and recruitment of international experts

A local expert to be designated by OFF will serve as the immediate link with the Joint ECA/OAU/UNIDO Intersecretariat Committee at the country level during the early part and assist the Government in the establishment of the national co-ordinating committee and in the performance of its activities during the preparatory phase. He should be influential, of a high calibre highly experienced, capable of co-ordinating activities and conversant with the planning and implementation of industrial projects and their linkages with other sectors, especially agriculture, natural resources, transport and energy.

For those specific activities requiring special expertise, the Joint Committee will, at the request of the local expert, recruit international consultant (s). Such consultants will be recruited to undertake studies in areas to be identified by the national co-ordinating committee (NCC) that require expertise not available within NCC itself and which the national experts referred to below do not possess. Job descriptions outlining their duties and functions will be determined on the basis of the specific nature of the request transmitted to the Joint Committee through OFF.

C. Organizing the national co-ordinating committee (NCC)

The local expert will assist OFF in setting up NCC, whose membership should be multisectoral and multidisciplinary in nature and which will select its own chairman to

preside over the meetings of NCC and its national workshops. NCC 1/ should be composed of highly qualified representatives from:

- (a) Ministries of industry, planning, agriculture, natural resources, energy, finance, transport and communications, education, and trade and commerce;
- (b) Parastatal organizations involved with industrial development, such as those dealing with investment, manpower, R & D technology, trade and marketing, energy, water development, food, financial and consultancy services;
- (c) Major public and private sector enterprises;
- (d) Small-scale industrial units;
- (e) Promotional and support organizations;
- (f) Universities, technical colleges and other institutes of higher learning;
- (g) Private consultancy organizations;
- (h) Major economic, business and political bodies and other relevant bodies chambers of industry and commerce, labour organizations, manufacturers associations, etc.

The main functions of NCC are to:

- (a) Ensure over-all direction and guidance in translating the Decade framework into national and subregional programmes;
- (b) Familiarize various government departments, public, semi-public and private firms and people concerned in the country with the purpose, goals, objectives and implications of the Decade Programme;
- (c) Act as an advisory body and assist the Government in the formulation, implementation and monitoring of the programme for the Industrial Development Decade at the national level. In this connexion NCC should prepare a paper for approval by Cabinet of the Government spelling out succinctly the elements of the Decade Programme and what it will take to implement them at the national and multinational levels.

1/ See: Modalities for the implementation of the programme (ECA/IDD.1/INR/WP.4.)

D. Involvement of national experts recruited in each country

(a) To work with NCC on technical reports related to the realignment of the national industrial development plan;

(b) To provide the Joint ECA/OAU/UNIDO Intersecretariat Committee with supplementary country information, upon request.

E. Popularization of IDDA and national industrial development plan

The national plan would not only seek public support for IDDA but also endeavour to bring about a change in programmes and launch new initiatives.

The publicity materials that will be prepared by consultants and made available to member States will need to be supplemented by materials specific to the conditions of the country concerned. The preparation of such materials will be the responsibility of NCC and would include the translation of available materials into local languages and the preparation of publicity materials based on the realigned national industrial development plan.

F. Organization of national workshops

With the assistance of the local expert NCC will organize national workshops and brain-storming discussions on the issues of the Decade Programme to be incorporated in a realigned national industrial development plan. The members of NCC will be responsible for the design and preparation of discussion papers on topics and activities described in these guide-lines for the workshops. Such papers include those on practical proposals to help the country to revive its dying industries and enable it to increase the efficiency and capacity utilization levels of existing industries, review, diagnosis and analysis of existing national industrial structure; to appraise natural resources; to review and identify national and multinational core projects; and to assess domestic capacities and capabilities. Other papers will found on national issues considered relevant to the realignment of the national industrial development plan. NCC members and national experts will act as discussion leaders in their respective areas of competence. If deemed advisable, NCC may select someone from outside its membership to act as discussion leader in a given subject.

In summary, the objectives of the workshops are:

- (a) In the short term. To realign the national industrial development plan based on draft proposals prepared by members of NCC and national experts, reviewed and finalized at the workshops and eventually approved by the Government;
- (b) In the long term. To stimulate activities in the industrial and related sectors and to monitor progress.

Participation in the workshops should be similar to that for the national co-ordinating committee.

G. Establishment of subregional committees

These committees, assisted by inter-governmental organizations (IGOs), MULPOCs and OFPs concerned, comprising representatives of States members of the subregion, representatives of subregional organizations involved in economic integration and representatives of subregional financial and research institutions, will prepare terms of reference and review the work of the inter-governmental experts whose task is to review and integrate the subregional projects. The work of these committees would be facilitated by organizing subregional workshops to initiate the integration of multinational projects derived from or identified at the national workshops and those prepared by African inter-governmental organizations, including MULPOCs. The reports of the subregional workshops will be presented to the meetings of the respective MULPOC Councils of Ministers for adoption.

H. Involvement of inter-governmental experts

Inter-governmental experts will be commissioned by the subregional committees to:

- (i) study the industrialization programmes of the inter-governmental organizations involved in economic integration in the subregion;
- (ii) visit member States to collect information on existing industries and national project proposals for multinational ventures;
- (iii) discuss with relevant organizations, including also those involved in subregional manpower development schemes and subregional financial schemes, matters

related to the development of core industrial projects; and (iv) prepare a draft report on the integration of multinational core projects.

If necessary, the subregional committee will request UNIDO and ECA for the services of specific consultants who will assist the inter-governmental experts in preparing sub-regional core projects.

I. Publicity of the Decade at the subregional level

The publicity campaigns to popularize IDDA within member States should be extended to subregional organizations. Perhaps an effective way of doing this would be by linking up the various national OFPs or NCCs across the subregion. A series of films or radio programmes for wide distribution could be envisaged in an endeavour to increase public awareness of the Decade programme and its potential contribution to the socio-economic betterment of the region.