

ECONOMIC COMMISSION FOR AFRICA  
ADDIS ABABA

ROLE OF THE  
UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA (ECA)  
IN TECHNICAL CO-OPERATION AMONG DEVELOPING COUNTRIES (TCDC)

CONTENTS

|  | <u>Paragraphs</u> | <u>Page</u> |
|--|-------------------|-------------|
| I. INTRODUCTION .. .. .  |                   | 3-6         |
| II. ECA'S ROLE IN MOBILIZING CO-OPERATION .. .. .  |                   | 6           |
| ACTIVITIES   |                   |             |
| (a) The Commission's objectives .. .. .  |                   | 6           |
| (b) Priority areas in ECA activities and<br>a few key examples of interregional<br>co-operation .. . |                   | 7-14        |
| (c) Possible approaches to such co-operation .   |                   | 14-17       |
| III. INSTITUTIONAL ARRANGEMENTS .. .. .  |                   | 18          |
| (a) Present ECA structure and TCDC units<br>within ECA .. .. .                                       |                   | 18-21       |
| (b) Establishment of TCDC machinery at the ..<br>subregional and regional level                      | 169-172           | 21          |
| (c) Linking of the regional commissions<br>with the TCDC arrangements .. ..                          | 173 & 174         | 21          |
| IV. RESOURCES AND PROPOSALS FOR THE FINANCING OF<br>TECHNICAL CO-OPERATION .. .. .                   |                   | 21          |
| (a) Financing from the regular budget .. .. .  |                   | 21-22       |
| (b) TCDC financing by UNDP .. .. .   | 185               | 22          |
| (c) Financing by regional and subregional<br>groupings, development funds and<br>banks .. .. .       |                   | 22-24       |

## I. INTRODUCTION

1. Twenty years after its establishment, which coincided with the accession of most African States to independence, it is not too soon for ECA to undertake a study of its role in technical co-operation among developing countries (TCDC).
2. At the time of independence, African countries placed great hopes in vertical co-operation with the developed countries, and great trust in the capacity of those countries to promote their economic development.
3. They thought that vertical relations, inherited from colonization, were no hindrance to the structural changes required by their economies. The expansion, the growth of industrialized countries, they thought, should be a driving force and have a pull effect on the developing economies.
4. These hopes appeared to be justified. In 1960, during a memorable session of the United Nations General Assembly, the heads of State of the industrialized countries enthusiastically hailed the sovereignty of the new States, expressed the wish to provide them with the aid needed to eliminate their under-development and also to transfer to them one per cent of their gross national product.
5. The United Nations proclaimed the first Development Decade (1960-1970). The political climate was set fair. The cold war period had passed. East-west relations had thawed. International co-operation was taking the place of confrontation.
6. Aid to the Third World could serve as an area for co-operation and rivalry between the industrialized nations of East and West.
7. For African countries, it served to diversify the aid received from the west. Africa, the continent most affected by colonization, needed all forms and sources of aid, provided that they were supplied on the basis of its interests.
8. Towards the end of the first Development Decade, economic and financial prospects darkened considerably. Currency upheavals became more frequent. The pound and the dollar were devalued. The American currency was even to be made inconvertible and the International Monetary Fund was to experience the most serious crisis of its existence, with a multiplicity of currency arrangements (floating currencies, fixed currencies, inconvertible currencies, convertible currencies, etc.).
9. The industrialized countries gave first priority to solving their own problems and relegated solidarity with the Third World to second place.
10. The Third World discovered that the structures inherited from colonization remained unchanged. Political independence was a necessary but not a sufficient condition for fundamental economic and social changes.
11. Despite technical and financial assistance, the gap between the countries of the Third World and the developed countries continued to grow, the debt burden became heavier; the terms of trade worsened; export receipts fluctuated, economic take-off was delayed, etc..

12. All these evils were magnified in Africa. Experience showed the limits of traditional assistance.

13. Against this background came the second United Nations Development Decade (1970-1980). The countries of the Third World learned from the facts. They realized that their economic and social development did not necessarily follow the route of vertical co-operation and solidarity.

14. A new approach to solving their problems was required.

15. At international meetings held in Mexico, Manila, Algiers, New Delhi, Dakar, etc., the Group of 77 and the Non-aligned Group emphasized the need for the establishment of a new international economic order, based on horizontal co-operation among the countries of the Third World, in order to achieve national self-reliance and collective self-reliance.

16. African countries accepted this new orientation of co-operation, with which they were associated, as members of the Group of 77 and the Non-aligned Group.<sup>1/</sup> But their views were to be expressed first and foremost by their two main organization, OAU and ECA.

17. During its various sessions, ECA had underlined on several occasions the need for co-operation for African countries.

18. The importance of economic co-operation, as a strategy for economic development, was brought out at the fifth session of the Commission in 1963 during which, in resolution 86(V) ECA requested the Executive Secretary to undertake intensive studies on the major problems of an African common market, having particular regard to the balanced integration of economic development in the various African countries.

19. A resolution adopted at the eighth session of the Commission in 1967 drew up the general framework setting out the arrangements for economic co-operation in Africa.

20. The African Declaration on Co-operation, Development and Economic Independence adopted by the African heads of State and government in 1973 emphasized the importance attached by African countries to collective self-reliance and economic independence and set out the major principles for co-operation at the regional, subregional and sectoral levels.

21. At its eleventh extraordinary session, held in Kinshasa in December 1976, the OAU Council of Ministers stressed the importance of measures of economic co-operation in Africa and recommended various programmes and machinery designed to spread up that process.

22. Within the framework of these guidelines and also taking into account the principles and objectives set out in the programme of action on the establishment of a new international economic order<sup>2/</sup> and the resolution

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<sup>1/</sup> Many African countries are members of the Non-aligned Group.

<sup>2/</sup> Resolution 3202(S-VI) adopted by the General Assembly at its seventh special session.

on development and international economic co-operation adopted by the United Nations General Assembly at its seventh special session, the ECA secretariat, in consultation with the ECA Executive Committee and the member States, drew up a strategy and directives relating to a programme of action. 3/

23. The framework of principles, drawn up by the ECA secretariat, which was approved by the OAU Council of Ministers at its eleventh extraordinary session, emphasizes in particular that the process of optimum national development, can only be carried through fully by means of multinational action.

24. The need for co-operation arises from the specific conditions and characteristics of African economies, namely fragmentation and smallness of national markets, underemployment of human and material resources, the stranglehold of foreign capital, low industrialization, the predominance of the subsistence economy, the disjointedness of the economy, etc..

25. Each country should link its own development programme to the sub-regional and regional programmes, and incorporate economic co-operation in its own national socio-economic policy.

26. Africa has a long-tradition of co-operation. In Antiquity and the Middle Ages, the Salt, gold, cola, etc. routes already indicated axes of co-operation among the complementary Sahelian, Sudanian and forest economies on the one hand and the Maghreb and Arab economies on the other.

During the colonial period, extensive areas of co-operation were established. In French-speaking Africa, mention may be made of the two large administrative entities of French West Africa and French Equatorial Africa. In English-speaking Africa, economic and customs co-operation existed between Kenya, Uganda and Tanganyika. But these forms of co-operation were organized by the colonial Powers, first and foremost in their own interest.

27. In addition, informal intra-African co-operation has always existed. There has always been free movement of capital and men from the surplus areas to the deficit areas (movements of Dioula traders, Mossi workers from the Upper Volta, Senegalese craftsmen, Beninese and Togolese teachers, etc.)

28. After independence, intergovernmental co-operation organizations proliferated. In 1976, there were about seventy-five of them.

29. The new and important fact is that the economic co-operation advocated as part of the new international economic order, based on horizontal co-operation in order to achieve individual and collective self-reliance for African States, should produce a complete recasting and activation of international economic structures, in order to make them conducive to economic and social progress.

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3/ Revised framework of principles for the establishment of the new international economic order in Africa, 1976-1981-1986 (E/CN.14/-ECO/90/Rev.3).

30. Present economic structures, as well as the division of labour and specialization which they have spawned, merely reinforce the dependence of the countries of the Third World and accentuate the development of under-development.

31. These structures can be changed only through technical co-operation among Third World countries. A good part of the aid is used to pay for the services of consulting firms from the developed countries' equipment and to pay their experts.

32. Science and technology are still the stronghold and monopoly of the developed countries and are the instruments of their domination over the economies of the Third World, especially through the multinational corporations.

33. Economic co-operation is inseparable from technical co-operation. Individual and collective self-reliance necessarily involve individual and collective scientific and technological self-reliance. In carrying out joint projects, the countries of the Third world become aware of their technological dependence and of the need to free themselves from foreign technological constraints.

34. African countries should develop technical co-operation among themselves in order to bridge the scientific and technological gap, in order to cease to be consumers of by-products of western technology, and in order to forge technology suited to their needs.

35. ECA has been mandated to work along these lines and a resolution of its Ministerial Conference, held in Kinshasa in February-March 1977, requests it to intensify its activities to promote technical co-operation among African countries, and between Africa and the other regions of the Third World, within the framework of a new international technological order, the corollary of the new international economic order.

36. The present first examines the role of ECA in TCDC. It then indicates the institutional arrangements set up to fulfil this role. Finally, it identifies ways and means of financing this TCDC.

## II. ECA'S ROLE IN MOBILIZING CO-OPERATION ACTIVITIES

### (a) The Commission's objectives

37. ECA's purpose is to promote the integration of African economies, with a view to the establishment of an African common market, capable of speeding up the growth and development of African economies, raising the standard of living of African peoples and enabling Africa to play its rightful role on the world scene. But this objective can be achieved only in stages, through agreements for subregional co-operation. For that reason, ECA encourages and supports all government initiatives towards co-operation. Occasionally it even stimulates co-operation activities itself and plays the part of designer.

38. In order to achieve its objective, ECA acts in the priority sectors of African economies, and in various ways.

(b) Priority areas in ECA activities and a few key examples of intraregional co-operation

Natural resources

39. Africa is the continent with the greatest quantities of natural resources per inhabitant. Its development involves the control, development and sound exploitation of its natural resources, from which it derives the major part of its financial income.

40. In order to build up an African natural resources policy, ECA has set up or helped to set up a number of instruments to promote the identification, compilation, evaluation, exploitation and marketing of African commodities, ranging from the pool of experts, through the opening of training centres, to the establishment of producers' or sellers' associations.

41. As a result of action by ECA, an intergovernmental regional centre for training in aerial surveys, known as the ECA Centre for Training in Aerial Surveys, was set up in Ilé-Ifé, Nigeria in 1972. The ECA Executive Secretary is the Chairman of its Governing Council. The centre is open to all African countries and has already trained students from seven African countries, Benin, Ghana, the Niger, Nigeria, Senegal, Sierra Leone and Zaire.

42. In 1975, also with assistance from ECA, an intergovernmental centre for services in mapping and surveying was set up, with headquarters in Nairobi, Kenya, to serve 14 countries of eastern and southern Africa, in the field of surveying and mapping, specialized services which are beyond the capacity of the member States individually; it also plans to offer training and related services to the member States. Some developed countries have agreed to give substantial assistance to the Centre, in particular by making aircraft and crews available to it free of charge for six months per year.

43. ECA has also taken steps to set up a mineral resources development centre for Eastern Africa, whose headquarters are in Tanzania. International organizations and developed countries have promised to assist the centre, which would be the first of a series of four subregional mineral resources centres designed to supplement the highly inadequate and unsuitable facilities of the national companies for geological surveys and mineral resources exploitation in the field of surveys, accurate analysis of minerals, prefeasibility studies, maintenance of laboratory equipment and training.

44. ECA helped to set up an African association of cartography, whose headquarters is in Algiers. This new association is designed to promote cartographic work in Africa and enable cartographers to meet and discuss common problems.

45. ECA also assisted in the establishment of the African Geological Society whose aims include encouragement of the development of African subsoil resources in the interest of Africa and assistance to African governments in training the specialist personnel required. ECA has begun a country-by-country cartographic survey and in December 1976, seven countries had been visited.

46. The use of conventional methods has not relieved ECA of the need to work towards providing Africa with that potent tool for investigation, knowledge, management of natural resources, and negotiation with the multinational corporations - remote sensing. Resolution 280(XII), adopted by the Conference of Ministers in February 1975 in Nairobi, backed up by resolution 313(XIII) authorizes the Executive Secretary to set up an African Remote Sensing Centre. Five training centres and three receiving centres are to be established, covering the whole of the African continent. Photography from satellites will supplement very expensive aerial photography, difficult ground surveys and hammer out the problems. A considerable training effort is planned, especially for operating staff. The funds required have been released. Remote sensing offers an area for interregional co-operation among the continents of the Third World and also between the Third World and the developed world. It will also enable African countries which are advanced in this field, such as Egypt, Zaire, to place their experience at the service of the other African countries.

### Transport and telecommunications

#### A. Road transport

47. A new natural resources policy calls for a new transport and communications policy. During the colonial era, the only function of the transport and communications sector was to link the interior of African countries with African ports, so as to encourage the export of traded products and mining products to the colonial countries. It served to weld the African economies further to the European economies. It was outward-oriented and was a factor for vertical integration. It was the clearest sign of the dependence of African countries. For each 1,000 km<sup>2</sup> of area in Africa, there are 3 to 60 km of asphalt and/or improved earth roads, whereas in the countries of western Europe, the road density is of the order of 1,500 km of asphalt roads per 1,000 km<sup>2</sup>.

48. The transport and communications sector is vital for some land-locked African countries whose economic and social development would be jeopardized, if vigorous action was not taken to guarantee them access to the sea.

49. The construction of extensive networks of all-weather roads serving the main and secondary centres in the various African countries, and of a telecommunication system is a necessary condition for the recasting of socio-economic structures. It permits the free movement of persons, goods, capital, services, the mixing of ideas and cultures, and, in short, socio-economic integration and the strengthening of the nation.

50. It is in this spirit of socio-economic integration, that ECA has drawn up an extensive trans-African highway project covering 27,698 kilometres of trunk roads and 47,301 kilometres of feeder roads passing through 40 African countries, made up of five highways:

- The Trans-Saharan Road, 2,900 km between Algiers and Gao (Algeria-Mali, Algeria-Niger)
- The Trans-African Highway from Mombasa to Lagos, 6,343 km (Kenya-Nigeria);



- The Trans-West African Highway from Dakar to Ndjamena 4,641 km (Senegal-Chad);
- The coastal road from Lagos to Nouakchott, 4,787 km (Nigeria-Mauritania);
- The Trans-East African Highway from Cairo to Gaborone, 9,027 km (Egypt - Botswana);

51. In addition to the five principal highways mentioned above, the secretariat is planning the construction of four other trans-African highways: (i) Tripoli-Luanda; (ii) Nouakchott-Cairo; (iii) Ndjamena-Massawa and (iv) Beira-Lobito/Luanda.

#### B. Other modes of transport and communications

52. Like the road network, the air transport network is inadequate and unsuited to Africa's present requirements, both in terms of passenger services and in terms of freight services. Connexions with Europe are much easier than intra-African connexions.

53. In order to remedy this situation, ECA, in co-operation with the International Civil Aviation Organization (ICAO), has undertaken studies on the possibility of setting up multinational cargo airlines with the assistance of two OAU specialized agencies, the African Civil Aviation Commission (AFCAC) and the African Airlines Association.

54. Almost 90 per cent of African goods traffic is at present carried by sea; 97.5 per cent of this sea traffic is itself carried by non-African liner conferences which have divided up the whole of the continent, into zones on which they exercise a near-monopoly, setting the cargo rates for the various products themselves and determining transport conditions unilaterally, most often without consulting the shippers or the countries.

55. For that reason ECA has planned to set up multinational maritime shipping companies on a subregional and/or regional basis (East, North, West, Centre) and within this framework public and parapublic inter-governmental associations are already in operation.

56. These associations, which continue to receive technical assistance from ECA, are engaged in the efficient administration of ports, standardization of equipment, co-ordination of port activities with those of port users, and training.

57. The African railway network is characterized by low density (2.63 km per 1,000 km<sup>2</sup> compared with 60 km per 1,000 km<sup>2</sup> in Europe), dilapidation, inadequacy and poor distribution (10 African countries have no national railway or section of an international railway), and also by heterogeneity (38 railway groups for 78,000 km of lines).

58. The General Assembly of the Union of African Railways, set up under the auspices of ECA and OAU has given priority to the standardization of technical specifications, namely:

- gauge
- dimensions of rolling-stock
- authorized load per axle
- type of locomotive
- braking system, etc.

59. Africa is also under-developed in the field of communications. The main features of the national services are inadequate physical resources and qualified personnel, the absence of capacity for manufacturing equipment, insufficient domestic links, meagre financial resources (0.05 per cent of GDP instead of 1 to 2 per cent).

60. In order to remedy this situation, the Co-ordinating Committee for the implementation of the pan-African telecommunications network (PANAFTEL), composed of representatives of ECA, OAU, ADB and ITU, is continuing its work to complete the first 24,000 km of links in the network. This Committee is also working on plans for the completion of the surveys recently requested on a further 26,000 km of links.

61. The Union africaine des télécommunications, (UAT) an intergovernmental organization, is being set up with assistance from ECA and OAU. This Union is to supervise among other activities the construction and operation of the PANAFTEL network, personnel training and the acquisition of appropriate equipment.

62. In related fields, three studies have been proposed on training of personnel for telecommunications, satellite communication services, and a system of radio broadcasting by satellite for education and development.

63. A seminar, organized by ECA, OAU, ITU and UNESCO in 1973, recommended, that multinational experiments on educational satellite broadcasting, should be undertaken and that a working group of international experts including members from the region should be organized by ECA, OAU and ITU to design, plan, implement and evaluate these experiments.

64. Under the Transport and Telecommunications Decade in Africa (1978-1988), launched by the Council of Ministers of ECA Economic and Social Council and the General Assembly, ECA is seeking firstly to assist African countries to adopt national plans for the development of transport and telecommunications, and secondly to participate in the strategy for the achievement of the objectives identified relating to (i) the training of administrative and technical staff, (ii) the establishment of transport and communications infrastructure, (iii) the setting up of national transport and communications companies and firms, (iv) the adoption of appropriate and harmonized legislation particularly for international transport, (v) the establishment of national centres for the development of transport and communications.

### C. Trade matters

65. Trade policy constitutes an extension of policies for natural resources and transport and telecommunications. The present structure of African trade is a structure of dependence inherited from colonization. It falls

under the international division of labour, making African countries suppliers of raw materials to the European countries, and importers of manufactured products. It is outward-oriented.

66. Intra-African trade represents less than 5 per cent of total African trade and Africa's share in world trade does not exceed 6 per cent.

67. The expansion of intra-African trade is a sine qua non for self-reliant and rapid economic and social development in Africa. This is one of the main problems facing African governments within the framework of the new international economic order.

68. This new trade policy should enable African countries to diversify their export products and their outlets, restructure their trade networks, increase their share in world trade, slow down the deterioration in their terms of trade, limit fluctuations in their income from trade, raise their bargaining power.

69. ECA is providing technical support for the achievement of these various objectives, within the framework of a new international trade order, focused on African interests and possessing its own internal dynamic, suited to the needs of African countries.

70. It helped to set up the purchasing and supplies organization.

71. In 1970 it set up the Africa Trade Centre, along the lines of the trade centres of the Economic Commission for Latin America and the Economic and Social Commission for Asia and the Pacific. This Centre is to participate in promoting African trade and training qualified staff.

72. The Africa Trade Centre sponsored the establishment of the Association of African Trade Promotion Associations (AATPO) and provides permanent secretariat services for it.

73. The main purpose of this Association is to promote contacts and the regular flow, among African countries, of information and communications of a commercial nature, to help to harmonize the trade policies of African countries, in the interest of intra-African trade, to serve as an instrument for the promotion of trade, market studies and investment oriented towards exports.

74. As a part of interregional trade co-operation, ECA has recently completed a project designed to develop trade between Africa and Latin America, harmonize their import policies, identify tariff and non-tariff barriers to such trade, consider measures to be taken to overcome them. A similar project is to be studied to develop relations between Africa and Asia.

#### Monetary matters

75. Present monetary and financial arrangements are equally unfavourable to the countries of the Third World. They were forged by the developed countries to meet their own needs.

76. African countries are the first victims of the monetary and financial upheavals affecting the western world. Their foreign currency reserves regularly fall in value, while their debt burden worsens. External financial aid does not succeed in offsetting these losses. There is a net transfer of resources from the African countries to the developed countries.

77. ECA is helping African countries to limit the harmful effects of currency and financial uncertainty, to stabilize their currencies, to set up clearing houses to save foreign currency, to stimulate and re-invigorate intra-African trade, to ensure continuous growth of African economies, to harmonize African monetary and financial policies and also African positions in the international negotiations for the establishment of a new international monetary order.

78. For this purpose, ECA encouraged the establishment of the association of African central banks, for which it provides secretariat services.

79. It took the initiative in setting up of the African Development Bank (ADB) and the African Centre for Monetary Studies.

80. As a part of interregional financial and monetary co-operation, ECA is working towards the establishment of a payments union for the countries of the Third World.

### Industry

81. Africa is at a very early stage of industrialization. The share of developing Africa in total manufacturing output of all the developing countries is about 8 per cent compared with about 37 per cent for Asia and 55 per cent for Latin America. Africa produces about 0.5 per cent of world industrial output. Industry contributes about 12 per cent of GDP. The Lima Declaration provides that African industrial output should be raised to 2 per cent of world industrial output by the year 2000.

82. African industry is dependent on foreign capital and manpower. It is not focused on local needs and has no linkages with the other economic sectors. It remains concentrated on light industry.

83. ECA believes that accelerated industrialization depends on intensification and extension of intra-African co-operation, which is an essential instrument for promoting and developing self-reliance.

This co-operation took the form of the setting up of multinational projects and opening up of multinational projects and markets among neighbouring countries.

84. ECA also believes that it is necessary to develop the basic industries: metallurgy, chemistry, etc. within the framework of industrial redeployment.

85. It advocates an integrated industrial strategy which presupposes integrated rural development and the expansion of agriculture as the basis for effective demand for industrial goods.

In that way industry could play the role of a focus for development and progress in industry could spread throughout the economy.

86. The third session of the Conference of Ministers of Industry, organized by ECA, OAU and UNIDO in Nairobi in December 1975, marked an important stage in the process of industrialization in the African continent.

87. The recommendations drawn up at the Conference culminated in the preparation of a complete programme of industrial development for the period 1976-1981, covering industrial planning and policies, multi-national co-operation, with a view to the establishment of the basic industries, the setting up of institutions and the development of small-scale industry and rural industries.

88. They have been followed by results. The new African timber organization, whose headquarters is in Libreville, receives technical assistance from the ECA/FAO Advisory Group.

#### Agriculture

89. Africa is also blessed with substantial agricultural resources which are still underexploited. The low rate of expansion of the agricultural sector, which represents about 30 per cent of the GDP of African countries, acts as a brake on growth in the other economic sectors.

90. Agriculture is the dominant sector in most African economies. It provided work for about 80 per cent of the population. But it is still dominated by the subsistence subsector, which is highly dependent on the vagaries of the weather. Productivity is low. An African peasant feeds barely one person and develops from 1.5 to 5 ha, while his European and American counterparts feed from 30 to 40 people and exploit about 50 hectares.

91. Under the new international economic order, ECA is seeking to promote an agricultural policy of self-sufficiency in food through intra-African co-operation and also through rationalization and modernization of small and medium-sized farms.

92. As has been stressed above, this new policy will need to be based on an integrated strategy, linking agriculture to industry.

Agriculture will supply industry with raw materials, manpower and in exchange industry will provide it with fertilizers and machinery.

93. ECA participated in the establishment of the West African Rice Development Association (WARDA), whose headquarters is in Monrovia, Liberia. This Association has the goal of achieving self-sufficiency in rice for the peoples of West Africa, through the development and dissemination of selected seeds, the improvement of cropping techniques, the training of growers. It plans to extend and improve the rice marketing networks, to manage harvests and stocks soundly. WARDA provides technical and financial support to rice growers. Its activities should make it possible to save foreign currency, which can be used to import capital goods.

94. In 1974 ECA participated in the establishment of the International Livestock Centre for Africa (ILCA), set up on the initiative of the Consultative Group for International Agricultural Research (CGIAR). Per capita production of livestock is still low in Africa: 12 to 15 kg of meat, per animal, per year.

95. ILCA's goal is a quantitative and qualitative increase in production of meat and milk, in order to raise and diversify the diets of African peoples, especially through inputs of animal protein.

95. ILCA's strategy is the introduction of livestock production systems suited to the different areas of Africa, training of stock breeders and supervisors, measures to combat tropical diseases (trypanosomiasis and East coast fever), dissemination of documents, co-ordination and encouragement of research.

97. ILCA uses a multidisciplinary approach to study existing livestock production systems, in order to improve them or replace them by new systems.

98. While the areas of activity by ECA in technical co-operation are varied, the same is true of the forms and approaches to such co-operation. These range from studies to the organization of seminars, through training, co-ordination, the secretariat, etc..

(c) Possible approaches to such co-operation

(i) Studies

99. ECA has carried out studies on several community-level projects. In the multisectoral multinational Liptako-Grouma project, it identified resources, drew up an inventory of them, evaluated them and formulated projects.

A comparable study was carried out as a part of the development of the Lake Chad basin.

100. In the field of infrastructure, particularly concerning the major African highways and the road network of the Economic Community of West African States (ECOWAS), ECA is carrying out studies on identification of routes, on the authorities and the road fund to be instituted, on the terms of reference of the agreements to be concluded, on legal and administrative barriers to the free movement of persons, goods and services, on project prefeasibility and feasibility.

101. In the field of trade, ECA is carrying out, on behalf of ECOWAS, studies on tariff and non-tariff barriers to the expansion of trade in the community, on measures to be drawn up to stimulate trade within the community.

(ii) Training

102. One of the bottle-necks in African economies is the absence of qualified manpower. Training is the priority No.1, if Africa wishes to draw maximum benefit from its vast natural resources.

103. Such training must be suited to the requirements of modern and efficient administration, the needs of planning and economic and social development oriented to towards local needs.

104. The system of instruction and education must be restructured in favour of vocational and technical instruction, adapted to job opportunities, and the rural areas, adults and women must be integrated in training, so that young people are supervised in a better way.

105. In order to meet demand for manpower, both at the design level and at the operational level, ECA, with assistance from UNDP, set up the Institute for Development and Planning (IDEP), whose role is to supply African countries with competent and efficient planners, schools of statistics and demography for the English-speaking and French-speaking countries, and other training centres in a wide range of fields (finance, trade, natural resources, etc.).

106. This network of training centres should enable African countries to gain better knowledge of their socio-economic characteristics, take steps to ensure the growth and self-sufficiency of their economies, lighten the burden of foreign technical assistance.

(iii) Co-ordination

106. ECA provides co-ordination for some projects. Within the framework of ECOWAS, it is co-ordinating the trade and road projects.

107. It helped to set up the co-ordinating committees for the African highways. An African highway network Bureau has been set up in the ECA secretariat. It acts as a secretariat for the co-ordinating committees.

108. ECA also provides co-ordination for the Transport and Communications Decade in Africa.

(iv) Establishment of institutional and management machinery

109. In so far as its resources are limited, ECA helps countries to set up bodies to manage projects.

110. It set up or helped to set up the institutional machinery of WARDA, the Liptako-Gourma, ECOWAS, the African clearing house, etc.

111. In trade matters, as in the monetary field, it participated in the establishment of technical machinery for co-operation and in the formulation of the arrangements for such co-operation, for example, in the customs and commercial unions. It participated in the drafting of five ECOWAS trade documents.

(v) Secretariat

112. ECA provides secretariat services for some African associations (associations of banks, ports, producers, etc.).

113. In agreement with OAU, it provides secretariat services for the African Group, in trade matters, and gives it technical support, in order to enable it to prepare a common position within GATT, UNCTAD, and to enhance its bargaining power.

114. It also provides interim services for some organizations not yet set up. This was the case for the African Remote Sensing Centre to be established.

(vi) Information

115. ECA plays an important role in the field of information. It is considering setting up a regional data bank to enable the various African countries to obtain information on their respective situations.

116. It publishes a number of bulletins and periodicals on African development, economic and social conditions in Africa (the African Statistical Yearbook, the Statistical and Economic Information Bulletin for Africa, the African Trader, etc.).

117. Under the Transport and Communications Decade, it plans to create awareness among the African authorities and public opinion concerning the problems posed.

(vii) Meetings, symposiums, seminars, etc.

118. ECA organizes meetings to permit exchanges of view, in order to harmonize national policies and draw up an African position.

119. ECA also organizes seminars, participates in symposiums. Since 1959, it has convened every two years the Conference of African Statisticians, which is an advisory organ of ECA. During these meetings, these information technicians formulate the policy to be followed, indicate the strategies to be adopted. In that way a constant research effort is carried out to adapt statistics to African conditions, to strengthen African statistical facilities, raise the level of the staff, harmonize statistical methods, co-operate in censuses, disseminate available information and forge the tools needed for the application of economic and social policies.

120. ECA made a positive contribution to the symposium on trade, organized at the time of the Algiers fair.

121. In sum, if this rapid outline shows that the areas and forms of action by ECA in technical co-operation cover a very extensive and very varied field, nevertheless the potentialities for technical co-operation open up very broad horizons.

D. Potentialities of technical co-operation

122. (a) ECA also organizes trilateral co-operation. For the implementation of the remote sensing programme, five African countries provided installations and property to accommodate the receiving stations and the training and user assistance centres. Bilateral and multilateral donors supplied funds and specialists for the operation of these centres and all African countries are users of the programme.

123. Also in the field of natural resources at the initiative of ECA, African countries have opened training centres, which use resources from industrialized countries, to train staff from other African countries.



124. Some African countries have universities with excess capacity. ECA could gather funds from bilateral and multilateral donors and send African scholarship holders to such universities.

125. ECA might also sign training agreements with the developed countries which receive unskilled African manpower, so that emigrant workers can participate in the development of their countries, on their return.

126. (b) ECA is also seeking to harmonize the policies of the African intergovernmental organizations, the proliferation of which reduces efficiency, creates duplication and leads to a waste of human, material and financial resources.

127. It convened a conference of West African intergovernmental organizations, in order to initiate co-operation among those organizations, with a view to their integration.

128. Ideally there would be a single multinational and multisectoral organization in each subregion.

129. This policy of simplifying and unifying the multisectoral agencies also extends to the specialized intergovernmental organizations, such as the financial or training organizations and even extends to the research institutes.

E. Possibilities of interregional co-operation between the secretariats of the regional commissions

130. ECA and the other regional commissions are seeking to harmonize the positions of the Third World in the trade negotiations in UNCTAD, GATT, the North-South dialogue, in the monetary and financial negotiations in IMF. The Group of Twenty-four is endeavouring to reflect the position of the developing countries.

131. The regional commissions can also bring closer together the positions of the producers' associations of the developing countries, increase their bargaining power.

132. In pursuance of the resolutions of the Mexico Conference, ECA is seeking to intensify trade between Africa, Asia and Latin America, to participate in the establishment of a Third World payments union, and to develop co-operation among the research institutes and universities of the developing countries.

133. Close co-operation could be instituted among the different divisions of the regional economic commissions. Periodic meetings could be programmed to identify areas of co-operation and draw up arrangements and forms of co-operation.

134. The role of ECA is thus defined, both in the various fields and in the different arrangements and potentialities. But ECA could not fulfil it, if it did not set up an organization suited to its different functions.

### III. INSTITUTIONAL ARRANGEMENTS

#### (a) Present ECA structure and TCDC units within ECA

135. The structure of ECA is the expression and reflection of the co-operation requirements of the various African States for the achievement of the new international economic order designed to promote national and collective self-reliance.

136. It is flexible in order continuously to respond to a continuously changing politico-socio-economic environment.

137. ECA includes a number of divisions corresponding to the priority of the African economies (industry, Transport, human resources, natural resources, agriculture, trade, etc.)

138. Each division is participating in the study and implementation of technical co-operation projects falling within its competence, within the framework of the policy and strategy of ECA, in other words of African governments.

139. The major principles and objectives in technical co-operation are identified by the policies and programmes department, within the cabinet office of the Executive Secretary.

140. In order to harmonize and co-ordinate the activities of the various substantive divisions, ECA has set up an economic co-operation office. This is the office which plays the role of link between the States and the divisions. It passes on the requests for co-operation from the States to the divisions and mobilizes the material and human resources of the divisions for project implementation. It is closely involved in the activities of the other divisions, and this enables it to be informed and to inform them about technical co-operation.

141. A department of co-operation, technical assistance and operations is specifically entrusted with the role of executing agency, and also for seeking sources of finance. It works in close co-operation with UNDP, and all the other sources of finance.

142. ECA had been criticized for locking itself up in its headquarters in Addis Ababa and not familiarizing itself with the realities in the field.

143. ECA had attempted to respond by setting up multidisciplinary advisory teams (UNDATs), linked to its research departments.

144. The programme of the UNDATs (United Nations Multinational Interdisciplinary Development Advisory Teams) had been outlined by General Assembly Resolution 2563 (XXIV) which requested the Secretary-General and the other heads of United Nations agencies to intensify their efforts to meet more satisfactorily the requirements of member States in development planning, plan implementation, public administration and management, especially by organizing, wherever possible and appropriate, continuing advisory services in these fields.

145. In resolution 1552 (XLIX), the Economic and Social Council considered that the provision of such technical assistance in the form of advisory

- services through subregional interdisciplinary Teams might be a particularly useful means of assisting some developing countries to build up their own services in those fields.
- 146. At the beginning of the 1970s, the United Nations began to create seven UNDATs in the world, three in Africa.
- 147. The most important innovation is the establishment of the ECA multinational programming and operational centres, the MULPOCs, which have taken over from the multidisciplinary United Nations advisory teams, the UNDATs.
- 148. This is the result of a dual determination, determination to decentralize and determination to act in the field, and also a long evolution.
- 149. However, reality quickly revealed the limits of the UNDATs. They came up against a dual financial and technical problem. In fact they became genuine research departments. It was thus necessary to go beyond the original formula. The step will be crossed with the establishment of the MULPOCs.
- 150. A series of recommendations and resolutions adopted in 1973 by the ECA Technical Committee of Experts at its third meeting, the Conference of African Planners at its fourth session, the ECA Executive Committee at its eighth meeting, and the Conference of African Ministers at its second meeting, particularly resolution 241(XI), were designed to revise the terms of reference of the African UNDATs.
- 151. The Commission (ECA), aware of the fact that the UNDATs could contribute to the promotion of technical co-operation and regional economic integration, proposed that the programmes of the UNDATs should be, if not exclusively, at least mainly oriented towards the joint identification, evaluation and implementation of multinational projects by the member States of each of the sectors served.
- 152. Because of the financial difficulties, the disparity between the initial terms of reference of the UNDATs and the recommendations and resolutions later adopted by the principal bodies of ECA, as well as the need to maximize the effectiveness of collective multinational action to strengthen co-operation among African countries and apply the principles of the new international economic order, ECA and UNDP decided, at the end of 1975, that an evaluation of the entire programme of the UNDATs in Africa should be undertaken by a joint mission at the beginning of 1976, to formulate recommendations on the role composition and financing of the UNDATs.
- 153. The joint UNDP/ECA evaluation mission began its work during the first half of 1976 and visited 18 African countries to ascertain the views of governments on the UNDATs and their work. It strongly recommended not only that the programme should be continued, but also that the number of Teams should be increased, that their name should be changed, in order to indicate more clearly their role, their orientation and their orientation and their organic links with the headquarters of ECA in Addis Ababa, by integrating their work programme with that of ECA.

154. Taking into account the recommendations of the joint UNDP/ECA evaluation mission, a programme replacing the UNDATs by the ECA multinational programming and operational centres was submitted to the fourth meeting of the Conference of Ministers and the thirteenth session of ECA, held in Kinshasa from 24 February to 3 March 1977 and was approved.

155. The ECA multinational programming and operational centres, which are expected to strengthen the UNDATs, are to become genuine operational offshoots of ECA in the field. As a result for each of these centres new programmes were drawn up in the light of the political will of the States they serve.

156. ECA's purpose is to make the area of activity of the MULPOC coincide with that of the subregional political organ for co-operation. In that way, political, economic and social integration would be facilitated.

157. The MULPOC will fall under two authorities, the technical authority of ECA and the committee of officials of the subregion and the political authority of the Council of Ministers. Supervision of its activities is thus strengthened.

158. With the establishment of the MULPOCs, ECA has an instrument for action playing the role of link between the headquarters and the field. The MULPOC will implement and co-ordinate ECA's activities in the field, within the framework of projects identified by the governments themselves, and it will make proposals for co-operation to the governments.

159. Each MULPOC includes a number of resident experts, selected on the basis of the socio-economic potentialities of the subregion and working in close co-operation with their counterparts in the economic co-operation office and the other substantive divisions of ECA.

160. In order to honour its commitments, the MULPOC will be able to count on technical support from headquarters.

161. The MULPOC is a catalyst and a melting-pot of technical co-operation, by concentric circles.

162. It permits pluridisciplinary co-operation among the experts represented in the field.

163. This basic co-operation, in the field, strengthens the co-operation at the top, among the various substantive divisions of ECA and vice versa.

164. The MULPOC also permits technical co-operation among the governments of the subregion. It is a structure for concerted action, harmonization of policies and strategies.

165. - It offers an area for co-operation among the specialized agencies of the United Nations.

166. The MULPOC permits co-operation between ECA and the governments.

167. It is above all a technical co-operation link between ECA and UNDP. Since 1975, ECA has become the executing agency for UNDP's subregional projects. The MULPOC is the technical back-up for the implementation of these projects.

168. In summary, it may be said that ECA has no TCDC unit or division strictly speaking, implementation of the TCDC is spread among the various substantive divisions.

At the subregional level the MULPOC plays the role of channel for and agent of this technical co-operation. It is the melting-pot for this technical co-operation.

(b) Establishment of TCDC machinery at the subregional and regional level

169. In this way, a subregional TCDC structure and function may be planned at the level of the MULPOC.

170. This TCDC structure might, in agreement with the governments and UNDP, set up the national TCDC bodies, guide them, serve as their secretariat, information and co-ordination committee.

171. The subregional TCDC structures of the MULPOCs would engender a regional TCDC structure, at the level of ECA headquarters.

172. In this way the MULPOC would be the kingpin and the axis of technical co-operation, both at the national level, and at the subregional level and at the regional level.

(c) Linking of the regional commissions with the TCDC arrangements

173. The regional TCDC arrangements could co-operate very closely among themselves, with UNDP, and also co-operate with the specialized agencies of the United Nations.

174. As the role of ECA in technical co-operation among developing countries has been delimited and examined, as the instrument for the implementation of this role has been briefly analysed through the organization of ECA and the MULPOCs, the study would be incomplete without a review of the means used by ECA to finance this co-operation and the proposals made for the financing of TCDC.

IV. RESOURCES AND PROPOSALS FOR THE FINANCING OF TECHNICAL CO-OPERATION

(a) Financing from the regular budget

175. This financing takes place at two levels, internal financing to provide for the establishment and operation of the ECA structure, and direct or indirect external financing granted by ECA to the multinational co-operation projects.

176. The first form of financing is based first and foremost on extra-budgetary and regular budget resources.

177. In order to respond to the many requests made to it, ECA must expand its departments, increase its human and material resources, provide the MULPOCs with substantial numbers of competent staff, make use of the services of consultants, diversify its modes of operation, etc..

178. The implementation of these activities calls for a substantial financing capacity. For that reason LCA requested African States to make a special effort to give it the financial resources to carry out its policy and strategy.

179. The appeal was heard. African countries are becoming aware of the fact that the financing of economic co-operation and technical co-operation should be based in the first place on their own resources, with external financial aid as only a supplement.

180. There was held in Lagos, Nigeria from 26 April to 1 May 1977 a Conference of African Government Plenipotentiaries on the mobilization of resources for the implementation of the LCA work programme, set out in the medium-term plan 1977-1981.

181. The purpose of this Conference was as follows: if Africa wished to establish a new international economic order, it should demonstrate initiative and achieve the socio-economic transformation of the continent.

182. For a long time, ECA had remained dependent on the developed countries and the donor countries for securing additional resources. This state of affairs was not satisfactory. For that reason African countries will henceforth have to provide their own financial contributions, if they wish to take their own fate in their hands.

183. In 1976, more than 21 per cent of the total budgetary resources of ECA had been made up of extrabudgetary funds originating for the most part from other United Nations agencies as well as from donor governments and agencies from industrialized market economy countries.

184. Of the 32 member States participating in the Lagos Conference, 14 governments pledged contributions totalling \$US 3,736,669, while the representatives of ten other member States announced that their governments would communicate the amount of their contributions to the Executive Secretariat of ECA in due course. This willingness of the States to participate in the internal financing of LCA is encouraging.

(b) TCDC financing by UNDP

185. Mention should also be made of the positive role of UNDP in this form of financing. As early as 1976 it was financial assistance from UNDP which made it possible to keep the UNDATs alive. UNDP has allocated \$US 200,000 to each MULPOC, which will pay three experts for a year.

(c) Financing by subregional and regional groupings, by development funds and banks

186. The other aspect of the financial problem is external financing in other words financial intervention by ECA in the study and implementation of projects.

187. Some intergovernmental organizations rightly wished that ECA's intervention should not stop at the stage of feasibility and technical studies, but should also extend to the project implementation phase. It is the studies - implementation dyad which must be taken into consideration. Studies are a necessary condition, a means. But what is important, the end objective, is the implementation of the project.

188. In order to meet this desire to go beyond the study phase and extend its action as far as the level of the implementation of the project, ECA helped to set up a financial structure comprising first and foremost the African Development Bank (ADB), whose headquarters is in Abidjan, Ivory Coast, and indirectly the West African Development Bank (WADB) with its headquarters in Lomé, Togo, and BADEA.

189. In the month of November 1976, a convention on co-operation was concluded between ADB and ECA. The purpose of this convention is to extend, co-ordinate, strengthen working relations between the two institutions. It also places particular emphasis on the importance of research activities, as well as on the advisability of linking ECA with the identification of projects which may be suitable for financing by the Bank.<sup>1/</sup>

190. In parallel with the role it plays as an intermediary for the channelling of bilateral assistance, the Bank has served as a catalyst for mobilizing assistance from the World Bank, as well as from a number of specialized agencies of the United Nations. This action was carried out within the framework of the co-operation agreements concluded with IBRD, FAO, UNDP, UNESCO and WHO.<sup>1/</sup>

191. ADB is participating in the preparation and financing of the major African projects. PANAFTEL, major African highways, Mano River Union, Liptako-Gourma, etc. It is also financing the "ciments de l'Afrique de l'Ouest" (CIMA0) project, linking three countries of West Africa: Togo, Ghana and the Ivory Coast.

192. The Bank finances first and foremost agricultural and infrastructure projects. A third of its resources for the next five years will be allocated to agriculture.

193. The resources of ADB derive from States' contributions, gifts and loans from industrialized oil-producing States, and United Nations bodies such as UNDP.

194. The gift made by the advanced countries are destined first and foremost for studies carried out by the consulting firms of these countries.

195. ADB's resources are limited. For that reason, it is planned to open up the Bank to the outside.

196. The little use made of African consulting firms is to be deplored for the following reasons: the studies are tied and are based on calls for tenders, and the selection committee adopts the following criteria: experience, reputation, staffing, etc..

197. ECA wishes to remedy this situation by setting up pools of African consulting firms and consultants.

198. ECA is also planning to work together with the Fund for Co-operation, Compensation and Development of the Economic Community of West African States (ECOWAS), especially for the study and financing of infrastructure and telecommunications projects.

199. Finally, as a part of Afro-Arab co-operation, ECA is seeking to release funds and channel them towards the financing of technical co-operation among developing countries.

(SIAW)