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A REPORT ON ECONOMIC CO-OPERATION IN AFRICA

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I. POLICY GUIDELINES

The object of this report is to review briefly existing intergovernmental co-operation arrangements in Africa and ECA-supported projects and to assess progress and identify problems and bottle-necks which require attention. The review of ECA's projects covers primarily the period between the twelfth and thirteenth sessions of the Commission (1975-1977). In view of the importance attached to multinational economic co-operation, the ECA secretariat will submit biennial reports on the subject to the ECA Conference of Ministers.

The terms of reference of the Economic Commission for Africa state in paragraph 1(a), that ECA shall "initiate and participate in measures for facilitating concerted action for the economic development of Africa, including its social aspects, with a view to raising the level of economic activity and levels of living in Africa, and for maintaining and strengthening the economic relations of countries and territories of Africa, both among themselves and with other countries of the world"; and in paragraph 1(f) to assist in the formulation and development of co-ordinated policies as a basis for practical action in promoting economic and technological development in the region."

The Commission, at its various sessions, has adopted resolutions aimed at enhancing economic co-operation. In particular, the importance of economic co-operation as a strategy for economic development was given great emphasis at the fifth session of the Commission in 1963 when, pursuant to the recommendations of the Standing Committee on Trade (E/CN.14/174) and the Working Party of the Whole of the Standing Committee on Industry and Natural Resources (E/CN.14/192), resolution 86(V) was adopted, requesting the Executive Secretary to undertake intensive studies on major problems of an African common market, having regard to the balanced integration of the economic development of the African countries. A resolution adopted at the eighth session of the Commission in 1967 elaborated the framework within which economic co-operation in Africa was to be undertaken.

Several subsequent resolutions and recommendations adopted by ECA and OAU give special recognition to multinational co-operation and collective self-reliance. The African Declaration on Co-operation, Development and Economic Independence adopted by African Heads of State and Government in 1973 underlined the importance attached by African countries to collective self-reliance and economic independence, and provide the framework for regional, subregional and sectoral co-operation. The eleventh extraordinary session of the OAU Council of Ministers, held at Kinshasa in December 1976, emphasized the importance of co-operative action in Africa and recommended various programmes and mechanisms for accelerating economic co-operation.

Within the framework of these policy guidelines as well as the principles and objectives established in the Programme of Action on the Establishment of a New International Economic Order 1/ and the resolution on development and international economic co-operation adopted at the seventh special session of the United Nations General Assembly, the ECA secretariat, in consultation with the ECA Executive Committee and member States, has formulated a strategy and guidelines for an action programme. 2/

1/ Resolution 3202(S-VI) adopted by the General Assembly at its seventh special session.

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

The framework of principles prepared by the ECA secretariat, which was endorsed at the eleventh extraordinary session of the OAU Council of Ministers, emphasizes, inter alia, that the process of optimum national development can be fully achieved only through a multinational process. This is the foundation and objective of multinational economic co-operation. The dominance of subsistence output in most African economies, fragmented national markets which make it difficult to establish viable productive units, and underemployment of resources make economic co-operation indispensable for the national transformation of African economies. Hence it is imperative that national development programmes should be related to subregional and regional programmes and each country should internalize economic co-operation in its national socio-economic policy.

The adoption of action programmes and of resolutions are, however, not enough. While establishing guidelines and principles and passing resolutions and recommendations come relatively easy, detailed implementation of programmes and projects is a much more serious and difficult affair. Progress in implementing multinational programmes is rather slow. There is the danger that, without significant progress in implementation, the economies of Africa will be seriously weakened. There is an urgent need for immediate action.

Since the last meeting of the ECA Conference of Ministers in 1975, a number of factors and circumstances have imparted a sense of urgency to the need for implementing multinational programmes. Prolonged recession and severe inflationary pressures in developed market economies, the increase in oil prices, fluctuations in other commodity prices and consequent financial and balance-of-payments difficulties, the failure of the fourth session of UNCTAD and the disappointing results of the north-south dialogue, all these have given rise to a greater need for African countries to reduce their dependence on developed countries and promote collective self-reliance in the African region. Action towards this goal should now receive top priority.

Action could be achieved either through the strengthening and better utilization of existing intergovernmental co-operation arrangements or through taking new initiatives. It is therefore necessary to evaluate existing organizations to determine whether, if strengthened, the desired results would be achieved or whether they should be modified and/or new initiatives taken.

II. REVIEW OF INTERGOVERNMENTAL ECONOMIC CO-OPERATION ARRANGEMENTS

In 1976 there were some 75 intergovernmental co-operation organizations in Africa.^{3/} These range from multipurpose organizations (common markets and customs unions), limited multisectoral organizations, single sectoral organizations and specialized organizations such as financial co-operation institutions. The number of organizations and their country coverage is indicated in figure 1. In addition, there are institutionalized conferences of ministers and officials on a number of specific areas.

Judging by the large number of organizations, it might be assumed that progress is being made. It would, however, be a mistake to view the multiplicity of intergovernmental organizations as proof of an irresistible tide towards economic integration and collective

^{3/} For a detailed list of the organizations and information on their terms of reference, objectives, membership, etc., see: ECA, Directory of intergovernmental co-operation organizations in Africa, E/CN.14/CEG/1/Rev.2; UNCTAD, Economic co-operation and integration among developing countries, TD/B/609/Add.1 (volume III); UNCTAD, TD/B/530/Add.1, Part II; and UNCTAD, TD/B/609 (volume II).

self-reliance. While these organizations represent concrete actions towards the implementation of the principles of multinational co-operation and collective self-reliance, it should be pointed out that the effectiveness of several of them as instruments for promoting co-operation seems to be marginal. A number of sobering facts contrast with the fervent commitment to establish institutions.

Although a detailed evaluation of each organization has not yet been completed, available evidence suggests that there may be need to revise and restructure the organizations in order to make them more effective.

The criteria and principles enunciated in ECA's strategy for the implementation of the new international economic order in Africa and the experience accumulated during the last few years point to some critical problems which require priority attention.

First, in a continent where national markets are small (only two countries have populations over 30 million) and human and material resources are underemployed, the primary objective of forming economic groupings is to create large enough markets so as to make it possible to establish viable production capacities in industry and the primary sector, increase the capability for absorption and adaptation of technology, and promote exploitation of complementarities. The multiplicity of relatively small multinational groupings does not contribute significantly towards these ends. Some groupings consist of three to four countries; and on the average of a population of 2 to 4 million in each country, four countries would have a population of around 16 million.

Secondly, the multiplicity of organizations in one subregion with broadly similar functions and identical ultimate objectives may result in competition, duplication of efforts, inconsistencies and fragmentation. As a consequence, the effectiveness of the organizations is reduced. For example, in Central Africa there are three organizations: the Central African Customs and Economic Union (UDEAC), the Union of Central African States (UEAC) and the Bank of Central African States (BEAC). In West Africa there are four main organizations apart from the Economic Community of West African States (ECOWAS): The West African Economic Community (CEAO), the Council of the Entente States and the Mutual Aid and Loan Guaranty Fund, the Mano River Union and the Organization for the Development of the Senegal River (OMVS). In addition there are the following financial co-operation institutions: the West African Monetary Union (UMOA), the Central Bank of West African States and the West African Development Bank. Two river basin commissions, the Lake Chad Basin Commission and the River Niger Commission are composed of Central and West African States.

A careful examination of the objectives of most of the organizations reveals that their aims are trade liberalization, common external tariffs against third parties, co-ordination of major economic sectors and, ultimately, some form of a common market or customs union. ^{4/} Even in the case of organizations which were originally created for specific limited objectives, their structures are revised and expanded over time to include the co-ordination of major economic sectors. To cite one or two cases: The Organization for the Development of the Senegal River was originally concerned with development of the Senegal river but as time went on its objectives were expanded to include co-ordination of economic policies and national development plans. The Council of the Entente was originally set up as a Fund to guarantee loans incurred by member States but the objectives were later expanded to include common tourist facilities and the co-ordination of industrial development.

^{4/} See E/CN.14/CEC/1/Rev.2 and TD/B/609, volume II.

As will be noted in figure 1, there is duplication in country coverage. In Central Africa, the States members of UDEAC are also members of BEAC. Chad is a member of both BEAC and UEAC but is not a member of UDEAC. In West Africa the membership of CEAO overlaps with that of OMVS, BOAD and the Entente countries. The membership of the West African Clearing House (WACH) overlaps with that of OMVS, the Mano River Union and CEAO. All the Entente countries are members of WACH as well as of BOAD. The only West African organization which encompasses all the intergovernmental organizations is ECOWAS.

Thirdly, the fact that some countries belong to more than one organization means that their limited manpower and financial resources are spread thinly over two or more multinational organizations. This defeats the objective of pooling resources for the restructuring of African economies.

Fourthly, membership in more than one organization and the tendency by some countries to change their membership from one organization to a neighbouring grouping leads to conflicts of interests and instability. When UDEAC was formed in 1966 it consisted of five States: the Central African Empire, the Congo, Chad, Gabon and the United Republic of Cameroon. The Central African Empire and Chad withdrew from the Union in 1968 to form, with Zaire, the Union of Central African States. The Central African Empire redressed this decision in December of the same year. In 1968, Guinea, Mali, Mauritania and Senegal formed the Organization of Senegal River States (OERS). Mauritania and Senegal were in addition members of the West African Monetary Union and the two countries, together with Mali, also belonged to UDEAO. 5/ This resulted in inconsistencies in monetary and trade policies and OERS broke up in 1971. OMVS, which was formed in 1972, is a successor of OERS.

Finally, preoccupation with internal issues in each organization may in time raise political problems among neighbouring organizations and thus create obstacles to wider co-operation which would bring substantial gains.

It seems therefore that future action should not be directed towards creating more organizations or even strengthening all the existing ones in the hope that this would lead to accelerating, in a practical and concrete sense, economic co-operation among African countries, but towards modifying and restructuring the existing organizations. The object should be to rationalize the operations of the institutions. While recognizing that the diversity of economic and social needs in Africa and the complexity of international economic relations may require or justify the existence of several intergovernmental organizations with varying degrees of co-operation arrangements, it is argued that better results would be achieved through a limited number of larger multipurpose organizations which foster the establishment of basic equilibrium among States within the same grouping.

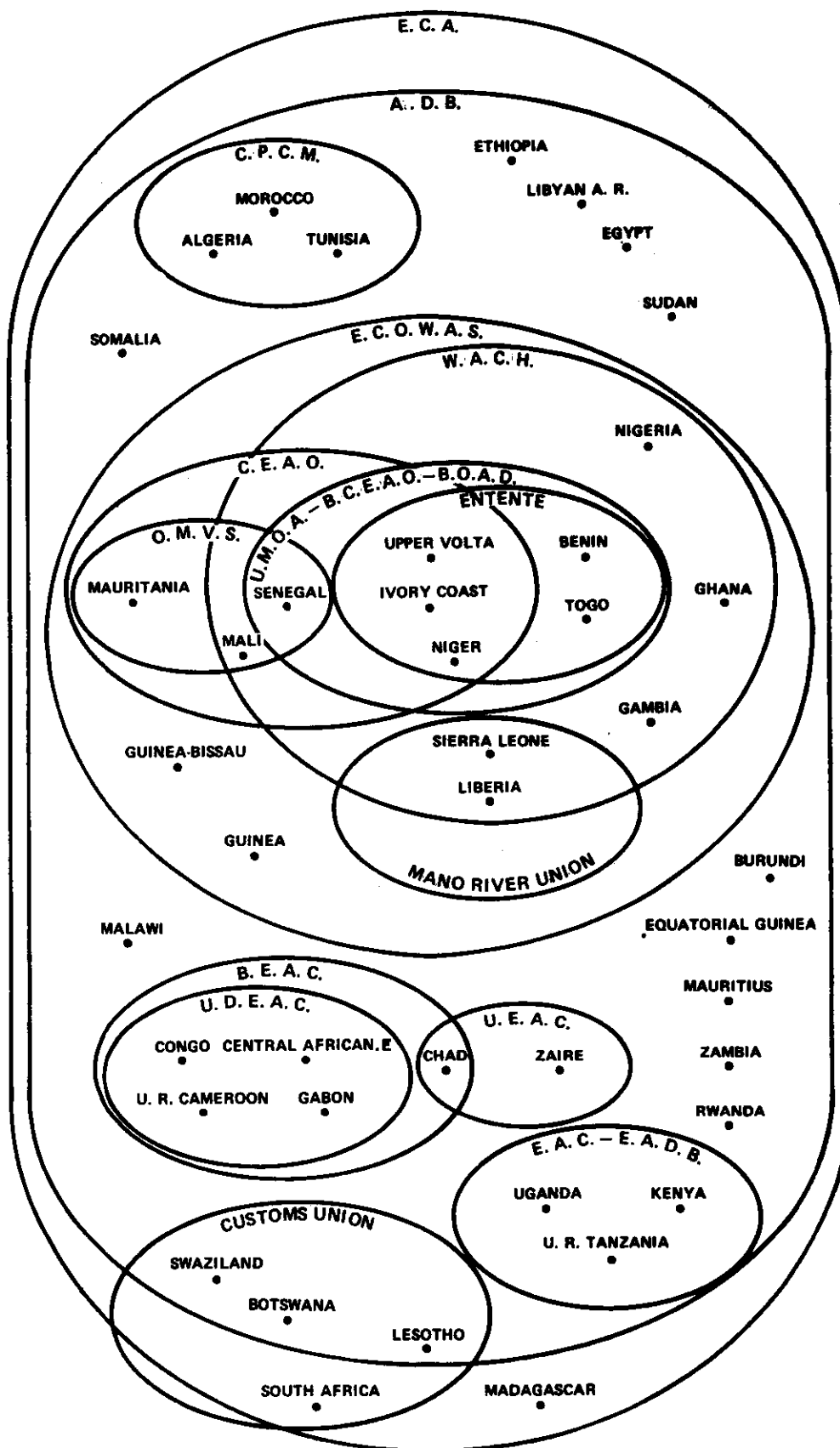
To rationalize existing organizations, three approaches are recommended:

The first, which is a short-term approach, is to establish mechanisms for co-ordinating programmes of intergovernmental organizations in such a way that neighbouring organizations with identical or similar projects could join forces in their implementation. There should also be arrangements for mutual assistance in mobilizing resources and training of manpower. It should be noted in this regard that ECA and OAU, on the

5/ UDEAO has since been replaced by CEAO.

AFRICAN REGIONAL AND SUB-REGIONAL ORGANIZATIONS
FOR CO-OPERATION AND INTEGRATION*

Fig.1



initiative of some intergovernmental organizations, are making arrangements for the convening of a second meeting of representatives of intergovernmental organizations in Africa for the purpose of working out the modus operandi of co-operation among themselves.

Closely related to the first approach is the second, which would entail the encouragement of limited sectoral neighbouring organizations to co-operate closely in the preparation and implementation of their programmes. What is envisaged is a gradual outward expansion of relatively small groupings, not only with a view to assisting each other with regard to sectors which are already part of their programmes but also with regard to additional sectors and measures which are of concern to their member States as well as to neighbouring countries which may not be members of any of the groupings. This outward and sectoral expansion of groupings with limited objectives could, inter-alia, proceed on the basis of selective exchange of resources (say, specialists) and other forms of mutual support leading to a more comprehensive involvement between several neighbouring groupings and States within a system of concentric circles with different functions and degrees of economic co-operation.

The third approach is the gradual integration of the smaller and/or limited sectoral groupings into multipurpose and possibly larger co-operation arrangements which are oriented to a much higher degree of formal economic integration.

In each of the four administrative subregions of ECA, i.e., West Africa, Central Africa, East Africa and North Africa, there is a multipurpose multinational institution which could form the nucleus for a gradual amalgamation of the limited sectoral or smaller groupings in each subregion into a large multipurpose machinery for promoting subregional economic co-operation as a step towards regional economic integration.

In West Africa there is ECOWAS; in Central Africa, UDEAC; in North Africa, CPCM; and in East and southern Africa, EAC. The solution of the problems faced by UDEAC, CPCM and EAC would be a prerequisite for the amalgamation process suggested in this report.

(a) ECOWAS is an outstanding example, of a new approach to co-operation among African countries in that it is not limited to one linguistic group (French-speaking or English-speaking etc.,) or a small geographical area. It cuts across linguistic, cultural and geographical boundaries inherited from European colonization and encompasses a larger number of countries than any similar multipurpose grouping not only in West Africa but also in the whole of Africa, excluding OAU. The only other multinational co-operative arrangements which could rival ECOWAS are the African and Mauritian Common Organization (OCAM) and the West African Economic Community (CEAO). But OCAM, although comprising countries in more than one subregion, has been limited to French-speaking African countries (with the exception of Mauritius) and its extent has been considerably reduced by successive withdrawals of several of its members. CEAO groups only six countries comprising former French colonies in Africa and is encompassed within the geographical area of ECOWAS.

The ultimate objectives of ECOWAS are the establishment of a customs union among the member States through the progressive elimination of tariff and non-tariff barriers among them and the imposition of a common customs tariff against third countries. These are to be phased over a period of 15 years from the coming into force of the Treaty. Other aims of the Community are the abolition of all obstacles to the free movement of persons,

services and capital within the Community; and the harmonization and joint development of policies in the fields of agriculture, industry, monetary and fiscal affairs, transport, communications and energy. The Community also aims to set up a fund for co-operation, development and compensation.

As ECOWAS has only recently been created, its immediate task will be the setting up of its institutions and legislative organs and in gathering statistical and other data required for the crystallization of its programme. During this teething period the ECA Multinational Operational Centres (formerly known as UNDATs) in Central and West Africa (Yaoundé and Niamey) could provide valuable assistance to the new organization by assisting in the formulation of programmes, identifying specific areas of co-operation and undertaking studies on projects which will facilitate the strengthening of the organization, e.g., on the feasibility of establishing a coastal shipping line, construction of infrastructural facilities for the promotion of communications among member States, establishment of joint strategic industries, measures required to promote trade among member States, etc. The ECA Centres could also examine possible mechanisms for co-ordinating the programmes of smaller multinational organizations in West Africa with the programme of ECOWAS. The work programmes envisaged for the ECA Centres in 1977-1978 include these projects.

(b) UDEAC was established in 1964 with the signing of the "Treaty of Brazzaville". The Treaty came into force in January 1966. In 1968 two of the original five signatories withdrew, but one of them reversed this decision in the same year. The Union therefore consists of four countries.

The strength of UDEAC lies not in the size of its membership but in its prime objective which is to promote the gradual and progressive establishment of a common market in Central Africa. The immediate aims are to reduce impediments to trade, co-ordinate development plans and adopt procedures for equitable sharing of industries among the partner States.

However, apart from some progress in the field of transport (principally river transport and benefits from the use of the same currency - the Equatorial CFA franc) the creation of the Union has not produced significant results. The harmonization and co-ordination of development plans has not been achieved, reciprocal trade has been small compared with trade between the member countries and third parties, equitable sharing of industries has not taken place and the "taxe unique" system has tended to favour the relatively more industrialized partner States. Besides the Congo river transport and the Cameroon railways, no important transport links have been constructed.

Moreover, the Union has been weakened by the independent action of some countries. The Port Gentil oil refinery was established as a common enterprise, but the United Republic of Cameroon decided to build its own oil refinery in Victoria. The result was that other countries withdrew from the enterprise and today the refinery is used by Gabon only. Notwithstanding the provision of free movement of manpower among the member States and a surplus of manpower within the Union, Gabon, which is building a railway within its territory, is hiring manpower from the Upper Volta.

(c) The Maghreb: In 1964, Ministers of Economic Affairs of Algeria, the Libyan Arab Republic, Morocco and Tunisia laid down principles of economic co-operation among the four countries. A Permanent Consultative Committee (CPCM) was established. In 1970 a draft five-year agreement on economic co-operation was submitted to the Conference of Ministers, but it is still awaiting signature. In the meantime various attempts to promote co-operation are being made.

Several specialized bodies have been created on statistics, electrical energy, maritime transport, labour, insurance and reinsurance, transport and industry. The Maghreb Centre for Industrial Studies was created in 1968, and its statute amended in 1972. The Centre started functioning in Tripoli but has had to transfer to Tangier following the withdrawal of the Libyan Arab Republic from CPCM in 1970.

Co-operation in some sectors has met with some success. Tunisia and Algeria are to establish jointly a cement industry. Maghreb shipping companies have agreed on jointly underwritten insurance for their three fleets and are pooling maintenance arrangements. Algeria and Morocco have agreed on joint prospecting for iron ore. The central banks of the Maghreb have agreed to adopt certain measures to facilitate mutual payments.

But there are problems. Of some 42 industrial studies, practically none has been implemented. Trade among the Maghreb countries amounts to only about 2 per cent of their total foreign trade. The draft agreement on co-operation has not yet been signed. Differences in economic and political policies seem to be the main reason for the slow progress. Algeria is pursuing a policy of Socialist development and public ownership while the other countries favour the liberal mixed-economy approach.

(d) East African Community. There has been a considerable degree of economic co-operation among East African countries for some years. In 1917 Kenya and Uganda formed a customs union. Tanganyika (now the United Republic of Tanzania) became a member of the Union in 1927. In the 1930s a common tax collection service was established. Since 1948 the countries have been operating joint rail, air, port, postal and telecommunications services. A joint East African monetary board was established in 1919.

In 1967 the three countries signed the Treaty for East African Co-operation establishing the East African Community. The aim of the Treaty is to establish a common customs tariff in respect of all goods imported by the countries, abolish trade restrictions between them, harmonize monetary policies and fiscal incentives, operate common services and co-ordinate economic planning. The constitutive agreement established a system of transfer taxes designed to correct industrial imbalances among the countries. An East African Development Bank was also created to promote industrial development and to ensure the balanced development of industrial activities within the East African Common Market countries. The basic agreement allows other States to join the Community as full members or associate members. Ethiopia, Burundi, Somalia and Zambia have applied to join. Mauritius, Rwanda, Lesotho and the Seynelles have also expressed interest in joining the Community.

The East African Community, like its sister multipurpose co-operation groupings, has not been a resounding success. During the period 1970-1973, the annual increase in intra-Community trade was only 2 per cent. The transfer tax has not provided an effective instrument for promoting new industrial developments in the less developed Partner States (the United Republic of Tanzania and Uganda) so as to achieve balanced development in the region, and no important results have been achieved in joint industrial development. There is duplication of industries and each country is aiming at self-sufficiency in agriculture. The Community has failed to achieve uniform fiscal policies, free movement of factors of production and co-ordination of economic policies.

During the last few years economic and political problems have brought the Community to the brink of collapse. The East African Treaty is under review.

Before the idea of broader multinational economic co-operation arrangements based on the existing multipurpose organizations (UDEAC, EAC, CPCM and the new ECOWAS) can be pursued, the fundamental problems now facing the older organizations (UDEAC, EAC and CPCM) have to be identified and solved.

Apart from the problems referred to in the foregoing paragraphs, there are basic fundamental issues common to all of them which require the attention of African Governments. Economic co-operation will be difficult to achieve unless the national economies are integrated, and consumption and production patterns are geared more towards domestic requirements. As of now, production in most countries is oriented towards external raw material requirements and consumption towards imported consumer goods. This results in a cumulative divergence between domestic production and the utilization of domestic resources on the one hand and domestic needs on the other. Trade, instead of being an extension of home demand, is independent of it. The economies are externally oriented.

To facilitate multinational co-operation there should be integration of sectors at the national level (internalization of economic co-operation) and determined efforts to promote national self-reliance by the indigenization of major production units from the point of view of both ownership and direction and reducing dependence on developed countries for exports and imports.

In most national economies there are three separate economic sectors which are tenuously linked but not integrated. There is the subsistence sector which is the largest, the agricultural raw material producing sector primarily oriented towards exporting to overseas markets, and the modern sector (manufacturing, etc.). Between the subsistence sector and the agricultural export-commodity sector there is little regular and established exchange except a one-way flow of population from the subsistence sector to the export-commodity sector. There is also little exchange between the modern sector and the bulk of the population in the subsistence sector, as well as between the modern sector and the export-commodity sector. The latter produces mainly for external markets and there is not much processing at home as basic industries are practically non-existent. The modern manufacturing sector is primarily oriented towards the production of consumer goods and is dependent on imported capital and semi-capital goods; accordingly it makes little use of underutilized manpower and raw materials in the subsistence sector.

Because of Africa's history, the modern sector was created as an integral part of the economies of metropolitan countries in the sense that it was promoted by investors (or settlers) from these countries and has consisted mainly of subsidiaries of companies in the developed countries. Control and direction has also been wholly or partially in the hands of foreign investors. Even where there was, (or is,) localization of managerial and entrepreneurial functions, ownership and control, by and large, remain in foreign hands, except where nationalization programmes are at an advanced stage, and/or the local business class continues to be dependent on imported capital and intermediate goods.

Co-operation measures starting from this base result, in practice, in the integration of the markets of African countries with the markets of the home base of the investors and foreign firms for the purpose of creating large African markets for essentially imported goods or goods made locally by subsidiaries of foreign firms.

This inherited form of co-operation has resulted in a vicious circle. Foreign investors operating on the usual commercial profit motive can do nothing but produce the same economic structure. They do not readily move into integrated large-scale and basic industries and those which would be intended for the large rural population. This is partly because of the low purchasing power, and partly because in large-scale industries it takes a long time before returns can be realized. Therefore, the tendency has been to continue largely in the traditional spheres catering for the consumer demand in goods and services of the upper-income groups. This has resulted in the failure to integrate the three sectors of the economies of the countries.

There is another problem: industrial activity has tended to concentrate in one or two countries in any one grouping because of the presence of external economies and related ancillary facilities together with ideological and investment climates favoured by foreign investors. Hence industries are not equitably distributed among the countries. A customs union therefore becomes the extension of the market for industries located in one country. This leads to conflicts about industrial imbalance, sharing of customs revenue, rules of origin, etc.

In order to create a favourable climate for co-operation and national reconstruction, African Governments have to take measures to correct these imbalances in their national economies. It is necessary that the sectors of each national economy should be linked more closely (internalization of co-operation), foreign investors directed and controlled more effectively, and steps taken to create an indigenous entrepreneurial class and indigenously operated enterprises.

The ECA Multinational Operational Centres in East and southern Africa (Lusaka), in West Africa (Niamey), in Central Africa (Yaoundé), and the centres to be created in West Africa (additional), Central Africa (additional) and North Africa could be effective catalysts for assisting in national reconstruction, in strengthening existing multipurpose arrangements, identifying problems and recommending solutions, and putting forward proposals for the enlargement of these arrangements into larger units which would embrace the smaller limited sector organizations. 6/

Specialized co-operation arrangements

Multinational co-operation arrangements in Africa do not consist only of multipurpose and limited sectoral organizations; there are also several specialized arrangements such as commodity and service arrangements and specialized institutions. 7/

6/ It should be noted in this regard that ECA was not invited to assist in the revision of the East African Treaty.

7/ A commodity arrangement is an association of countries for co-operating in production, processing, marketing, price stabilization, exchange of technical and scientific information, etc., with regard to specific commodities. A service arrangement is co-operation in such areas as research, training, etc.

These cut across countries and subregions. There are over 20 commodity and service arrangements, mainly in agriculture, industry, transport and communications, and banking and finance. Some of the prominent commodity arrangements are the African and Malagasy Sugar Agreement, the Cattle and Meat Economic Community of the Council of the Entente States, the African Groundnut Council, the Cocoa Producers' Alliance, etc. In industry, there are the African and Malagasy Industrial Property Office, the Industrial Development Centre of the Arab States, etc. In transport there are several different arrangements including the African Civil Aviation Commission, the Eastern African National Shipping Line, the East African Airways Corporation, etc. In banking there are the African Development Bank, the West African Monetary Union, the Arab Bank for Economic Development in Africa, the Arab Fund for Economic and Social Development, etc.

The success and effectiveness of these commodity and service arrangements will, in the long run, depend on the broader issues of co-operation discussed in the foregoing paragraphs. The operations of the East African Airways Corporation, for example, have been negatively affected by stresses and strains within the East African Community.

III. ECA-SPONSORED CO-OPERATION ARRANGEMENTS

ECA-sponsored projects should not be regarded separately from the projects of inter-governmental organizations. ECA is a regional organization of African Governments, and its development priorities are established by African Governments. Therefore the policies of ECA and the national policies of Governments and projects of intergovernmental organizations should be synchronized if effective results are to be achieved.

As a means of encouraging economic co-operation in Africa, ECA has sponsored a number of bilateral and multinational projects and encouraged national programmes and projects which have a multinational potential. Although most ECA-sponsored projects are in the category of "specialized co-operation arrangements" referred to above, initiatives have also been taken towards strengthening of ECA's existing multinational field centres and the creation of new centres to assist in the implementation of multipurpose programmes in all the subregions of Africa. 8/

Natural resources

Progress achieved thus far in the field of natural resources is mainly in the creation of regional and subregional centres and associations.

(a) Regional Centre for Training in Aerial Surveys

In 1972, over six years after the decision was first taken, an intergovernmental Regional Centre for Training in Aerial Surveys was established with the active participation of ECA at Ile Ife in Nigeria, and the Executive Secretary of ECA is the Chairman of its Governing Council. With the generous support of the Nigerian Government and bilateral

8/ There are three ECA Multinational Operational Centres in operation and it is proposed to establish two additional centres in 1977 and a sixth centre in early 1978. See the report of the Joint UNDP/ECA Evaluation Mission on UNDATs in Africa (E/CN.14/INF/87) and the report of the sixth session of the Conference of African Planners (E/CN.14/657).

resources mobilized by ECA, the Regional Centre has developed from a monolingual into a bilingual institution for theoretical and practical training and for exchanging information and experience among government officials in the field of aerial surveys and related advisory services. Students from seven African countries, namely Benin, Ghana, the Niger, Nigeria, Senegal, Sierra Leone and Zaire graduated in June 1976. The activities of the Regional Centre continue to expand and the Nigerian Government is expected to make substantial contribution towards the implementation of the Regional Centre's ten-year development plan. In recognition of ECA's role in the establishment and development of the Regional Centre, its Governing Council decided that the Regional Centre should be designated as the ECA Centre for Training in Aerial Surveys.

Although the membership of the Regional Centre is open to all African States, only four countries -- Benin, Ghana, Nigeria and Senegal -- are members. Because of this apparent lack of interest on the part of the majority of member States, plans to establish similar centres may have to be shelved. The immediate action now required, if progress is to be made, is for the States members of ECA to indicate their interest in the existing Regional Centre and their support (politically and materially) for plans to establish similar centres.

(b) Intergovernmental Regional Centre for Services in Mapping and Surveying

In 1975, an intergovernmental Regional Centre for Services in Mapping and Surveying was established in Nairobi, Kenya, with the assistance of ECA. The Centre, which is to cater for all East and southern African countries, a total of 14, is to provide services of a specialized nature in surveying and mapping which are beyond the capacity of individual member States; it is also to provide training and related services to member States. Substantial assistance has been mobilized from some developed countries, including the use of surveying aircraft and crew for six months of every year at no cost to African countries. The Kenyan Government has generously donated land and money for the construction of a permanent headquarters.

The difficulty however is that only five countries out of 14 have signed the agreement; they are Kenya, Uganda, the United Republic of Tanzania, Somalia and Malawi. To make progress it will be necessary for the remaining countries to give full support to the Centre by signing the agreement and participating in related activities.

(c) East African Mineral Resources Development Centre

ECA has also undertaken promotional activities for the establishment of an East African Mineral Resources Development Centre to be based in the United Republic of Tanzania. The agreement for establishing the Centre has not yet been ratified by all the 15 countries of East Africa:: only the United Republic of Tanzania, Ethiopia and Mozambique had ratified the agreement by the end of 1976. This is holding up progress. It had been hoped that all the other countries would sign the agreement before the end of January 1977 and a meeting of the Governing Council held in March 1977. Further approaches will be made to the countries which have not yet signed. If the response is positive the project should be operational during the second half of 1977.

The Government of the United Republic of Tanzania had already pledged approximately \$US 120,000 as a supplementary special contribution towards the establishment of the Centre. Some international organizations and some developed countries have also expressed their willingness to support the Centre when established.

The Centre will be the first of four proposed subregional centres in the field of mineral resources. If these centres get off the ground, they will complement the present inadequate facilities of the national geological surveys and mineral corporations in surveying, advanced testing, prefeasibility studies, maintenance of laboratory equipment and on-the-job training.

Unless all the countries of East Africa show positive interest and the countries of other subregions (Central, West and North Africa) indicate their firm preparedness to undertake the necessary preparations for the creation of centres in their respective subregions, progress will be slow in the implementation of this important project.

(d) African Association of Cartography and the Geological Society of Africa

In response to the resolutions of the Regional Cartographic Conference, States members of ECA decided that an African Association of Cartography should be created. ECA assisted in the creation of this body in July 1975. The newly established Association, which has its headquarters in Algeria, is expected to play an important role in stimulating work in cartography in Africa and in providing a forum where African cartographers can meet and discuss problems of mutual concern. ECA will, within the limits of its resources, continue to assist the Association. ECA is also providing assistance to the Geological Society of Africa which was established in 1973. The objectives of the Society are, inter alia, to promote the development of African earth resources for the benefit of Africa and to assist African Governments in the acquisition and training of specialized personnel in the solution of their related manpower requirements.

A country-by-country cartographic inventory has been initiated by ECA. By December 1976 seven countries had been visited. It should be mentioned that the ECA staff are meeting with some difficulties in collecting the necessary information and the countries are requested to assist in this regard.

(e) African Remote Sensing Council

A Regional Conference on Remote Sensing was convened by ECA in September 1976. The Council is to be the regional umbrella under which African co-operation for the control and development of the material wealth of the continent will be promoted. An ad hoc committee set up by the Conference met in January 1977 to consider a draft constitution prepared by ECA for the establishment of an intergovernmental African Remote Sensing Council, which will co-ordinate activities in the field of remote sensing throughout Africa. The proposals of this ad hoc committee were considered for adoption by a Meeting of Plenipotentiaries early in February 1977 and are one of the agenda items for the thirteenth session of the ECA Conference of Ministers.

Transport and communications

A. Highways

The major project in the field of transport is the highways project:

- (a) The Trans-African Highway;
- (b) The West African road network;
- (c) The Trans-Sahara Highway;
- (d) The north-south highway.

(a) Trans-African Highway

At the request of the ECA, assistance has been secured from co-operating donor countries for the following studies which have been completed:

- (i) Prefeasibility study of the whole Mombasa-Lagos Trans-African Highway;
- (ii) A study of the legal and administrative barriers to travel and trade along the Mombasa-Lagos Highway;
- (iii) Feasibility studies of the Kisangani-Kasindi (828 km) and Kisangani-Bangassou (719 km) sections, in Zaire;
- (iv) Feasibility study of the Bossembele-Garoua Boulai (445 km) section in the Central African Empire;
- (v) Feasibility studies of the Foumban-Tibati (326 km), the Tibati-Meidougou (238 km) and the Bamenda-Ekok (225 km) sections in the United Republic of Cameroon.

The completed feasibility studies are to be followed by detailed engineering studies before construction and/or improvements, where required, can be undertaken. In the United Republic of Cameroon, the construction of the Tibati-Meidougou section is in progress with joint financing by the Government of the United Republic of Cameroon and a donor country; and the engineering study of the Bamenda-Ekok section is nearing completion with the assistance of the African Development Bank.

Some difficulties which have to be brought to the attention of Governments have been encountered in the implementation of this programme.

It is proving difficult to obtain the necessary financing for engineering studies from donor countries. At the fourth meeting between the Trans-African Highways Bureau and donor countries in November 1975, the donor countries were reluctant to agree to provide assistance for engineering studies on the grounds that the cost of engineering studies should be part of construction costs, the implication being that a donor country which finances an engineering study for a particular section of the Highway should also be responsible for the construction stage. The concession which they made was that financing could be provided for particular engineering studies, provided that the financiers could be assured that the countries concerned attached high priority to the project. It is not certain, however, that firm assurances will be made to this effect. The experience of the ECA secretariat is that at public conferences some countries will agree to one priority rating but the same countries will give a different priority rating when negotiating with bilaterals or donor agencies interested in providing financial assistance. This not only creates confusion but also slows down progress.

Nearly one quarter of the total length of the Mombasa-Lagos Trans-African Highway (more than 1,500 km) is located in Zaire. This portion, more than any other, needs to be upgraded to international standards. On the initiative of the ECA secretariat, two special meetings were held, one on 6 September 1976 in Kinshasa and the other from 14 to 17 September 1976 in Addis Ababa, on the Zaire portion of the Highway. The object of these special meetings was to find out more precisely about (i) the priority given to the Kisangani-Bangassou and Kisangani-Kasindi sections by the Government of Zaire;

(ii) the status of the sections; (iii) the Government's proposals or programme for the upgrading of these sections, including identification of sources of finance for the required engineering studies and improvement works; and (iv) the type and extent of assistance required. The Government of Zaire's response to items (i), (iii) and (iv) is still awaited. The delay in the decision of the Zaire Government is causing concern. If some sections, e.g., the Kasindi-Kisangani-Bangassou section, are impassable, the Highway project may be jeopardized.

In the land-locked States of the Central African Empire and Mali, more than 1,300 km, of road comprising about 21 per cent of the Trans-African Highway and about 14 per cent of the Dakar-Ndjamena Highway respectively, are located. It is intended to convene special meetings of the countries concerned to seek their co-operation in improving the roads. It is hoped that the response of the countries will be positive and the required improvements undertaken in a reasonable length of time.

(b) Trans-West African network

Work on the Dakar-Ndjamena and Lagos-Nouakchott Highways was initiated by ECA in 1974.

Progress is being held up in two sections of the Dakar-Ndjamena Highway:

(i) The Tambacounda-Naye (Senegal)-Niore du Sahel-Kolami (Mali) section, a distance of 844 km, is a dry-weather track in bad condition. A feasibility study is under way on the Senegalese side and a general transport study on the Mali side. When these studies are completed financing will be required for engineering studies. Financial assistance promised by four donor countries at the third meeting of the Trans-African Highway Bureau and developed countries in 1974 has not materialized.

(ii) Maiduguri-Ndjamena section. Before further progress can be made, a choice has to be taken between two alternative routes: Maiduguri-Cambarn-Maltam, a distance of 205 km, or Maiduguri-Mora-Maltam, a distance of 325 km. The decision on the route to be chosen is delayed by conflicts of interests between the countries concerned: Nigeria, the United Republic of Cameroon and Chad.

Another problem relates to the construction of the Chari River bridge. Financial assistance will be required and the Governments of Chad and the United Republic of Cameroon which are directly concerned have to agree before an official request can be addressed to the African Development Bank.

With regard to the Lagos-Nouakchott Highway, the problem section is the Senegal - Guinea-Bissau - Guinea section. Here again there are two alternative routes: the Guinea-Senegal route or the Senegal - Guinea-Bissau - Guinea route. Guinea did not attend the seventh meeting on the Lagos-Nouakchott Highway at which the two alternatives were considered and recommendations made. ECA sent the report of the meeting to the Government of Guinea, but no reply has as yet been received from the Government. Guinea-Bissau has since become independent and its views will have to be sought. In the meantime, nothing can be done until these two Governments communicate their decisions.

(c) Trans-Sahara Highway

This was initiated in 1962 by ECA. The construction of the road section in Algeria was started by the Algerian Government in 1971 and is proceeding satisfactorily, but progress in the Mali and the Niger sections is lagging behind.

When completed, the road will link Algiers with Bamako and Niamey via Tamanrasset, a distance of 2,900 km.

(d) Cairo-Gabrones Highway

A Co-ordinating Committee has been established for the planning and implementation of the Highway. Its first meeting was held in Addis Ababa in June 1976.

Only two sections need asphaltting, between Sudan and Egypt and the extreme south section. There are no serious problems; asphaltting has either been started or is planned.

B. Other modes of transport

(a) Air freight

ECA has completed a study on the air freight potential in Africa, including proposals for the establishment of an African air freight brokerage system, with possible subsequent development of an African multinational all-freight airline. Upon the completion of other studies by ICAO and the African Civil Aviation Commission (AFCAC), a high-level regional meeting will be organized by AFCAC with the co-operation of ECA and OAU with a view to taking concrete decisions about the establishment of a multinational air-freight service.

(b) Railways

The General Assembly of the ECA/OAU-promoted Union of African Railways has given priority to linking African railway networks, standardization of track and loading gauges, rolling stock and signalling and purchasing procedures. Technical committees of the Union have been established to look into these items of priority. The Union has received generous support from the Government of Zaire for the establishment of its secretariat in Kinshasa and is continuing to receive technical assistance and advice from ECA in its work and in the establishment of a training centre for the Union. The membership of the Union is however far from satisfactory; only 25 countries are members. The work of the Union would be facilitated if all African countries joined.

(c) Port management

The ECA secretariat was instrumental in establishing intergovernmental Port Management Associations for West-Central, East and North Africa. These Associations, which continue to receive technical assistance from ECA, are concerned with the efficient and proper management of ports, the standardization of equipment and the co-ordination of port activities with those of the users of ports. The West and Central Africa Port Management Association has, so far, made the most progress and the Government of Nigeria has agreed to contribute financially towards the establishment of its secretariat which is to be in Lagos. In the meantime, the other Associations have been assisted by ECA in identifying common problems and seeking assistance from UNCTAD and other inter-governmental agencies.

(d) Telecommunications

The Co-ordinating Committee for the implementation of the Pan-African Telecommunications Network (PANAFTEL), consisting of representatives from ECA, OAU, ADB and ITU, is continuing its activities for the full implementation of the first 24,000 km of route of the Network. The Committee is also working on plans for completing the recently requested surveys of another 26,000 km of route. An intergovernmental African Telecommunications Union is in the process of being established with the assistance of ECA and OAU and a draft constitution was recently considered by an ad hoc committee at a meeting in Addis Ababa jointly convened by ECA and OAU. The Union, among other things, will oversee the functioning of PANAFTEL, training of personnel, and the acquisition of appropriate equipment. Not unrelated to this are three proposed studies on manpower training in telecommunications, satellite communication services and satellite educational and development broadcasting system. A seminar organized by ECA, OAU, ITU and UNESCO in 1973 recommended that multinational experiments concerning satellite-borne instruction be undertaken and that a working group of international experts including members from the region be organized by ECA, OAU and ITU to plan, design, implement and evaluate this experiment.

(e) Maritime transport

A joint ECA/UNDP/IMCO/UNCTAD mission on maritime training requirements for the region has been undertaken and steps are being taken to establish subregional training centres to serve the various subregions. The creation of African multinational shipping lines - deep sea and coastal - in West, North, Central, East and southern Africa is being actively pursued by ECA. In the meanwhile ECA and IMCO are exploring ways of establishing a joint unit within ECA.

(f) Postal services

The administration and management of postal services in the region has, in general, not attracted the best available recruits because of the low priority given to these services by Governments. Upon the establishment of a joint ECA/UPU unit which is planned for the near future, concrete steps would be taken on a multinational basis to upgrade the efficiency and effectiveness of administrative management of postal services in the region.

(g) Multimodal surface transport

Within the context of multimodal surface transport and related facilities, subregional meetings on combined transport have been organized by ECA and OAU. A meeting for the Central African subregion, organized by ECA and OAU in Kinshasa last October, agreed on the establishment of a Central African Transport Co-ordinating Council at the ministerial level with headquarters at Ndjamena. The Council will be concerned primarily with the co-ordination of transport policies and programmes, the establishment of a convention on multinational transport, international container operations, promoting training in the field of transport, the establishment of users' advisory and consultative organs and promoting efficient management of transport facilities in the subregion. ECA has prepared a related draft constitution which will be considered by a meeting of Ministers scheduled for March 1977. Similar transport co-ordinating councils are planned for the remaining subregions.

Trade and monetary affairs

A. Subregional trade promotion activities

Practical assistance is being given by the ECA secretariat in the creation and strengthening of the newly established 15-nation Economic Community of West African States (ECOWAS). ECA has assisted in the preparation of the five important Protocols which are to be annexed to the ECOWAS Treaty and which were signed by Heads of State and Government at Lomé on 5 November 1976. The ratification of the Protocols will, inter alia, facilitate trade among the member States.

An ECA interdisciplinary mission on trade promotion among countries of East and southern Africa was in the field during November and December 1976. Recommendations on concrete action are expected shortly.

In September 1976, the ECA secretariat, as a result of the recommendation of the Heads of State and Government of the Conference of East and Central African States, organized a meeting of experts from these States to hold preliminary discussions on a draft convention on international transit by road (TIR) prepared by the secretariat, to be applied in the two subregions as a means of facilitating trade. Experts are to meet again some time in the first part of 1977, prior to the sessions of the Foreign Ministers of the Conference of East and Central African States to make considered proposals to the session of Ministers. ECA will assist in the implementation of the convention upon its adoption.

B. Intergovernmental organizations and meetings

In co-operation with OAU, ECA assisted in the establishment of the Association of African Trade Promotion Organizations with its headquarters in Tangiers. The principal objectives of the Association are to make African countries aware of what they have to offer to each other by way of trade, thus helping to stimulate and increase intra-African trade. Until the Association establishes its own secretariat, ECA and OAU are assisting the Interim Secretary-General in servicing the Association. It should be noted, however, that the activities and attainments of this Organization are not impressive partly because of lack of interest on the part of member States which have not yet all joined or ratified its instruments.

Another intergovernmental organization which will also enhance intra-African trade and assist in the proper management of supplies and materials, particularly in the rational and economic implementation of national development plans, is the African Purchasing and Supplies Organization which, with the assistance of ECA, was established in November 1976 when its constitution was signed on behalf of 16 States members of ECA. As over half of the African States have not yet joined this Organization, it is hoped that more countries will show positive interest.

Apart from assisting in the establishment of intergovernmental arrangements and organizations and strengthening their activities, jointly with OAU, ECA sponsors several meetings in the field of trade. For example, ECA submitted technical papers and participated at a symposium on the development of intra-African trade as a condition for African economic development and the establishment of an African common market, held in conjunction with OAU during the OAU Second All-Africa Trade Fair in Algiers in October 1976. The symposium adopted a comprehensive action programme which will guide ECA in its work in the field of intra-African trade.

The recommendations of the symposium cover in particular economic co-operation and multilateral trade negotiations, industrial development and the transfer of technology and transport and telecommunications. It recommended, inter alia:

- (a) That OAU and ECA should continue the implementation of their programme of studies with a view to the establishment of an African Common Market;
- (b) That these studies should provide for the establishment of the African Common Market on a progressive basis and according to a schedule to be defined;
- (c) That these studies should assign special attention to rules of origin so as to ensure that the Common Market becomes effective through the use of local resources, the exchange and transfer of technology as a means of developing national production capacities, especially in the case of the least developed countries, and the speeding up of the movement towards self-sufficient economic growth and the diversification of African economies;
- (d) That the programme of studies on the establishment of an African Common Market should be completed by 1980 at the latest;
- (e) That, because of the fundamental importance of the issue of the establishment of a Common Market for the economic development of the countries of the region on a basis of solidarity and in the best possible conditions, progress reports on the implementation of this programme of studies should be submitted directly and periodically to the Heads of State and Government of OAU member States so that they may give the necessary guidelines;
- (f) That, pending the establishment of an African Common Market, all efforts should be made to intensify economic co-operation among African countries, in particular through the elimination of triangular trade;
- (g) That, OAU and ECA should submit a biennial report to their respective ministerial conferences on the progress made in the field of intra-African economic co-operation and that a synoptic report should be submitted on this matter to the next symposium.

2. Trade between Africa and other countries

ECA is continuing its analysis of trade between African countries and developed market economies as well as Socialist countries as part of the preparations for multilateral and international trade negotiations. It will continue to provide assistance to the ACP countries in the implementation of the Lomé Convention.

The ECA/OAU Joint Meeting on Trade and Development has continued to render service to African countries within UNCTAD and GATT. Indeed, the Joint Meeting is now considered by African Governments as the main technical body for discussing and making preparations on multilateral negotiations on trade and related monetary issues. As part of its preparations to assist African Governments at the fourth session of UNCTAD, the Joint Meeting was convened in Algiers in November 1975 preparatory to a meeting of African Ministers of Trade.

Also within the same framework ECA assisted the African Group in harmonizing its views and positions on the issues discussed at the Third Ministerial Meeting of the Group of 77 held in Manila by servicing the Group's meetings and presenting it with a number of technical papers.

The promotion of joint measures and co-operation in the field of trade between Africa and other developing regions with a view to strengthening their bargaining power is one of the key elements in ECA's current activities in the field of trade. In August 1976, ECA, in co-operation with the United Nations Action Programme for Economic Co-operation among Non-Aligned and Other Development Countries (UNAPEC), organized a meeting of African Producers' Associations. The meeting, in addition to reviewing and assessing the achievements of wholly African Producers' Associations and those of inter-regional producers' associations with African membership, adopted a series of recommendations regarding the strengthening of existing Associations and the establishment of new ones which ECA was requested to assist in implementing. It recommended that ECA should take the initiative needed to strengthen those African producers' associations which were currently in trouble. The measures called for in that connexion would include:

- (i) Replacing the present regional recruitment of members with a system of interregional recruitment, where possible;
- (ii) Emulating the successful ventures of other producers' Associations, where feasible;
- (iii) Ensuring recognition by the various countries concerned of the vital importance of producers' associations and the need for a constructive attitude in seeking solutions within the different associations;
- (iv) Ensuring the active participation of African Producers' Associations and of ECA in the organization and management of any council of producers' associations which might be established.

D. Monetary issues

Following the establishment of ADB with the active assistance of ECA, the next substantial financial institution to be established by ECA was the Association of African Central Banks. ECA has provided secretarial and other services to the Association and its subregional Committees. The Association is assisting, *inter alia*, in the promotion of co-operation in the monetary, banking and financial fields among its members, formulation of common stands for international financial and monetary negotiations, and promotion of financial stability in the region. After a slow start, the Association has improved its performance over the last few years. An African Centre for Monetary Studies, which is a subsidiary body of the Association, has been established with the assistance of ECA. The Centre, which will undertake research and studies on monetary and financial matters with a view to guiding the Association in its technical work, will commence operations in 1977. Its headquarters will be in Dakar. ECA will continue to assist and support the Centre in its activities.

ECA also assisted the West African Subregional Committee of the Association of African Central Banks in the preparation of the Agreement which established the West African Clearing House. The Clearing House is principally for the promotion of sub-regional trade, economizing the use of foreign exchange reserves. Its existence will contribute towards co-operation in monetary and financial matters envisaged under the ECOWAS Treaty. It is planned to establish similar clearing houses in other subregions.

In the area of international financial co-operation, ECA assists Governors of the African Central Banks in preparing for the annual IMF/IBRD meetings, in reviewing and assessing the international monetary and financial situation and in formulating a common stand with respect to related current issues.

Industry

Relatively little progress has been made in creating multinational strategic and basic industries, notwithstanding declarations and resolutions made by African countries and a series of subregional industrial co-ordination studies carried out by ECA identifying possible areas of multinational co-operation in promoting integrated iron and steel plants, fertilizer plants, pulp and paper, basic engineering, petrochemicals and a host of medium-scale and small-scale industries. Indeed, donor countries are now hesitant in financing preliminary studies that never see the light of day. Reasons for the lack of progress in this field may perhaps be attributed to different economic policies of neighbouring countries, differences in the levels of economic development among some neighbouring States, failure to appreciate fully the direct and indirect benefits which will accrue to all countries promoting a co-operative integrated industrial development programme, dependence on foreign technology and investment with consequent centrifugal influences, problems relating to financing and multinational ownership, competition from imports of capital and consumer goods and differences in national policies regarding priorities and protection of infant industries, parochialism and lack of political will.

It should be noted however that African countries continue to make various co-operative attempts in this important area. There are some co-operation institutions and ad hoc projects. An African and Malagasy Industrial Property Office (OAMPI) was created in 1962, a Centre for Industrial Studies in the Maghreb in 1964, the Industrial Development Centre for Arab States in 1968 and the African Society for the Development of the Millet- and Sorghum-based Food Industry in 1972. Examples of ad hoc projects include joint participation in a cement industry by Ghana, Togo and the Ivory Coast; Liberia and Nigeria have invested in the iron ore of Guinea; the United Republic of Tanzania and Zambia have a joint oil pipeline; Nigeria and Benin are participating jointly in sugar and cement projects located in Benin.

Given the difficulties encountered in promoting economic co-operation in industry, it may be said that the most striking development in the activities of ECA in the field of industry was the third OAU/ECA/UNIDO Conference of African Ministers of Industry held in Nairobi in December 1975. Major recommendations adopted by the Conference, following upon the Lima Declaration and Plan of Action adopted by the UNIDO General Conference, related to institution building, intra-African co-operation in industrial development, and a programme of world-wide consultations on redeployment of world industrial production capacities. These recommendations led to the elaboration of a comprehensive industrial development programme for the period 1976-1981, which covers industrial policies and planning, multinational co-operation in the development of basic industries, institution building and the development of small-scale and rural industries.

More specifically, the institutions and programmes recommended by the third OAU/ECA/UNIDO Conference of African Ministers of Industry and approved by the Follow-up Committee on Industrialization in Africa in November 1976, include the following:

- (a) Agro-allied industries. Already work is continuing in this field. Advisory services were provided at the request of Governments by the ECA/FAO Forest Industries Advisory Group, the ECA/FAO Food and Agro-Industries Advisory Group and the UNIDO regional advisers in their respective fields. The ECA/FAO Forest Industries Advisory Group is gearing itself to provide technical assistance to the recently established intergovernmental African Timber Exporters' Association which has its headquarters in Libreville, Gabon.
- (b) An African Centre for Industrial Consultancy Engineering and Management will, inter alia, identify industrial projects, prepare and evaluate feasibility studies on large national and multinational industries, promote integrated small-scale and rural industries, and assist in managerial and technical skill development, project planning, evaluation and implementation.
- (c) An African Centre for Industrial Design and Manufacturing will assist African countries in the development of capabilities for engineering drawing, design of tools and implements, etc., assist in the creation and strengthening of workshops, foundries and forges in which prototypes and testing could be made and carried out and the establishment of a related Data Bank; and assist in the upgrading of the capabilities of personnel working in similar national institutions.
- (d) An African Industrial Development Fund for financing industrial pre-investment activities. The functions of the Development Fund will include identifying feasible industrial projects, provision of general information, advice and guidance on investment processes and evaluation of the capability of consulting engineering firms in undertaking feasibility studies on specific projects.
- (e) A Centre for the Design, Adaptation and Transfer of Technology in respect of which an inter-agency working group (ECA, UNIDO, UNCTAD and UNESCO) has been created to make preparations for its establishment.

Following the decisions taken at the third meeting of the Follow-up Committee on Industrialization in Africa, ECA has initiated action aimed at the orderly development of the following industrial branches: basic metal industries, engineering industries, chemical industries and building materials industries.

Subject to the availability of funds, field missions are planned in 1977 to identify priority areas for action at the national and multinational levels during 1977-1981 and assist African Governments in the formulation of strategies, targets and programmes for the development of these sectors as an integral part of a self-sustaining industrialization in the African region.

The possibilities of financing these programmes from United Nations sources have already presented serious difficulties and African countries need to explore ways in which they can directly or indirectly assist in their implementation.

Agriculture

Practical achievements in economic co-operation in the field of agriculture have, apart from the assistance which ECA gave in the establishment of the West African Rice Development Association and its continued association with the work of the Association, been disappointing. This is due in part to high transport costs within the region, varying national sanitation and hygiene regulations, national policies which militate against intra-regional exchange in agricultural commodities, inadequacy of agricultural inputs and implements, national preoccupation with agricultural exports to developed countries at the expense of agricultural production for domestic consumption and intra-African specialization in agriculture, competition from subsidized food imports and outward-oriented consumer preferences. Nevertheless, ECA is continuing its efforts to identify areas for, and to promote multinational co-operation in agricultural production and the expansion of inter-country trade in agricultural products. In this connexion, field work is being undertaken on possible areas of co-operation and measures which would be required to overcome existing obstacles.

To highlight some of the recent activities in this direction, ECA has sent out interdisciplinary field teams to find ways for the promotion of multinational co-operation in agriculture. One such team visited East and southern Africa to examine the possibilities of establishing multinational rural settlement schemes and another visited West Africa to study the feasibility of a compensation fund for the benefit of the land-locked countries members of the intergovernmental African Groundnut Council. A study on co-operation among countries of West Africa in agriculture has been completed and one country, the Gambia, has incorporated the recommendations of the study in its development plan. Another exercise on trade in agricultural commodities among countries of West Africa has been completed. ECA is providing assistance and preparing technical papers at the request of OAU for the African Inter-Ministerial Council on Food which was set up under the aegis of OAU in consonance with the relevant resolutions of the General Assembly and the World Food Council. It is intended that the Inter-Ministerial Committee should work through the World Food Council and the FAO International Fund for Agricultural Development which has now a capital of \$US 1 billion and should have authority to raise funds and implement programmes for increasing food production in Africa. In this task it will be assisted not only by OAU but also by ECA and FAO.

In addition to assisting in promoting co-operation in the general area of agriculture, ECA is assisting in specific fields. Some pertinent examples are the following: Establishment of the International Livestock Centre for Africa (ILCA) which is to co-ordinate livestock research in the region; control and eradication of trypanosomiasis and tsetse fly to complement efforts on livestock production and health improvement initiated by the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS), in West and East Africa; agro-economic studies on exports of meat to the Near East from East Africa; a study on livestock production and marketing in the UDEAC countries and Chad.

In the area of seed production, a number of activities are under way. Studies commissioned by CILSS on standards and levels of purity of seeds and on the establishment of seed production and distribution centres have been completed and the recommendations have been accepted by the States members of CILSS. Financial assistance for the implementation of the recommendations is being sought. As part of the programme for promoting multinational integrated rural settlement schemes, the ECA team which visited East and southern Africa gave attention to production of seeds and inter-country exchange in seeds in accordance with the capabilities of the countries concerned.

ECA's recommendations on palm oil production have been accepted for implementation by the Oil Producers' Association in Africa, which was established in Lagos in October 1976.

Training and human resources

One of the problems which Africa faces as a late comer in the development race is that it lacks an adequate institutional framework, particularly in the manpower field. Some of the efforts being made by ECA to remedy this situation have already been referred to under the sections of this paper dealing with natural resources, transport and communications and industry.

For many years now ECA has been active, through the African Institute for Economic Development and Planning (IDEP) based in Dakar, in the field of manpower development in development planning. The Conference has before it proposals which are designed to strengthen the Institute.

Support is also being given to statistical training centres providing significant international services in Africa, mainly those in Rabat, Abidjan, Yaoundé and Kigali with respect to courses in French, and in Kampala and Dar es Salaam as well as the University of Botswana and Swaziland as regards courses in English. In this connexion, a project to review statistical training needs in Africa recommended by the ninth session of the Conference of African Statisticians is in the process of being implemented by ECA and the United Nations Statistical Office. The project will aim at ensuring that the output of trained personnel is consistent with the requirements of the countries of the region, taking into account the needs for more complete and improved data arising from the International and African Development Strategies and the new international economic order. It will also aim at improving the efficiency of training institutions and promoting the development of their courses along more practical lines.

Recent activities of ECA have been concentrated on the status of women and their role in society. The results of ECA's work in this field culminated in the creation within the secretariat of ECA of the African Training and Research Centre for Women on a regional basis. The objectives of the Centre are the promotion of the full use of the combined human resources - male and female - for the development of the countries of the region by integrating African women more effectively into the development effort of their respective countries.

Because of a number of critical inadequacies in social work training and research in Africa and in order to implement the recommendations of the 1968 International Conference of Ministers of Social Welfare, ECA is embarking on the establishment of a Regional Centre for Research and Training in Social Development. The main objectives of the Centre would include training at an advanced level for social work, social welfare and rural development educators; research into the identification of African social problems in social policy and planning, in the development of strategies and indicators for social and rural development, exchange of information through the establishment of an information centre/clearing house for the collection and dissemination of information of common interest; and co-ordination of research among the various existing and planned schools and institutions of social work, social development and social administration in that region. A Conference of African Ministers of Social Affairs, jointly sponsored by ECA and OAU, met in Alexandria from 10 to 14 January 1977 to decide, inter alia, on the establishment of the Regional Centre, after an examination of offers of host facilities received from States members of ECA. The result of this Conference will be presented to the Conference of Ministers.

In the field of population, ECA has established three multinational projects, in Cairo, Accra and Yaoundé for the promotion of demographic training and research. The Cairo Demographic Centre, though originally started as a regional organ, now services interested African countries and Arab countries outside Africa. The work of the Centre is monitored by ECA which is also represented on the Centre's Advisory Committee. The Regional Institute for Population Studies in Accra was established to serve English-speaking countries of the region. ECA participates in the work of the Governing Council and the Advisory Committee of the Institute, manages the disbursement of the Institute's consultancy funds, takes part in seminars organized by the Institute and contributes to the teaching programme of the Institute. The Institute awards a post-graduate diploma in population studies and a higher Master of Arts degree. The Institut de formation et de recherche démographiques (IFORD) at Yaoundé serves the interests of French-speaking African countries. ECA participates actively in the work of the Governing Council and the Advisory Committee of the Institute and also contributes to the teaching programme of the Institute. The three-year course offered by the Institute has now, by the decision of its Governing Council, been cut down to two.

The three centres, though multinational in terms of the services and training they offer, do not, apart from the support of their respective host countries and UNDP, receive any material assistance from the countries which benefit them. It is expected that, in due course, countries benefiting from the services and training provided by the three centres would contribute towards the running and management of the centres.

The African Association for Training in Development is another important training agency established with the assistance of ECA in 1974. The principal objectives of the Association are, inter alia, to promote training and development in the private, public and parastatal sectors to ensure improved productivity and better utilization of human resources and to promote professionalism in the training function. ECA currently acts as the interim secretariat of the Association and co-operates with it through the harmonization of programmes for training development and concerted action.

Interdisciplinary projects

The major interdisciplinary multinational project which is being undertaken with the assistance of ECA is the Liptako-Gourma development programme.

An intergovernmental agency, the Liptako-Gourma Region Integrated Development Authority was established in 1970 by the Governments of Mali, the Niger and the Upper Volta to promote regional development of the mineral, energy, water, agricultural, grazing and fishery resources within the Liptako-Gourma region which consists of defined contiguous parts of the territories of the member States. The Authority is empowered to recruit consultants and conclude agreements with financial and research organizations for feasibility and engineering studies.

Within the framework of special measures for providing assistance to the least developed countries, United Nations Headquarters agreed to provide financial assistance for carrying out the necessary studies and projects. ECA was designated as the executing agency for the first phase of the project towards the end of 1972. The first phase, which focused mainly on the analysis of existing information on natural and human resources was completed within six months between December 1972 and June 1973. The recommendations made by the team included transport studies directed towards opening up

the land-locked Liptako-Gourma area, feasibility studies for an ecological research and advanced agro-pastoral training centre, a study on the conditions for agro-pastoral development in the Sudan zone, geological and mining research, and an integrated study of the river basin.

The second phase was launched in November 1974. The United Nations allocated \$US 600,000 for its execution. The studies were completed in 18 months from December 1974 to May 1976. The main recommendations of the studies cover animal and food production, navigation of the Niger river, road, agro-economic potential, minerals, etc.

ECA is proposing a third phase to concentrate on the analysis of agro-pastoral development in the Sudan zone of the area and creation of pilot projects for animal production and the rational development of livestock. It is however feared that this stage of the implementation of the project may either be delayed or abandoned because of lack of funds.

Other multinational multipurpose projects in which ECA is assisting or has been requested to assist are related to the Lake Tanganyika Basin, Lake Chad Basin Commission and Mano River Union.

There are also special regional projects. One important project in this area is the Data Bank. The project will be implemented in co-operation with the Economic Commission for Western Asia (ECWA). Already, computerized files exist in respect of statistics of external trade, national accounts and industrial statistics and, with the introduction of a new computer in March 1977 (NCR Century 201 with a memory of 64 K bytes) plans are afoot for transferring manual statistical data in respect of other subjects on to magnetic tapes. Also as far as the statistical part of the Data Bank is concerned, there is a regular data exchange between IBRD, IMF, FAO and CDPFP at United Nations Headquarters.

As a preliminary to the setting up of the documentation part of the Data Bank a two-week exploratory mission was carried out from 25 August to 10 September 1976 financed by a donor country. This resulted in recommendations for the formal phasing of the mummy operation. The recommendations are such that extrabudgetary funds are essential if they are to be implemented in the near future since they involve, inter alia, a substantial increase in the existing staff members and equipment.

Nevertheless, an attempt is being made to establish the first phase of the project by involving one staff member from each Division of ECA in a Documentary Selection Committee, the indexing and computerization of divisional documents and modification of the OECD macrothesaurus in accordance with ECA requirements. Also, in collaboration with ECWA, a survey is about to be launched in every country of the region in order to identify the various documentation centres existing therein and to gather from them information relating to documentation facilities including requisition of materials, staffing and equipment and the utilization of their facilities.

The plan is eventually to have a question-answer service centre at ECA with networks all over the region and with swift communication with existing international centres elsewhere.

ECA will require annually some \$US 125,000 for the implementation of the project (staff and routine activities). In addition, about \$100,000 will be required immediately for equipment. African countries are requested to assist the Executive Secretary of ECA in his efforts to mobilize the required resources from within Africa and from bilateral donors and specialized agencies.

IV. CONCLUSIONS

The existence of a multiplicity of intergovernmental organizations in Africa is not conducive to effective subregional and regional economic co-operation. It is recommended that there should be a pooling of resources and co-operation in the implementation of programmes and projects among multinational co-operation arrangements in each subregion. The objective should be a gradual amalgamation of these organizations into one multipurpose subregional co-operation arrangement. This would lay firm foundations for the creation of an African economic community which is the ultimate aim of African countries.

There are political and economic obstacles to implementation of multinational projects which require the immediate attention of Governments.

On the political side there is an apparent lack of political will to take decisions on the implementation of studies already completed and willingness to support morally and materially the organs which have been created for co-operation or the decisions taken by such organs. This is a problem which is partly responsible for the failure or slow progress to implement projects prepared by ECA and other intergovernmental institutions. Decision-making machinery lies in the hands of political leaders. African countries should take appropriate measures to ensure that decisions taken by organs which they have created are fully backed up both materially and politically. Unless this principle is fully accepted institutional arrangements that have been created will be no more than economic debating clubs.

On the economic side, failure to internalize co-operation at the national level and differences in levels of economic development and economic policies, especially with regard to industrial development, create problems. This is particularly so in the distribution of benefits and the allocation of industries. The solution of these problems should receive priority attention.

A major constraint faced by ECA in the implementation of projects is inadequacy of resources. It is for this reason that the Executive Secretary of ECA attaches great importance to mobilization of funds from within the continent and from outside the continent through bilateral donors and other international agencies.

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