



**Economic Commission for Africa**



**United Nations Development Programme**

**And  
African Trade policy Center (ATPC)**

**Report on the Ad-hoc Expert Group Meeting on  
Mainstreaming Trade into National Development Strategies**

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**Casablanca Morocco, 29-31 may 2006**

# **REPORT ON THE AD-HOC EXPERT GROUP MEETING ON MAINSTREAMING TRADE INTO NATIONAL DEVELOPMENT STRATEGIES,**

**CASABLANCA MOROCCO, 29-31 MAY 2006**

## **Objective**

An Ad-hoc Expert Group Meeting on “Mainstreaming Trade into National Development Strategies” was held in Casablanca, Morocco, from 29-31 May 2006. The main objective of the meeting was to strengthen the capacity of African countries to formulate effective trade policies and integrate them into national development and poverty reduction strategies. Increasing the capacities of African countries to mainstream trade into their national development and poverty reduction efforts, will enable them to exploit potential opportunities in the international trading system. They should also be more successful in ensuring coherence between trade and domestic economic and social policies.

## **Participation**

The meeting was organized jointly by the African Trade Policy Centre, the Trade and Regional Integration Division of Economic Commission for Africa (ECA) and the United Nations Development Programme (UNDP) in collaboration with the Government of the Kingdom of Morocco. Representatives of selected African countries, Asian and Latin American countries, African Regional Economic Communities, the World Trade Organization (WTO), the International Trade Centre (ITC), the Joint Integrated Technical Assistance Programme (JITAP), the Integrated Framework (IF), UN Regional Economic Commissions, and civil society groups in Africa participated in various capacities.

## **Format of Meeting**

The meeting was organized into sessions dealing with the following themes:

- Why Mainstreaming Trade is Important
- Concepts and Approaches to Mainstreaming Trade
- Lessons from Asia and Latin America
- Aid for Trade
- The African Experience: Selected Case Studies
- The Way Forward

## **Opening Ceremony**

The opening ceremony was performed by representatives of the Executive Secretary of the ECA, the Director of the UNDP Regional Bureau for Africa and the Minister of Foreign Trade of the Kingdom of Morocco.

The Executive Secretary of the ECA was represented by **Ms. Karima Ben Soltane**, Director of the ECA Sub-Regional Office for North Africa based in Rabat. She thanked the Government of Morocco for its hospitality towards the SRO-NA in the past and to the meeting in particular. The Director of the SRO-NA pointed out that a key objective of development was the

eradication of poverty and noted that six years after the adoption of the Millennium Declaration it was obvious that most African countries were not on track to achieve the goals by the stated date. She emphasized that empirical evidence had shown trade accompanied by appropriate national policies could play a role in sustainable economic development but that this required increased market access to developed countries for African exports and integration of trade into national development strategies. She outlined the continued commitment of the ECA to assist African countries including by conducting studies on the potential for diversification of their productive sectors.

The Director of the UNDP Regional Bureau for Africa was represented by the UNDP Resident Representative in Morocco, **Mr. Mourad Wahba**, who stressed the importance and timeliness of the meeting. He averred that market access issues were important but also welcomed the notable shift in emphasis to supply-side measures. The Resident Representative stressed that the increased participation of Africa in global trade and investment flows was one of the conditions for meeting the MDGs. He also noted, however, that in spite of favourable trends in economic growth, trade related issues continued to be omitted from Poverty Reduction Strategy Papers (PRSPs). Trade mainstreaming therefore remained an important objective along with the need to improve the Integrated Framework and the establishment of viable aid-for-trade arrangements. The Resident Representative re-affirmed UNDP's intention to use its trade capacity project to address supply side constraints

In a similar vein, **Mr. Khalid Sayeh**, Director of Foreign Trade of Morocco, who represented his Minister, suggested that the time was ripe for changing the African perspective on trade, especially as liberalization had proved to be a necessary but insufficient condition for growth, development and poverty reduction. He stressed that what was needed was a dynamic trade policy regime to help in poverty eradication and promote regional integration in the continent. The Moroccan representative also emphasized the need to sensitize other stakeholders in trade matters such as the private sector and shared the experience of her country with regard to free trade agreements, private sector development, investment agreements, regional cooperation, free trade zones.

In his own remarks, the Director of the Trade and Regional Integration Division (TRID), **Mr. Hakim Ben Hammouda** of the ECA noted that important issues were at stake in the Doha Round negotiations. He noted for instance that the negotiations on agriculture had not advanced much and that there was strong pressure on the developing countries to open their markets even more despite poor progress on the question of cotton, which is of great importance to African countries. The TRID Director revealed that simulation exercises had suggested that even under the most favourable scenarios, Africa was the continent which would benefit least from the current Round of WTO negotiations. According to him, there are several ways of tackling these issues, one of which was to study the interrelationship between development and trade policy in more depth in order to identify the sectors in which African countries have a real or potential competitive advantage. A second suggested approach was to carry out comparative analyses of the reasons for export success in the case of countries like South Korea. Finally, there was the issue of aid-for-trade and the need to ensure that the funds to be made available are used in an efficient way.

## Session I: Why Mainstreaming Trade is Important

The session consisted of presentations by Patrick Osakwe and Mustapha Sadni-Jallab of the Economic Commission for Africa.

**Patrick Osakwe's** presentation was on "*Africa in the Doha Round Negotiations: Emerging Issues and Concerns*". He established that African countries were paying more attention to trade due to inevitability of globalization, the poor outcomes from their previous development experience and the search for new development options. He also noted that African countries remained skeptical about the benefits of trade liberalization because it sometimes entailed the loss of revenue from trade taxes, macroeconomic volatility and short-run adjustment costs.

The key concerns of African countries in the Doha Round were said to be related to the unrealized or limited benefits from the Uruguay Round and the current round as well as unfair trade rules and processes in the WTO. Other concerns mentioned were preference erosion, de-industrialization, inability to participate effectively in the negotiations process and donor bias in technical assistance. An assessment of the outcome in the agriculture negotiations at the Hong Kong Ministerial Meeting against the Arusha Development Benchmarks adopted by African Ministers of Trade showed partial success in the elimination of export subsidies by 2013, the provision of a safe-box for emergency food aid, and self-designation of Special Products. Other key interests related to State Trading Enterprises, policy space, preference erosion and, especially, cotton were not satisfactorily addressed.

The speaker stressed that a fair outcome for Africa in the current round of trade negotiations rested on global processes and the contribution of African countries to their own progress. The global process required an adequate response to the concerns of African countries but needed to be balanced by action within the continent to lift supply capacity, diversify to dynamic products, reduce transactions costs and intensify regional integration.

**Mustapha Sadni-Jallab's** presentation was on "*Trends in the Diversification of Exports in Africa*". He noted the marginalization of Africa in international trade, which was partly attributable to the lack of diversification in African economies and recalled that diversification had a central role in the early development literature. The poor experience with diversification in Africa and Latin America was compared with the notable successes in Asia while regional differences in Africa were also highlighted.

The presenter established a typology of five regimes of diversification, which consisted countries with (i) limited economic diversification (ii) those that had started the process but yet to make significant progress (iii) those with a significant process of diversification (iv) those that had regressed and (v) those in conflict or post-conflict situations.

The results of an empirical study was shared and this showed that (i) investment is crucial for diversification (ii) there is a dynamic and critical relationship between per capita income and diversification (iii) trade liberalization is not a necessary condition for achieving diversification (iv) macroeconomic stability is essential for diversification to succeed and (v) the quality of institutions and conflict also impact on diversification efforts. The presenter therefore

recommended that African countries should use macroeconomic policy to support diversification and put dynamic trade policies in place within the context of integrating trade policies into national development strategies.

## Discussion

The two papers were extensively discussed and some of the key points made related to:

- **Trade Negotiations.** There was broad agreement with the presenter that process issues remained important in the WTO negotiations although there was improved participation by African countries. The narrowing of the agenda towards issues of interest to developed countries as well as the exclusion of African countries from the mini-Ministerial meetings which were now being used to drive the negotiating process emerged as key concerns in this regard. It was also pointed out that there were different experiences with regard to trade liberalization in African countries.
- **Diversification.** Several speakers stressed that diversification was not an end in itself but should contribute to value-added for sustained growth and development. The view was also expressed that the discussion of diversification should not give the impression that natural resource exports are undesirable and that it was possible to have greater diversification within sectors which would not necessarily lead to a change in sectoral share of production. It was averred, moreover, that African countries should increase their productivity if they wished to benefit from globalization processes such as outsourcing, while any discussion of the links between investment and diversification should factor in issues like human capital development as well as research and development (R&D).
- **ECA support.** Participants wanted the ECA to continue its support to African countries in the area of trade negotiations, especially with regard to trade in services, the Economic Partnership Agreements with the European Union and trade-related capacity building.

## Session II: Concepts and Approaches to Mainstreaming Trade

### Part I

This session consisted of presentations in three parts. The first part was by Kamal Malhotra (UNDP) and Hakim Ben Hammouda (ECA). The second part was by Thierry Paulmier (ITC), Sari Laaksonen (UNDP Geneva Office) and Graham Chipande (UNDP Sierra Leone) while the third part was by Taufiqur Rahman of the WTO, Abdelkrim Ben Fadhl (ITC) and Abdoulie Sireh-Jallow (UNDP Zambia/Malawi).

In his presentation on “*Trade, Growth, Poverty Reduction and Human Development: Conceptual Issues and Some Empirical Evidence*”, **Kamal Malhotra** suggested the need to critically re-examine the conceptual relationship between human development and trade. He noted

that trade could be a powerful source of economic growth, but that both these objectives were themselves means to development rather than ends.

The speaker adduced evidence to show that trade liberalization on its own does not ensure human development or poverty reduction, which is influenced by other policies and institutions. He also noted that not all types of growth were conducive to human development and pointed out some kinds of growth can be employment creating, while others create little or no employment. Mr. Malhotra recognized the role that trade could play in expanding markets and facilitating competition but noted that there was no systematic relationship between the level of tariffs and growth.

The points made by the presenter were illustrated with references to the examples of India and China, both of which had protectionist trade regimes and achieved high rates of growth *prior* to opening up their economies. More recently, the Vietnamese experience had been to use heterodox policy which showed that import liberalization is not a prerequisite to growth. For instance, State Trading Companies have retained a key role, and there has been a retention of high tariffs in strategic sectors, yet there has been a strong relationship between growth and poverty reduction.

**Mr. Malhotra** argued that the famous studies endorsing policies of openness and liberalization - Sachs-Warner (1995) and Dollar (1992) - were flawed because they confused policy outcomes with policy variables. His view was that the most robust conclusion that could be reached was that countries tend to dismantle their trade barriers as they get richer, and that for many countries, integration with the world economy is an outcome of growth and development, not a prerequisite. The experience of the LDCs was also used to show that poverty increased in those that had liberalized their trade more which meant that trade liberalization did not necessarily reduce poverty nor could increasing exports reduce poverty if there was no sustained growth.

**Hakim Ben Hammouda** provided a historical overview of the evolution of trade policy in the region in his paper entitled “*Issues in Trade Mainstreaming in Africa*”. He argued that sectoral policies have been eclipsed but stressed the importance of putting them back on the agenda. He also highlighted several major preoccupations that needed to be considered, including the marginalization of Africa in world trade, small benefits from the world trading system, and the slow growth and weak diversification of the economies.

The speaker recalled that during the first period of trade policy – up to the beginning of 1980s - a strategy of import substitution was followed, the focus of which was to develop domestic markets. In essence, this involved the control of imports and high rates of protectionism. In the 1980s, against a backdrop of the debt crisis, there was a reorientation of these policies towards liberalization but the policies adopted during this period put more emphasis on macroeconomic stability rather than promotion of exports.

Mr. Ben Hammouda stressed the importance of determining the sectors in which an economy had a comparative advantage and while acknowledging the various tools that had been developed for this purpose (JITAP, ITC) indicated the need to go further. He emphasized that other instruments apart from trade related ones such as tariffs, quotas, subsidies, needed to be matched

by exchange rate policy, fiscal policy, R&D support as well as finance for emerging sectors. He argued that the policy regime needed to be put firmly back on the agenda.

## Discussion

Some of the points raised in the subsequent discussion pertained to:

- **Trade and Development.** It was observed that the outcome of Doha would probably accentuate already high levels of liberalization in spite of the fact that what Africa needed was more policy space. Some skepticism was however expressed about the ability of African countries to use the same instruments that had been used prior to the 'Washington Consensus' era because there was "too much water under the bridge" to revert infant industry protectionism. Equally notable were the observations made on the difficulty of having universal applicability of trade policies and emergence of new forms of protectionism
- **Policy Coherence.** Questions were asked about the degree of coherence between WTO rules and the Bretton Woods Institutions as well as the compatibility between multilateral liberalization on one hand and regional and national policies on the other. The point was made that there was still quite a considerable policy space was left, if African countries choose to use it. The average tariff was still quite high for the average African country, and nine countries still have average tariffs above 30%. Unless a country has reduced its tariffs to zero across all sectors, there is still a scope for trade policy
- **Dynamic Comparative Advantage.** The potential of African economies developing dynamic comparative advantage also came up for discussion. It was felt that the development of dynamic comparative advantage remained an important objective because countries which use trade policy without a clear vision about its purpose/objectives were unlikely to achieve much in this regard.

## Session II

### Part II

**Thierry Paulmier's** presentation on "*Trade Development Strategies: ITC Methods and Approaches*" highlighted Africa's falling share in world trade and the importance of diversification as a means of improving the continent's performance. He said such improved performance was contingent on creating a conducive business environment and the implementation of sector specific policies to identify the most promising industries and attractive markets. The presenter highlighted three major services provided by the ITC, viz; (i) benchmarking of a country's strength and weaknesses (ii) identification of priority sectors and (iii) identification of attractive markets to guide trade strategy and negotiations. The presentation highlighted some of the data tools used by the ITC, shared some country experiences and explained how ITC services were delivered to clients. The ITC also worked with a wide-range of African countries in areas such as assessing export potential, reviewing market access, assessing trade competitiveness, mentoring export potential and mentoring market access.

The presentation by **Sari Laaksonen** was on “Trade Mainstreaming and the Integrated Framework”. She explained the mandate and objectives of the IF, which included mainstreaming of trade into national development plans including Poverty Reduction Strategy Papers (PRSPs), the coordinated delivery of trade related technical assistance and development of LDC capacity to trade including by addressing supply side constraints. The three levels of trade mainstreaming were identified to be the policy level, the institutional level and government-donor relations. The main challenge at the policy level was choosing the right approach to trade mainstreaming, while the challenges at the institutional level were to involve the government and other stakeholders and to properly coordinate trade related processes. The challenge indicated in the area of government-donor relations was to bring the donors on board to support the IF process. Cambodia was mentioned as an IF success story.

**Graham Chipande’s** presentation was entitled “*Trade Mainstreaming and the IF Process in Africa: Some Reflections*”. He also outlined the objectives of the IF which included the need for coherence between trade and other domestic policies. The first generation of the IF was said to be closely tied to structural adjustment programmes and focused on demand side constraints while the second generation of IF, was through PRSPs which had begun to incorporate trade issues. Mr. Chipande felt that the process was also supported by the inclusion of trade in the MDGs although there were continuing constraints such as the focus on expanding production of primary commodities or extractive industries as well as scattered and uncoordinated donor support. Other constraints included over-emphasis on external financing, the balancing public finances and trade and infrastructural inadequacies. The presenter shared the experience of Sierra Leone and made a number of recommendations such as the need for governments to have clearly defined trade policies within their national development strategies and the importance of specifying the lead agency in coordination of national trade policy.

Some of the issues raised in the discussion pertained to:

***The IF Process.*** There was agreement that a major weakness of the first generation of poverty reduction strategies was that they did not address trade issues but also that the initial IF did not pay adequate attention to supply-side considerations. Questions were also asked about the feasibility of expanding the IF to address the specific needs of non-LDCs in Africa.

***The Role of ITC.*** It was felt that there was the need to look for new sectors with export potential taking into account Africa’s loss of shares in international trade, especially as the ITC methodology tended to focus on existing rather than potential products. Enquiries were also made about the possibility of using ITCs methodology for working out regional trade policies that reinforced national policies.

## **Session II**

### **Part III**

The third part of Session II was devoted mainly to information sharing on institutional support initiatives and tools for mainstreaming trade into national development strategies.

**Abdelkrim Ben Fadhl** explained the development of the JITAP project jointly established by the WTO/UNCTAD/ITC. He said there were fifteen African countries in the JITAP process, which helps to strengthen trade related capacity in several areas including WTO negotiations on services, agricultural, NAMA, trade facilitation. JITAP also provides support for building enterprise capacity by helping companies to gain a market vision. One example given was of Kenya which had developed 20 additional sectoral strategies through JITAP.

**Taufiqur Rahman** focused on the “*Concept, rationale and approaches to mainstreaming trade into national development strategies/PRSs*” and informed the meeting of the latest developments concerning the IF, which placed emphasis on putting trade into the development vehicle of a country for realizing support for trade from both government and donors. Mr. Rahman said the IF was one of the mechanisms for trade mainstreaming and gave a brief account of stages of the IF process, its management structure and roles of the core IF agencies. The presenter also spoke about the enhanced IF and reported that the Task Force set up in this regard had been working to finalize its recommendations by the end of June 2006 for further improvement in the implementation of the IF. It was underscored that the IF was a framework for TRTA which could fund some small priority projects but that large projects (relating to infrastructure) should be dealt with other bilateral and multilateral channels. The integration of such priorities into national development plans/PRS was thus critical.

**Abdoulie Sireh-Jallow** presented on “Dynamic Competitiveness: Another Tool for Assessing Competitiveness in Africa”. He asserted that dynamic competitiveness was the hope for renewed interest in Africa’s export potential and argued that the firm that adds more value to its products would be more competitive in the long run.

### **Session III: Lessons from Asia and Latin America**

The presentations made in this session were on the experiences of other regions and the speakers were Dohoon Kim of the Korean Institute for Industrial Economics and Trade and Nanno Mulder of the Economic Commission for Latin America.

The title of **Dohoon Kim’s** presentation was “*Trade Promotion and Economic Development in Korea*”. He outlined the experience of South Korea including how it had literally come from nowhere to be a world leader in some sectors. For instance, in 1960 South Korea had a per capita income of US\$ 82 but by 2005 this had reached US\$16,291. During the same period, there had been a radical shift in the sectoral specialization of the Korean economy. Whereas in 1960, the major export industries were wigs, eyelashes, clothes, plywood, by 2005 the leading exports were in shipbuilding (world no.1), automobiles (world no. 5), semiconductors (world no.3.), and steel (world no. 5.).

According to Mr. Kim, Korea’s industrial development was achieved through export-oriented strategies such that during the 1960s and 1970s, export growth had outpaced GDP growth. In 1960, exports represented about 3 percent of GDP but now accounted for 36%. The presenter felt that the growth in industry would not have been achieved without export growth and that this extraordinary progress was initially based on the use of cheap labour in labour intensive industries.

Mr. Kim stated that Korea's industrial development had been government-led but also pointed out that the country had also respected the conditions of comparative advantage in the initial stages.

The presenter argued that Korea adopted an outward looking strategy for several reasons. In the first place, there was no domestic market for manufactured goods. Secondly, there was a poor endowment of natural resources. And thirdly, there was a need for foreign exchange to import indispensable items like food, energy and capital goods. The major tools used for implementing the export promotion policy were: allowance for retaining foreign exchange earnings; exemption of exports from import controls and tariffs; financial support for exporters at preferential rates; tax concessions; fiscal policy in favour of key industrial firms; a sliding-peg system of exchange rate adjustment; export targets set by the government; and special awards for export performance from the president.

The South Korean government also provided financial Support for Small and Medium Enterprises and set up KOTRA to help companies explore foreign markets. In the 1970s, the government established the heavy and chemical industries development plan. The Korean experience highlights the importance of sequencing and linkages in the process of industrialization. For instance, apparel and textile industries created demand for the development of the petrochemical industry, while the light industry sector played a similar role for steel and nonferrous metals industry. General trading companies were introduced to facilitate exports of targeted industries.

In his discussion of "*Export Promotion and complementary policies in Latin America and Caribbean: The Cases of Chile and Colombia*", **Nanno Mulder** made a number of pertinent comparisons between the situation in Latin America and Africa. Like Africa, Latin America is heavily dependent on natural resources, which still account for 70% of exports. Secondly, up until the 1980s, both Africa and Latin America used 'state-led' development policies – in particular Import Substitution strategies. Thirdly, the debt crisis hit both continents hard, which contributed to slow economic growth during the 1980s and 1990s. This brought about the adoption of privatization and liberalization policies although the State has begun to play a more active role once again.

The presenter typified Latin American export performance in the following way. Mexico and Central America have specialized in manufactures, but of a low value added. The Caribbean has specialized in services (tourism and finance) while South America has focused on natural resources (agriculture and minerals). Mr. Mulder acknowledged Raul Prebisch's warning about the danger of specializing in natural resources but felt that the terms of trade argument was more complicated now than before as some manufacturing goods were also experiencing a decline in their terms of trade. The countries highlighted in the exposition, Chile and Columbia, were particularly interesting as both had very complicated political situations and are shifting emphasis away from consumer products into the export of non-traditional products.

Mr. Mulder subsequently discussed the institutional mechanisms put in place to support this process, including the two export promotion agencies set up in this regard (ProChile in the case of Chile, and ProExport in the case of Columbia). Both export promotion agencies conduct market research and, in conjunction with business associations and regional public/private

consultative committees, contribute to the identification of priorities. A major difference between the two institutions is that whereas ProChile is fully publicly funded, ProExport has part-public, part-private financing. In his conclusions, Mr. Mulder stressed that export promotion needs to be supported by other policies to bear results especially consistency between trade policy, macroeconomic and other policies, and the establishment of key links between export promotion, technological diffusion and training.

## Discussion

Some of the pertinent points made during the subsequent discussion of other regional experiences of mainstreaming trade were:

**Korea.** It was felt that there were several reasons for Korea's success including its unique public-private partnership as well as the political decision to create an industrial base for the country. Some other participants thought that the Korean experience was not readily replicable in Africa because of lack of state capacity and shrinking policy space for developing countries. In general, it was acknowledged that there were lessons to be learnt for the various aspects of Korean economic development.

**Latin America.** Several participants acknowledged the impression gains made by Chile and Colombia in the export of non-traditional products from the natural resources sector. Although the current high prices of commodities was acknowledged, there was nevertheless some doubt as to the sustainability of such an export strategy given empirical evidence of a secular decline in the terms of trade of commodities over the 20<sup>th</sup> century. The entry of China and India into the global manufacturing trade was also said to pose a challenge for African countries trying to establish a toehold in export markets.

## Session IV: Aid for Trade

Kamal Malhotra (UNDP) and Halima Noor (ECA) made presentations on Aid for Trade.

**Kamal Malhotra** discussed the case for the scaling up of Aid for Trade in this presentation entitled "*Aid for Trade: Context, Content, Concerns and a Way Forward*". He noted that the issue had been given a high political profile in 2005 leading to the formation of an *Aid for Trade Task Force* at the Hong Kong Ministerial Meeting of the WTO, which also agreed to establish an enhanced *Integrated Framework*. The key components of aid for trade were said to include technical assistance, capacity-building, and investments in national-level trade related infrastructure. A more contentious issue was the request being made for assistance to offset the adjustment costs.

The speaker gave additional information on the IF including the fact that it is a collaborative project involving six agencies: IMF, ITC, UNDP, UNCTAD, the World Bank and WTO. The IF Trust Fund is managed by the UNDP and currently amounts to \$36.6 million pledged by 16 donor countries (prior to the Hong Kong meeting). An additional \$25 million was subsequently pledged at Hong Kong and the enhancement of the IF should lead to an additional \$200-300 million by the end-2006.

Mr. Malhotra distinguished between ‘Cluster 1’ and ‘Cluster 2’ objectives within the different forms of Aid for Trade. Cluster 1 involved ways of enabling developing countries to use trade an instrument of development policy, which involved enhancing competitiveness and addressing supply-side constraints, which meant it could be facilitated both by the IF and the broader aid for trade arrangement. Cluster 2 involved costs arising from trade negotiations such as fiscal losses, terms of trade losses (e.g. for net food importers,) and costs including employment losses, preference erosion, the implementation costs of trade agreements and the regulatory demands of services liberalization.

The presenter reported on some developing country concerns on aid for trade as follows:

- An inadequate consultation process
- The doubtful credibility of initiatives stemming from the apparent lack of political will to address issues in the multilateral negotiations, which have been championed by developing countries such as S&D.
- Limited ownership of the concept among the intended beneficiaries (though the enhanced IF is possibly an exception).
- Fears about the imposition of new conditionalities.
- The feeling that aid for trade was not necessarily a first best policy option, as the impact of the elimination of agricultural subsidies by the EU might, for instance, be much larger.
- The view that aid for trade was an attempt to ‘buy out’ developing countries opposed to trade reforms.
- Doubts about whether aid for trade will be part of the Single Undertaking of WTO.
- Concerns on whether aid for trade will lead to additionality or mere redirection of existing aid.
- The possibility that aid for trade was a way of shifting the blame for poor trade performance to developing country domestic constraints rather than on market imperfections.

Despite all these concerns, however, Mr Malhotra insisted that a new emphasis on aid for trade is legitimate and could be beneficial although it should complement rather than substitute for the development dimensions of the Doha Round.

In her presentation ‘*Aid for Trade an African Perspective*’, **Halima Noor** began by underscoring the rationale for an African perspective. One of the reasons she gave was that Africa as a continent has the largest number of poor countries and that its middle income countries had a large population of poor citizens. The rationale for aid for trade *inter alia* is to enable African countries to trade their way out of poverty and meet the MDG targets.

The presentation also touched on the composition of the African membership of the Task Force on aid for trade as well as the views of the African Group on the nature and funding of the initiative. For instance, the African group suggested that aid for trade it should be in grant form, there should be national ownership, and it should not be debt generating. In addition it was felt by the African countries that there should be national ownership as well as ensuring that there is

multi-stake holder involvement and monitoring. UNECA was mentioned as one of the institutions that has a comparative advantage in the provision of advisory services on trade issues and was encouraged to continue to give technical support to the African countries.

In conclusion, a number of challenges were mentioned such as whether aid for trade should be donor driven, whether it will bring additional resources or whether it will simply involve the redirection of funds from important sectors such as health and education?

## **Discussion**

In the discussion, the point was made that African countries were trapped in a situation whereby they had to deliver more and more liberalization and the refrain was the need for more policy space. On cotton, it was suggested that trade problems should be solved by trade solutions, rather than displacing the debate towards areas like aid for trade. There was also a suggestion for an active African participation in the discussion on the aid for trade debate, which should not be limited to LDCs.

## **Session V: The African Experience: Selected Case Studies**

The experience of several African countries was reviewed with a view to sharing experiences and learning from the experience of others. Several presentations were made on African case studies by consultants from Nigeria, Tanzania, South Africa, Mauritius, Cameroun, Burkina Faso, Senegal, Kenya, Egypt, Morocco, Tunisia, Malawi.

The presentations revealed that the countries reviewed had tried different trade policy regimes such as import substitution, unilateral trade liberalisation, and export promotion with trade policy direction being increasingly determined by multilateral obligations. There were also revealed differences in the extent to which trade policies had been integrated into current national development and poverty reduction strategies as well as notable differences in trade policy processes amongst the countries reviewed. Some countries had active involvement at the highest levels of government, while in others trade did not have any special priority. There was also a variety in the roles and responsibilities of agencies involved in trade

The experiences of some of the countries revealed arrangements to involve non-state actors in trade policy formulation but then there were differences in extent and effectiveness. In some of the countries, for instance, coordination of trade policies was undertaken at the regional level through regional integration arrangements

In the discussions that followed, it was agreed that the experience of both import substitution policies and unilateral trade liberalisation under structural adjustment programmes has proved unsatisfactory and that in seeking to strike the right balance countries should use their domestic policy researchers and institutions instead of relying on externally imposed paradigms.

## **Session VI: The Way Forward and Closing Ceremony**

**Adeyemi Dipeolu** of the African Trade Policy Centre (ATPC) presented “The Way Forward” which consisted of the summary of discussions and the recommendations emerging from the deliberations at the meeting. The Conclusions and Recommendations of the Meeting are attached to this report as Annex I.

The meeting was brought to a close with addresses by Mr. Lamine Manneh of the UNDP, Mr. Hakim Ben Hammouda of the ECA and Mr. Khalid Sayeh, Director of Foreign Trade Ministry of Foreign Trade of Morocco.

## **Annex I**

### **Conclusions and Recommendations of the Ad Hoc Expert Group Meeting on Mainstreaming Trade into National Development Strategies,**

**Casablanca, Morocco  
29 to 31 May 2006**

**The Ad Hoc Expert Group on Mainstreaming Trade into National Development Strategies meeting in Casablanca, Morocco from 29 to 31 May 2006:**

**Expressed its appreciation to the Government and People of the Kingdom of Morocco for their hospitality and the facilities placed at its disposal and in particular to the Ministry of External Trade for the arrangements made**

**Commended the ECA, ATPC and UNDP for organizing the meeting which provided an opportunity for a fruitful exchange of views on the potential benefits from mainstreaming trade into national development strategies**

**Thanked the presenters from the other international agencies, resource persons and country consultants for their valuable contribution to the meeting**

**Requested the ECA, ATPC and UNDP to continue to support African countries and Regional Economic Communities by:**

- Providing technical assistance to them on trade policy and processes including their integration into national development plans
- Assisting them in on-going international trade negotiations especially at the WTO and the Economic Partnership Agreements with the European Union
- Monitoring proposals on Aid for Trade to enable IF and non-IF African countries to appreciate the opportunities and drawbacks of the process
- Undertaking activities to help African countries to better appreciate the importance of diversification into new and emerging sectors that create value-added
- Undertaking activities to assist African countries to identify the flexibilities and policy space available to them in trade and development policy
- Undertaking activities to enable African countries understand and appreciate the new forms of protectionism such as rules of origin, and the application of product and environmental standards

## Annex II

### Programme of Activities

**28 May 2006**      **ARRIVAL**

**29 May**

8:30 – 9:00      **Registration**

9:00 – 9:30      **Opening Ceremony**

- Opening remarks by Mr. Hakim Ben Hammouda, Director, Trade and Regional Integration Division, Economic Commission for Africa (ECA)
- Statement by Mr. Gilbert Hougbo, Director, UNDP Regional Bureau for Africa
- Welcome address by H.E. Mr. Salaheddine Mezaour, Minister for Trade and Industry, Ministry of Trade and Industry, Kingdom of Morocco

### ***I. Why Mainstreaming Trade is Important***

9:30 – 10:30      **Session 1:** Africa and the Doha Round Negotiations: Emerging Issues and Concerns (Patrick Osakwe, ECA)

**Session 2:** Diversification of African Economies (Mustapha Sadni-Jallab, ECA)

10:30 – 10:45      **General Discussion**

10:45 – 11:00      **Coffee Break**

### **II. Concepts and Approaches to Mainstreaming Trade**

11:00 – 12:30      **Session 3:** Issues in Trade Mainstreaming in Africa (Hakim Ben Hammouda, ECA)

**Session 4:** Trade Mainstreaming, Conceptual Framework and Empirical Evidence (UNDP)

**Session 5:** UNCTAD

12:30 – 13:00 **General Discussion**

13:00 – 14:30 **Lunch**

14:30 – 16:00 **Session 6:** Trade Mainstreaming and the IF Experience in Africa (UNDP)

**Session 7:** Determining Export Competitiveness: Methods and Approaches (ITC)

16:00 – 16:15 **Coffee Break**

16:15 – 17:00 **General Discussion**

**30 May**

**III. Lessons from Asia and Latin America**

9:00 – 10:00 **Session 8:** Trade Policy Formulation and Mainstreaming in South Korea

**Session 9:** Trade Policy Formulation and Mainstreaming in Latin America (ECLAC)

10:00 – 10:30 **General Discussion**

10:30 – 10:45 **Coffee Break**

**IV. The African Experience: Selected Case Studies**

10:45 – 11:30 **Session 10:** Nigeria, Senegal and Burkina Faso

11:30 – 12:00 **General Discussion**

12:00 – 13:00 **Session 11:** South Africa, Mauritius, and Cameroon

13:00 – 14:30 **Lunch**

- 14:30 – 15:00      **General Discussion on Session 11**
- 15:00 – 15:45      **Session 12:** Tunisia, Morocco, and Egypt
- 15:45 – 16:15      **General Discussion**
- 16:15 – 17:00      **Session 13:** Tanzania, Kenya and Malawi
- 17:00 – 17:30      **General Discussion**

### **31 May**

#### ***V. Aid for Trade***

- 9:00 – 9:30          **Session 14:** Aid for Trade Initiative and its Implications for  
Addressing Supply-side Constraints in Africa (UNDP)
- 9:30 – 10:00        **Session 15:** An African Perspective on Aid for Trade (Cornelius  
Mwalwanda, ECA Geneva Office)
- 10:00 – 10:30        **General Discussion**
- 10:30 – 10:45        **Coffee Break**
- 10:45 – 12:00        **Preparation of Recommendations by Secretariat**

#### ***VI. The Way Forward***

- 12:00 – 12:45        **Discussion of Recommendations**
- 12:45 – 13:00        **Closing Remarks**

**1 June**              ***DEPARTURE***

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