



## **Meeting Report**

**Joint ECA/AUC/UNIDO Experts Group Meeting  
on the  
Implementation Strategy  
for the  
Accelerated Industrial Development of Africa**

**Monday - Thursday, October 4-7, 2010  
U.N. Conference Centre, Addis Ababa, Ethiopia**

8 October 2010

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## **I. Background**

The leaders of Africa have in recent years shown commitment to the industrialization of the continent in both the short and long-term and have taken a number of major initiatives to meet the challenges of development as evidenced by their decision to dedicate the January 2008 African Union Summit to the theme “the Industrialization of Africa.”

The dedication of the Summit to this theme shows the great importance and recognition that the African leaders have attached to renewed industrial development on the continent. During the Summit, the Heads of States and Government endorsed and adopted the Plan of Action for the Accelerated Industrial Development of Africa (AIDA) and directed the Commission of the African Union to speedily operationalize it in collaboration with the United Nations Industrial Development (UNIDO), the United Nations Economic Commission for Africa (UNECA) and other development partners.

Pursuant to this directive, the Commission of the African Union, in collaboration with the above partners, developed a Strategy for the Implementation of the Plan of Action, which contains seven programme clusters, namely:

- 1) Industrial Policy and Institutional Direction,
- 2) Upgrading Production and Trade Capacities,
- 3) Promotion of Infrastructure and Energy for Industrial Development,
- 4) Human Resource Development for Industry,
- 5) Industrial Innovation Systems,
- 6) Finance and Resource Mobilization, and
- 7) Sustainable Development.

The Monitoring and Evaluation (M&E) and the Resource Mobilization Strategy, which is part of the Implementation Strategy has been finalized and is also to be validated prior to the launching of the Implementation Strategy of the Plan of Action.

Within the framework of the Implementation of the Plan of Action and in order to avoid duplication, the Commission of the African Union (AUC), the United Nations Economic Commission for Africa (UNECA) and the United Nations Industrial Development Organization (UNIDO) have jointly organizing this Export Group Meeting on the implementation of the Plan of Action for the Accelerated Industrial Development in Africa (AIDA), under the following thematic sessions:

- Development of industrial SMEs in Africa with the theme “Creating an enabling Environment for Growth and Development”,
- Industrial Policies for the Structural Transformation of African Economies, and
- Validation of the Monitoring and Evaluation Framework and the Resource Mobilization Strategy of AIDA

## **a. Objectives**

The objective of this meeting was in part to bring together experts in SMEs, industrial policy, and monitoring and evaluation and resource mobilization to brainstorm on: 1) some of the key issues relating to the creation of an enabling environment for the development and growth of industrial SMEs in Africa, 2) development of an analytical framework, and 3) the opportunities and challenges facing African countries in the design of a competitive industrial economy on the continent.

This exercise was also to be executed with a view toward learning from rapidly industrializing countries on the continent, as well as international countries whose industrial programs represent recognized global best practice.

The workshop was also meant to involve the examination of the importance and performance of the industrial sector in selected African countries - thereby offering for further analysis alternative continental approaches, industrial opportunities, and recommendations about how to accelerate industrialization on the continent.

During the course of the three day Work Programme, the Experts were also to validate the AIDA Monitoring and Evaluation Mechanism, its Steering Committee framework, as well as the proposed Resources Mobilization Strategy - and to provide views and inputs to enrich the prepared documents and inform the CAMI Bureau Meeting to take place on October 7, 2010.

## **b. Expected Outputs**

The first component of the "Experts Meeting" meeting, the outcomes of which are reflected below, was held from October 4-5, and it was expected that the workshop's participants would provide broad recommendations on various issues related to the improvement of Africa's industrial policy framework – particularly at the regional and country levels, and to suggest ways to help member states and the regional economic communities to foster an enabling environment(s) that promotes industrial SMEs and incorporates African best practices.

In addition, the following was also expected out of the two day workshop:

- The development of increased awareness among participants regarding the importance of industrial policy for economic diversification, structural transformation, economic growth and poverty reduction;
- Improved knowledge about the development and implementation of effective and sound industrial policies and strategies;
- The creation of a community of practice and a network of industrial and agricultural experts who can share knowledge and experience;
- The generation of a set of actions to be taken by participating development partners to inform their programmes that support and strengthen the industrial sector in African countries; and

- The provision of feedback and comment on the policy paper prepared for the workshop, entitled “ Industrial Policies for the Structural Transformation of African Economies – Options and Best Practices”.

On the third day of the Experts’ Meeting, it was expected that comments and feedback relating to the three documents presented would be gathered and incorporated in subsequent revisions to the AIDA Annex documents.

All three days’ inputs were also to inform the CAMI Bureau meeting of October 7, 2010.

### **c. Indicative Issues That Were To Be Addressed**

Under the thematic areas of SME development and industrialization, the main issues to be addressed included the following:

- The promotion of policies for the development and growth of SMEs in Africa, as well as how Africa can capitalize on the experiences and partnership agreements with China and India (in areas such as poverty reduction) through the development of the SME Sector,
- The articulation of a policy framework that is aimed at providing an enabling environment for the promotion of industrial SMEs based on African best practices
- Development of a more effective promotion strategy(ies) for industrial SMEs in Africa
- The fostering of Public Private Partnership (PPP) approaches in Africa,
- An assessment of the role of African governments and Africa’s private sector in promoting the development of industrial SMEs’,
- The development of defined and measurable indicators for monitoring the contribution of SMEs to the share of industrial products in both the national and continental GDP of Africa,
- The promotion of research and development as an essential means for SME growth and competitiveness,
- The analysis and review of current trends in industrial policy in Africa and the identification of key constraints and major challenges through selected country case studies,
- Reflection on industry dynamics, innovation and foreign direct investment,
- Discussion on the required institutional reforms to promote an “export push” (export led growth) strategy that could drive structural transformation and economic diversification;

- Exploration of policy options for the development of value chains that link agricultural development to the industrial sector in Africa,
- The highlighting of the main industrial policy options available to African nations and their varying applicability in contemporary African economies, and
- The provision of examples of industrial policies that have been adopted in African countries and a review of African industrial policy and SME development best practice.

## II. Participants

The “Experts Group Meeting on the Implementation Strategy for the Accelerated Industrial Development of Africa” brought together representatives of the following actors and stakeholders (see full delegate list in Appendices) :

- The African Union Commission (AUC),
- The UN Economic Commission for Africa (UNECA),
- The UN Industrial Development Organization (UNIDO),
- African Regional Economic Communities (RECs),
- African private sector institutions and organized business bodies,
- African economic development consultancies,
- International industrial policy and support agency representatives from China, India, Japan, and Brazil, and
- Specially invited resource persons

## III. Organization and Format

The four day event was broken into:

- a) An Industrial Policy and SME Development Workshop - an initial two-day workshop that was held at the United Nations Conference Centre (UNCC) in Addis Ababa, Ethiopia, on 4-5 October 2010. The Workshop was convened in a plenary setting which was followed by a round table discussion in a break away room that offered delegates the ability to share their views in a more open and frank face-to-face manner;
- b) An AIDA Update and Annex Comment and Validation Workshop – a one day workshop during which new components of the AIDA Report were presented to the Experts and commented upon. These comments were meant for reflection and incorporation into the final documents;
- c) A CAMI Bureau Meeting – a one day meeting of senior representatives of the CAMI Bureau to discuss the upcoming March 2011 CAMI Bureau meeting.

The Industrial Policy and SME Development Workshop was organized around six themes and covered seven sessions. The themes of the workshop were discussed in panels that were chaired by selected moderators who served as discussion facilitators. Each session's discussions were informed by designated presenters who provided specific prepared inputs to focus the panel discussion. In most cases, the presenters were followed by discussants who were asked to comment and/or add to the material presented by the presenters, and then the Chair moderated a final question and answer, or comment related, discussion after each session.

- Day 1 – Monday, October 4

Session I - Industrial Policies: Challenges of Economic Transformation in Africa;

Session II - Countries Experiences: Challenges and Opportunities of Industrial Development in Africa;

Session III- Countries Experiences: Promoting and Enabling Environment for Industrial SMEs;

- Day 2 – Tuesday, October 5

Session IV and V - Strategies for Industrial SMEs' Development

Session VI - Learning from Best Practices

Session VII - Way Forward: The Prospects of Industrial Policies in Africa

The deliberations of the Expert Group Meeting were opened by Mr. Kwabia Boateng, OIC, Economic Development and NEPAD Division of the UNECA, Mr. Massata Cisse, Chief, Africa Programme of UNIDO and Mr. Hussein Hassan Hussein, Acting Director, Trade & Industry Department of the AUC.

The Workshop was interactive and structured in the form of a roundtable discussion, which led to broad dialogue, spirited debate and constructive critique of the various formal presentations made – particularly the lead report which was to incorporate the comments/ suggestions that came out of the workshop.

Whereas the Workshop of the 4<sup>th</sup> and 5<sup>th</sup> of October had been managed principally by UNECA, the Workshop on AIDA and the CAMI Bureau meeting were principally facilitated by the AUC and UNIDO.

- Day 3 – Wednesday, October 6

The one day AIDA workshop on October 6<sup>th</sup> was opened with a presentation by the Chief, Africa Programme, UNIDO on the “Evolution of the Implementation Strategy of the Action Plan for AIDA”. His presentation was followed by three presentations that reviewed three different Annexes produced for AIDA:

- a) ANNEX A: Financing and Resource Mobilisation Strategy for The Implementation Strategy of the AU Action Plan for the Accelerated Industrial Development of Africa”;
- b) ANNEX B: Monitoring and Evaluation Framework for the Implementation Strategy of the Action Plan for the Accelerated Industrial Development of Africa”;
- c) ANNEX C: Steering Committee for the Implementation of the Implementation Strategy of the Action Plan for AIDA.

Each presentation was followed by a question and answer period and the Participants raised a variety of points for clarification and consideration.

- Day 4 – Thursday, October 7

The last day of the workshop on October 7<sup>th</sup> was more of a stakeholder discussion between UNIDO and the AUC with UNECA observing, and was organized as a meeting of the representatives of the CAMI Bureau, which is chaired by AU member state, South Africa. As too few formal CAMI members were able to attend, the discussion points revolved how to accelerate the implementation of CAMI initiatives and how to better administer CAMI so that it was able to deliver more rapidly on its mission.

## **IV. Work Program**

- Day 1 – Monday, Oct. 4, 2010

### **Session 1: Industrial Policies: The Challenges of Economic Transformation in Africa**

This session involved the presentation of the background paper entitled “Industrial Policies for the Structural Transformation of African Economies: Options and Best Practices” by its author, Prof. Michele Di Maio, UNECA’s consultant.

Prof. Di Maio reviewed the evolution of industrialization in Africa, from the post colonial era of import substitution, to period of structural adjustment and a focus on comparative advantage in primary production, through the more recent era of market liberalisation, and the present re-visitation of industrial policy in an era of increasing globalization. It was noted that global environment is rapidly changing – with new and increasing sets of rules, actors, technologies, opportunities, and challenges. Prof. Di Maio noted that there was a need for increased advocacy for industrial cluster development and that the development of agriculture and agribusiness value chains locally was an area to focus on in terms of a possible industrialization priority. He also introduced a taxonomy innovation that was intended to help classify countries around their key attributes – endowments; location – landlocked or coastal, size – small or large population, and human resource capacity – levels

of education. In his analysis, Prof. Di Maio asserted that this “taxonomy” was proposed to help African policy makers analyze the type of policies that might be best suited for their economies. Yet he asserted that his analysis was developed to help country’s determine what policy options to avoid or “what not to do”, rather than to be prescriptive about what should be done.

Mr. Mbui Wagacha, Mr. Alemayehu Geda, and Mr. Moubarak Lo served as the discussants during this session and each added various critiques of Prof. De Maio’s report. Salient points raised by the discussants and in the question and answer or discussion period included the following:

- a) There is a need to revisit the Africa- to newly industrialized country comparison and recognizing that those country’s utilized proactive industrial policies and market forces alone did not lead to their successes,
- b) Intra-African trade holds promise as a driver for African industrialization and this is under emphasized in report,
- c) Domestic savings, investment, government, use of technology and a focus on innovation, along with prudent government leadership are key drivers of a country’s ability to pursue industrialization and these factors are under emphasized in the report,
- d) The country typologies should be rethought as the analysis provided is not universally consistent with the actual experiences of certain countries, such as Lesotho and Botswana - which both have small populations and are landlocked, but which have made notable strides in promoting value added production and industry diversification,
- e) The portrayal of the South East Asian industrialization experience requires greater rigor and the inclusion of several demand side factors that help accelerate post-World War II Asian development, not the least of which included the market access granted by the United States and the related US investment in the region and Japanese investment in the region. Furthermore, these countries did not have to contend with Cold War influences, post colonial era political interference and the influence of bilateral “Francophonie” and Commonwealth policies that impeded independent political action and economic planning in many countries of the continent.
- f) Greater statistical rigor and support for the report’s key thesis’ is needed as the tables incorporated do not consistently support the conclusions arrived at. The paper would be enhanced if an index could be developed for African industrialization and a ranking undertaken,
- g) There is a need to offer and illuminate African industrial success stories and describe the ingredients of successes to date. Country’s such as Mauritius, Lesotho, Kenya, Egypt, Tunisia, South Africa and even, albeit to a lesser degree in recent years, Zimbabwe, all have made strides in developing an industrial basis and can offer lessons on “African” best practice that is not included in the report,
- h) The taxonomy presented focuses too much on supply side industrial policy analysis, what about contemporary demand driven analysis and levers that can be pursued to create market pull, such as the existence of strong diaspora communities in prospective target markets. This later factor has played a significant role in the growth, development and industrial development of China, India, Korea and even Israel. There are no lessons learned or references provided about key (financial and

- knowledge related) contributions that could be made (are being made) by the African Diaspora as a catalysts to industrial development,
- i) Furthermore, as the state of education in a country can be fairly rapidly improved with increased investment and governmental focus, it was suggested that the level of “education” in a nation should not be used as a criteria or evaluation within the “taxonomy” analysis as the state of educational capacity can be changed relatively quickly – the other factors: population and market size geography cannot,
  - j) It was also mentioned that a fixation upon the promotion of quality products, an adherence to strict standards and a commitment to the reduction of corruption, were key contributors to industrialization success and these factors were understated in the report,
  - k) It was suggested that an African Productivity Institute was needed in Africa, to foster continental research and development, to identify, promote, protect and disseminate indigenous industrial knowledge and to serve as a resource for policy makers,
  - l) Also, it was noted that the report was very country level focused, but AIDA interventions have been additionally been envisioned at regional and continental level as well, thus the report needs to include greater insight on the role of regional industrial policy formulation incorporating the potential roles to be played by the African regional economic communities, and at the continental level, the African Union? Furthermore, the role of the establishment of improved networks between states and between the existing RECs was also pointed out as a key, but omitted point vis-à-vis the report,
  - m) Other noted omissions in the report, included the following points:
    - A discussion of the growing role that African transnationals corporations are playing in furthering industrialization and the development of regional and continental value chains (i.e. regional multinationals from South Africa, Kenya, Nigeria, Egypt)?
    - A discussion of the role of the existing regional economic engines on the continent are playing and could increasingly play in promoting regional value chain cooperation (i.e. South Africa, Zimbabwe, Nigeria, Kenya, Egypt, Cameroon)?
    - The prospective impact on African industrialization of the rapid international public and private sector focus on food security in Africa and globally and the related current concentration on the mobilization of capital, particularly private equity and the focus on supporting technical assistance initiatives to improve productivity and infrastructure in the agricultural sector?
    - The impact of rapid African population growth and urbanization, which offers both opportunities and some constraints for Africa to be “the” preferred target market for industrial products?
    - The need for a much more dynamic African trade, investment, and development strategy for engagement with China/India/Brazil to incorporate local economic development in their trade and investment framework with Africa?
    - An analysis of the impact of the European Unions, and various other bilateral trade protocols on the development of intra-regional trade, cooperation and industrial policy development in Africa?
    - The impact of existing agri-sector protectionism and subsidization in important current and potential markets such as the EU and the US?

- What the possible impact might be of the current and near term global focus on emerging market investment, Africa's superior comparative GDP growth, the continent's rising middle class, the current construction boom and continent wide focus on infrastructure improvement, and the potential for catalytic use of primary commodity export growth receipts to spur industrialization?
  - Also, the report does not address other important parallel efforts to foster industrial development on the continent by important regional actors and bilateral partners led by the African Development Bank, which has initiated numerous relevant programmes and projects.
- n) Lastly, it was noted that from the vantage point of UNECA, the aim of report was not just to identify or develop a framework for the African states to analyze "what not to do" in terms of their policy choices, but rather it is hoped that it could serve as a tool to help inform policy actors and industrialization stakeholders about what should/ can be done on the continent to buttress current industrialization initiatives and plans.

## **Session 2: Countries Experiences: Challenges and Opportunities of Industrial Development in Africa**

This session involved the presentation of five case studies on African industrialization experiences in the Central African Republic (presented by Mrs. Gertrude Zouta), Ethiopia (presented by Mr. Kibremoguess Belete), Ghana (presented by Dr. Baah-Boateng), Senegal (presented by Mr. Moubarack Lo) and South Africa (to have been presented by Mr. Lumkile Mondli). Mr. Mondli was not able to present his paper on Monday but brought it with him when he arrived Tuesday and as such a brief summary is included in this report.

Selected salient points discussed by the presenters about their respective countries included the following analysis:

The Central African Republic: The country has historically been challenged in its efforts at industrial development by poor geographic location, related high costs of production, poor infrastructural development, particularly low rates of electrification, the lack of a strong banking sector, the need for skilled workers, and the need for well crafted industrial and development policies and related implementation programmes. However, over the past five plus years, an effort has been launched to address these factors and there is promise for accelerated improvement and the commencement of industrial sector development,

Ethiopia: There is a strong focus on agriculture development led growth in the current national strategy and while very relevant, this may be misleading as to some it suggest that there is the potential that non-agriculture focus industrial initiatives must be deferred until a certain level of agri-industrialization is achieved. Furthermore, it was also suggested that there is a greater need for specificity around which sectors are to be promoted within the strategy. In short, while the policy is a positive step toward the furtherance of the country's industrial development, other analysis is required and regulatory frameworks that unpack the policy are also deemed to be needed.

Ghana: It was pointed out that mining and agriculture are the country's key economic drivers, and industrialization beyond the mining sector is still quite weak. Impediments to

increased industrial growth include poor infrastructure, low educational levels, and a skills gap between those with education and the needs of industry. Also it was pointed out that a comprehensive industrial policy has yet to be developed in the country and this is a challenge. Opportunities, however, exist to target the large west African market for expansion and to leverage growing ICT capacity, a growing domestic capital base, and prospective oil revenue to support industrialization. The identification of oil though was seen as both an opportunity and a potential threat to industrialization.

Senegal: The country has experience both growth and contraction in the industrial sector over the past 30 plus years, and a new effort has been launched in recent years to support existing enterprises and to create and protect jobs through this effort. This initiative, and the policies supporting it have in part been modelled on experiences in Tunisia and have led to a number of enterprises being supported. More recently, along with efforts to address infrastructure impediments in the country, an effort to decentralize industrial growth and move development beyond Dakar has also emerged. Lastly, it was noted that the UEMOA regional economic community offers industrial expansion opportunities that are being pursued in Senegal.

South Africa: A continental leader in terms of economic output and a leader among global emerging markets, South Africa today has a fairly sophisticated industrial policy aimed at creating more absorption within the economy for its historically disadvantaged, majority, black population. Incentives, industrial and empowerment zones have been used to attract domestic and foreign investment and policies of affirmative economic policies around broad based black economic empowerment all impact upon industrial development in the country. Extensive benchmarking and a strong public-private policy legal framework has also been catalytic to the countries industrial development and helped to unlock private capital which has been instrumental in infrastructure development – which in turn has helped industrial growth. Market liberalisation has helped diversify the economy but admittedly has negatively impacted sectors such as the textile and garment sectors. Conversely, this has made the country a regional manufacturing hub and has helped the country to attract foreign manufacturers seeking a launch pad for export in the southern hemisphere and the continent of Africa.

Lynette Chen and Frederique Richard were the key discussants and selected comments that were raised during the discussion period included the following:

- a) More focus should be made on regional integration as a driver of African industrialization and trade; and spatial development initiatives and corridors, many of which have been identified already, offer significant opportunity for regional industrialization and value chain development,
- b) Public private partnerships are an important and underutilized tool for growth and development - beyond infrastructure, and policy and framework development should be pursued,
- c) It is important that African government focus on setting clear visions of growth and seek stakeholder support -as a prerequisite policy development and macroeconomic policy development,

- d) Industrialization should incorporate rural economies and policy should recognize that the global environment calls for different analysis that undertaken in the post-independence era,
- e) While the pursuit of the development of strategic and/or comparative advantage can be pursued with some positive result (i.e. various Asian models), efforts to pick winning sectors/ enterprises can prove difficult. It is important that the public sector focus on fostering dialogue, seek to identify first movers and strive to support private sector dynamism – rather than be overly prescriptive about the industrial path.

### **Session 3: Countries Experiences: Promoting an Enabling Environment for Industrial SMEs**

Session 3 involved the review of the experiences and a review of the industrial development enabling policies and institutions of three selected countries: Nigeria, Botswana and Ethiopia.

Nigeria: Mr. Austin Jo-Madugu offered the case of the Bank of Industry of Nigeria as a key actor in the country's industrialization efforts. In his presentation he noted that the Nigerian government intervened to establish a number of new, stronger, merged institutions to support SME growth, and in particular to develop a way to finance cooperatives of smaller economic actors. Key lessons had been learned, particularly in how best to provide technical assistance and capital to the country's SMEs. Key among these were the value of controlled disbursement, the utilization of group collateral, and the importance of on-going training and education

Botswana: Mr. Micahel Uno Tapela discussed the experience of Botswana and in particular the efforts that have been made to develop and continuously improve the country's SME policy. He noted that on-going development and revision had been required, with significant stakeholder engagement to make the policy and related programme interventions relevant and sustainable. A concerted effort had also been made by government to promote economic diversification and to focus on standards, innovation, and the development of regional market access. Nonetheless, he pointed out that there was a recognition more academia, private sector, government collaboration is needed and increased effort to get local actors to pursue SADC expansion opportunities was also required. Lastly, he pointed out that efforts to promote clusters were being piloted (garment sector) and showed promise.

Ethiopia: Mr. Ahmed Mohammed offered an overview of the Ethiopian experience in promoting SME growth, inclusive of micro-enterprise and informal sector support. He noted that although SME policies had been first developed in 1997, within the past 5 years there have been marked improvement in the number of new enterprises established, the number of jobs created, and the percentage of national manufacturing attributable to SMEs. The focus on agribusiness development was noted as one of the key reasons for the existing encouraging level of success.

Selected discussion points included the following comments:

- a) The delegates found it useful to learn about African successes and felt that more such African best practice information was needed and should be disseminated,
- b) Cooperative funding, in particular, offers an important opportunity to reach larger numbers of SMEs and achieve sustainability within the sector,
- c) Business incubation (Botswana) and a strong focus on innovation, the provision of support for scientific research, and the inclusion of rural R & D needs were found to be very important and catalytic for industrial growth, and
- d) Cluster pilots show strong promise and observations should continue. Potential additional clusters should be suggested and best practices in development should be identified.

- **Day 2 – Tuesday, Oct. 5, 2010**

#### **Session 4: Strategies for Industrial SME Development (Panel 1)**

Session 4 was the first of two sessions under the theme “Strategies for Industrial SME Development”. Mr. Go Shimada presented the experience of JICA as a catalyst of national and regional industrial development in Japan and Mr. Frederique Richard presented on the importance of Local Clusters within Larger Global Value Chains. The third presented in this session was Mr. Osei Boeh-Ocansey, who spoke about the importance of Public Private Partnership and dialogue from the experience of the Private Enterprise Foundation in Ghana.

JICA: JICA has within the past few years been strengthened and its mandate expanded into a “new JICA”. The organization has been an important historical catalyst for regional industrial development in East Asia and is increasingly focusing on Africa. The programmatic and project interventions of the organization focus on quality improvement (Kaizen), the development of science parks and innovation hubs, strong focus on benchmarking and standards development, and the value of industrial dialogue. Increasingly JICA is becoming active in Africa, in part, in response to increased requests for assistance;

Global Value Chains: This presentation offered an overview of the evolution of cluster nomenclature and the increasing recognition that clusters were symbiotic with the development of global value chains. African nations and regions needed to focus on developing more nimble, action focused sector clusters, but allow for continuous learning from both successes and failures. Policy relating to industrial growth must incorporate the global imperatives of today and seek to balance market liberalization with efforts to grow comparatively infant industries in prospective areas of competitiveness such as agribusiness, mineral beneficiation and petrochemical development based on Africa’s natural assets.

Public Private Partnerships: Advocacy for private sector inclusion in policy development was noted as a key aspect of PEF’s activity in Ghana. Furthermore, it

was pointed out that in the Ghanaian context given the absence of formal PPP legislation, “PPP” is equated with public-private dialogue rather than given the traditional infrastructure connotation. However, it was noted that there is a move toward formalizing the country’s PPP framework and in the interim the country’s private sector remains committed to engaging government as a key partner interested in furthering the national economic development agenda.

Discussion was delayed until after Panel II spoke on the themes.

### **Session 5: Strategies for Industrial SME Development (Panel 2)**

The presenters in Session 5 included Mr. Frederique Richard, Ms. Alisoa Volononaina and Mr. Zhou Jian.

Governance in Cluster Development: Mr. Richard continued his discussion of the value of sector clusters and particularly focus on the topic of “Strategic Governance for the Local Development of Innovative SME Clusters”. He noted that strategic governance was a requirement for sustainable industrialization, and that stakeholder cooperation, transparency, and effective government leadership and vision were important. Aspiration to integrate into global value chains help shape local clusters and also this impacts on the integrity of governance systems established in a positive way. The importance of developing conservatory’s, monitoring and evaluation frameworks and the need to distinguish between existing clusters and new clusters was also made. He noted that the resource base to support cluster development was rapidly growing and that a number of multilateral and bilateral institutions, including the World Bank Institute, now support cluster development – in Africa and elsewhere in other emerging regions.

SME Development in SADC: Ms. Volononaina shared the experience of SME development with SADC with the workshop participants. He noted that SADC has developed a regional industrial policy and strategy around the support of 9 priority sectors. This Regional Indicative Strategic Development Plan (RISDP) is an important tool within the region in helping countries remove tariff and non-tariff barriers that inhibit sectoral growth and regional expansion. She further noted the importance of South Africa as the region’s economic engine, but noted that Mauritius is also an important industrializing nation in Southern Africa. To support SMEs, SADC is focused on fostering cross border trade and regional value chain development. Furthermore, a number of “protocols” have been established- on technology, quality, informal/ micro-enterprises – among others. Other efforts have been made to establish a development finance resource centre, to work with COMESA and the EAC to reduce non-tariff barriers and to simplify regional trade/export procedures.

SME Development in China: Mr. Jian noted that over 95% of Chinese business is classified as small business and as such the sector is very important in the Chinese economy. In support of the sector, government has created an information

exchange platform to facilitate information dissemination between SMEs and government and amongst SMEs. Key tools that the government has established to support the sector include a very successful guarantee facility to support funding and an extensive technical assistance programme.

Discussion during this session focused mainly on clarification and amplification of various points raised or programmes discussed by the speakers.

### **Session 6: Learning from Best Practices**

This aim of this session was to provide other experiences or best practices in industrial policy development and implementation from three perspectives: the experience of China, India and, more broadly, East Asia. The first presentation which was made by Prof Yu Tongshen and was titled "Pursuing keeping the Balance between the Industrial Policy and the Market Mechanism: China's Experiences". The second presentation was made by Mr Mungila Sooryanarayana and was titled "Industrial Policy in India: Issues, Objectives and experience, and the third presentation was by Prof. Kenichi Ohno and was titled "Industrial Policy in Africa: Learning Mindset and Methods from East Asia."

China's Industrial Policy and Strategy: This presentation offered a definition of "industrial policy" as denoting a nation's declared, official, total strategic effort to influence sectoral development and, thus, national industry portfolio - through policies that stimulate specific activities and promote structural change. Prof. Tongshen further offered two examples of how China applied industrial and fiscal/monetary policies in the agriculture, foreign trade, and manufacturing sectors to move from a centrally-planned economy to a market economy and from a subsistence agricultural economy to an industrialized economy. Prof. Tongshen also highlighted the role of China's comparative advantage in the supply of labor and its use of industrial economic zones coupled with fiscal incentives have played in its industrialization drive. In conclusion, he indicated that developing countries, using their limited resources, can industrialize through the creation of a conducive investment climate in specific targeted areas of the economy to attract more FDI. This investment in turn leads to spill over effects that in the long run can help match knowledge and capital - both of which are key to the process of industrialization.

India's Industrial Policy: The presentation centered on how to implement industrial policies in a period of rapid global industrial development while maintaining macroeconomic balance. Mr. Sooryanarayana indicated that this can be effectively done through asking and answering basic production questions of how, what and how much to produce. He shared the Indian experience and highlighted the important role that information and multi-disciplinary focus and multi-sector planning has played in answering sector focus and development questions. His presentation also highlighted India's gradual move from fiscal controls to the use of regulations in its implementation of industrial development. In conclusion, Mr. Sooryanarayana suggested that stand alone industrial policies cannot succeed and that they should be matched with other supporting policies in areas such as trade policy and domestic infrastructure investment, along with investment in areas such as education, innovation. Also to be successful industrialization involves a commitment to significant global cooperation.

Learning from the East Asian Experience: Prof. Ohno's presentation focused on the fact that countries need to study industrial policy through a systematic collection and comparative analysis of the past and present industrial policies applied by other countries. This benchmarking exercise can offer useful information toward policy formulation in their respective countries. Prof. Ohno also highlighted the need for proactive industrial policies that should be able to balance the role of the state and the market and at the same time leave adequate policy space for dialogue among stakeholders in the country. Prof. Ohno offered a standard policy menu for enhancing industrial but expressed the important role of industrial human and enterprise capability in industrial sustainability and success. Prof. Ohno further suggested the value of studying the *mindset* and *methodology* of designing and implementing industrial strategies as developed by East Asia – but cautioned that it was not wise to copy wholesale the policies adopted in some East Asian countries. In conclusion, he highlighted the assistance that Japan can offer through assistance with standard policy tools, policy dialogue for making and strengthening visions and strategies, comprehensive regional development tools, human resource development tools, regional planning and industrial support, and rural development support.

In the discussions that ensued after the three presentations, the following observations were made:

- a) Targeted industrial policies need to be at the center of each country's development plans and such policies need to be locally owned and encourage technology transfer,
- b) Interventionist policies may be required to combat forces of market failure especially in the initial phases of industrial development,
- c) Policies should complement each along defined development objectives and solid institutional arrangements are key,
- d) Despite membership to WTO and their FTA commitments, countries can develop industrial policies using available exemptions and proactive tendencies.
- e) Capacity building coupled with entrepreneurial development that emphasizes innovation is paramount in implementation of industrial policies. And
- f) There is a need to put in place strategies for sharing information that emanates from research and development.

### **Session Seven: Way forward: The Prospects of Industrial Policies in Africa.**

This session incorporated and presented the conclusions of a small segment of the delegates who were asked to synthesize the most salient discussion points of the workshop into a series of recommendations that could inform both the Background Paper and the AIDA process.

- 1) The key focus areas of the workshop's deliberations involved analysis of continental and international experiences and best practice in efforts to develop improved industrialization policies and stronger SME support mechanisms.

- 2) Important initial sectors to be targeted included: Agriculture, Mining and the Oil and Gas sectors – as a large number of African states had one or more of these sectors as key economic drivers of national GDP.
- 3) Cluster Development – at Local and Regional Levels and integration of clusters into regional and global value chains was important and should be promoted
- 4) Lastly, a key cross cutting theme that should be incorporated into all industrialization policy analysis and related programme development efforts was the importance of gender equality.

The session also included a presentation of a number of prospective initiatives that could be undertaken to strengthen the industrialization process on the continent. It was recognized that some of the initiatives might already be underway or have been identified in the AIDA process, but the effort was made to capture the ideas for review and reflection by the Workshop organizers.

These items are captured below in the section on Outcomes and Recommendations.

- **Day 3, Wednesday, October 6, 2010**

After the opening presentation which provided background information on AIDA, the three substantive presentations related to the new Annexes were given and salient comments and points that ensued in the discussion include the following:

Presentation I: Financing and Resource Mobilization Strategy

- A prioritization exercise here is important, sequencing optimally would focus on mobilizing support for the REC level as a priority over resources for the country level;
- The funding structure of the RECs must be accounted for in the development of this process as currently they rely on member state contributions;
- There is a need to make sure that the industrialization policy space is protected within the various multilateral and bilater donor partnership relationship fora and within world bodies such as the WTO, UN etc.
- There is a need for a harmonization effort/ mechanism to align AIDA with parallel projects of other key stakeholders such as the AfDB, WorldBank, and the private sector;
- Human capacity building is important for the RECs, in particular, as they are under capacitated at present to take on the obligations envisioned by AIDA;
- There is a need to revisit the RECs and ensure that buy-in for AIDA exists at the highest levels of each institution and that current REC initiatives can be aligned with the expectations and requirements of implementing AIDA,
- Need to offer a strengthened framework for PPP development as this is an important potential manner in which to leverage private sector expertise and capital;
- There should also be a concerted effort to work closely with the regional DFIs;

- Generally, the private sector should be engaged in the framework of resource mobilization – particularly to explore ways in which they can help expedite the implementation of the various projects envisioned under AIDA;
- There is a need to focus the maximum capital that is mobilized toward project implementation rather than for institutional administration costs;
- Diaspora capital and expertise toward technical assistance should be mobilized;
- It would be useful to undertake a near term effort to develop a compendium of available resources to support AIDA;
- It may be worthwhile to focus on fewer goals related to development of the banking and financial sector;
- The document focuses too broadly on general capital market development as a precursor to resource mobilization for industrial mobilization, there is a need to focus on manufacturing sector capital mobilization;
- There is a lack of solidarity among Africans, thus there is a query about how can one create solidarity funds?
- Need for a consultative mechanism across the three tiers in regard to resource mobilization activity, as potential sources for resources are finite and there are multiple, concurrent demands being made;
- Need an accountability mechanism to ensure that resources for industrialization once mobilized are channeled into the desired institutions'/ budgets;
- There is a concern about possible duplication from the RECs in terms of the projects being implemented, funded and managed.

#### Presentation II: Monitoring and Evaluation Framework

- There is a need to clarify monitoring and evaluation and have a system for AIDA at the administration level and also monitoring and evaluation at the project level;
- Questions have been raised about the utilization of “phases” as an M & E mechanism, but it was noted that the evaluation was not intended to be done sequentially but is meant to happen in a continuous fashion/ process;
- Need to include intermediate outcomes – noted that some outputs are intermediate inputs for other components of AIDA;
- The nomenclature within AIDA is to be clearly noted through all documents – rather than included in footnotes and at the back of documents;
- More needs to be done to clarify the transition between outputs and outcomes and to delineate who the agents of change are? If change agents are all stakeholders, how will everyone be held accountable for their respective roles?
- The criteria that has been provided for monitoring and evaluation is not meant to be exhaustive and the sub-committees once developed can add additional criteria;
- Recognizing that it will be important to have good people to sustain the M & E process, proper ownership by Africa critical and the document might suggest where appropriate skill sets might be found and where might the

- various AIDA M & E units be best situated at each level? Government, Academia, Private Sector?
- Given that some timelines have been overtaken by the events, the timelines should be updated?
  - How frequently will evaluation be done? What is the feed in mechanism for improvement suggestions?
  - What will be the visibility be of the outcomes at the national, REC and pan-African level? Suggested dissemination mechanisms would be useful.
  - It will also be useful to have a management information system that is developed to ensure that all stakeholders can remotely and electronically remain aware of various interventions that are happening within the M & E process

### Presentation III: Steering Committee Structure

- What role is to be played by UNECA?
- It would be useful to add diasporan policy makers and member states (i.e. the Caribbean states) to the “diaspora framework” in the document
- Given existing weakness in African administrative structures, will the sub-committee structures be able to cope?
- Although these are supposed to be technical structures, it is likely that to be effective they will need political clout;
- There is likely to be a need for the chairs of committees to be persons with political clout (i.e. Prime Ministers at national levels);
- There is a need for a horizontal link across the tiers and establishment of a feedback mechanism to inform the stakeholders at various levels of developments at other levels;
- There should be scope for membership at two levels – permanent and adhoc;
- African nations should take the first step to fund structures so that there will not be a question about the ownership of the initiative;
- What is the role of the Implementation Coordination Unit- a proposal exists but as it has not been ratified, it is difficult to comment on the ICU’s relationship with the stated AIDA committees;
- Need to consistently refer to RECs as RECs, rather than “sub-regional”organs;
- The writers should remove Morocco as it is not an AU member;
- How will consistent budgetary allocations be assured at national and REC levels?
- There is a need to explore quick implementation strategy to prioritize national level committee establishment – set a time bound goal for establishment;
- It will be important to include gender sensitivity within all of the proposed structures
- There is a need to clarify the role of the Pan-African Committee, will there be many pan-African projects in the near term?

- **Day 4, Thursday, October 7, 2010**

The last day of the Workshop was organized as a CAMI Bureau meeting and coordinated principally by UNIDO and the AUC, with UNECA representatives observing.

The meeting was shortened to just a morning session, but the representatives from South Africa tabled a short proposal to have CAMI (and the AIDA) project focus on two or three sectors to get started with: Agri-industry, the extractive industries (incorporating mining and beneficiation) and the petrochemicals industry (including oil, gas, and downstream product production and distribution).

It was also pointed out that the Africa Capacity Initiative had done significant work in 2003 identifying, by region, key sectors for focus and this research should be incorporated into the AIDA as a pillar upon which to evaluate projects.

It was also mentioned that there was an opportunity at hand to engage African regional multinationals (such as the South African and Kenyan super markets Shoprite/ Checkers and Nakumatt, respectively) to accelerate agriculture sector project implementation and to leverage the existing regional economic engines (Nigeria in West Africa, South Africa in Southern Africa, Cameroon in Central Africa, Egypt in North Africa, and Kenya in East Africa) to accelerate regional value chain development.

It was also pointed out that there was a need to harmonize REC level activity and work plan prioritization vis-a-vis AIDA between now and March 2011. An assessment of what is currently happening within the CAMI framework across the five regions was also requested.

The last item of the agenda was an announcement by the AUC that a logistics and planning meeting was being organized for October 15<sup>th</sup> in Algeria in advance of the forthcoming CAMI meeting. This meeting would be attended by the AUC, Algeria as hosts and invitations were being extended to UNECA and South Africa, as the outgoing chair of CAMI.

## **V. OUTCOMES AND RECOMMENDATIONS**

The following areas of intervention and potential action and institutional development were drawn and elaborated upon based on the deliberations within the broader initial two day workshop on October 4-5 and from debate during the related the small group session held on October 5:

<b>AREAS OF INTERVENTION</b>	<b>KEY ACTIONS</b>
<b>1. ADVOCACY</b>	<ul style="list-style-type: none"><li>• <b>Prepare How To Document</b> - Develop a research report on what the benefits of industrialization include and what sustainable industrial policy development involves (government leadership, national vision, SME support and cluster development, value chain linkage development, in Africa – strong focus on agricultural sector intervention)</li></ul>

- **Establish Industrial Forum** – Create an forum to facilitate dialogue at the regional and continental levels
  - **Focal Points** – Establish focal points at national, regional and continental levels for information gathering and dissemination regarding industrialization trends, opportunities, challenges, successes in Africa
  - **Establish African Center for Industrialization** – modelled after UNECA African Trade Centre, establish a knowledge center on industrialization – house at AfDB, UNECA or AUC
  - **Develop Incentive Schematic** – Based on global best practice identify bouquet of incentives to be used at national, regional and continental to promote industrialization
- 2. OBSERVATORY**
- **Establish an Observatory on Industrialization** – Develop database, key indicators, model policy framework, statistical framework, information management system architecture
- 3. POLICY RESEARCH AND DISSEMINATION**
- **Promote Industrialization Research Agenda** – at national, regional and continental level and within relevant institutions at each level, focus on policy development, industrialization tools, SME support framework, process analysis
  - **African Cluster Development Review** – analyze development of African clusters and their experiences integrating into regional and/ or global value chains
- 4. EXCHANGE OF EXPERIENCES AND BEST PRACTICES**
- **Develop a Compendium of Industrialization Best Practices** – African and International Case Studies
  - **Develop a Forum on Comparative Industrial Policies** – perhaps lodge this at the African Industrialization Centre
  - **Create an Electronic Clearing House for African Industrialization Information** - with links to global resources (i.e. a website/ portal)
  - **Support Continental and International Study Tours** - to afford African stakeholders the opportunity to visit continental (i.e. South Africa/ Egypt/ Mauritius) and international (Japan/ China/India/Korea/Malaysia) centres of excellence
  - **Short Course Development** – Facilitate regional and continental courses on industrialization

- 5. **CAPACITY BUILDING**
  - **Create an African Industrial Policy Institute** – Develop an institution to assist member nations and RECs in developing their industrial policies
  - **Promote University Level Studies on Industrialization** – Via partnerships with global university centers of excellence, establish graduate level programs on industrialization
- 6. **TECHNOLOGY AND INNOVATION**
  - **Establish Inventory of African Technologies** – develop a digital database of indigenous technologies and technology institutions
  - **Establish a Comprehensive African Innovation Network** - Form a network of African government, university and private sector research centres
  - **Promote National Innovation Systems** – develop initiative to provide international and continental best practice support for national innovation programs
  - **Develop Pan African Innovation Exhibition and Convention** – develop an annual continent wide exhibition and convention to promote and showcase African innovation
  - **Develop Regional Market Place For a** – establish regional buyer-seller for a to promote African innovation trade and promote Africa intellectual property
  - **Develop an Innovation Financing Directory** – identify continent wide sources of capital for innovation and capture in print and digital format
- 7. **INSTITUTIONAL BUILDING FOR INDUSTRY DEVELOPMENT AND SME SUPPORT INSTITUTIONS**
  - **Establish Institutional Development Program** – with multilateral and bilateral partners, develop programme to support African industrial development institutions
  - **Promote Centers of Excellence** – identify and promote regional centers of excellence (i.e. east African Productivity Center)
  - **Establish Continuing Education Program** - develop training and continuing education program for industrialization professionals
- 8. **MARKET ACCESS PROGRAM**
  - **Develop REC and Member State Supported/ Exhibitions** – develop platforms for regional promotion of industrial products
  - **Promote Removal of Regional Non-Tariff Barriers** – Concentrate efforts to make regional trade more efficient and less expensive

- **Promote Regional Corridor Development** – identify and support the establishment and expansion of trade corridors in each region
- 9. USE OF ICT**
- **Mainstream Use of ICT** – promote ICT as a catalytic ingredient across all aspects of industrial development program development
  - **Establish ICT and Science Parks** – with assistance from African best practice and international leaders, promote the establishment of science parks
- 10. COOPERATION**
- **Establish Sub-REC Forum on Cooperation** – Create programmes to promote collaboration among two-three countries to forge complimentary production and marketing value chains
  - **Regional Industrial Project Promotion** – develop regional industrial projects along identified corridors – tie infrastructure development with industrial project development
  - **Establish Cross Border Industrial Zones** – establish incentive programs and physical trans-border parks/ regions to promote industrial value chain development across two or more countries
- 11. USE OF PPPs AS A MEANS FOR SME DEVELOPMENT AND INDUSTRIALIZATION**
- **Promote PPP Guide Development and Dissemination** – identify, prepare and disseminate publications on the benefits and modalities of PPP establishment
  - **Promote Model PPP Legal and Regulatory Framework Diffusion** – with support from multilaterals and the AfDB, assist member states in establishing formal PPP frameworks
  - **Establish a Pan-Africa PPP Centre** – Again housed at UNECA, AfDB or the AUC, establish an institution to promote and facilitate training and technical assistance related to PPP establishment and best practice
  - **Establish a Pan-Africa PPP Roundtable** – Develop a forum through which best practice can be shared and dialogue had between the public and private sectors on PPP establishment
- 12. QUALITY AND STANDARD PROMOTION**
- **Establish Regional Quality Improvement Programmes** – Promote and support work of RECs in establishing quality improvement projects and programmes for member states and the private sector
- 13. RESOURCE MOBILISATION**
- **Establish SME and Industrial Development Finance Resource Guide** – in print and digitally, identify and catalogue finance available for African industrialisation and SME development – venture capital and private equity sources, government capital, donor funds

## **VI. Organizers**

The Experts Group Meeting on the ‘Implementation Strategy for the Accelerated Industrial Development of Africa (AIDA)’ was organized by the African Union Commission, the UN Economic Commission for Africa and the UN Industrial Development Organization.

For further information, contact:

### **AUC**

Mr. Hussein Hassan Hussein  
Head of Industry Division  
Department of Trade and Industry  
African Union Commission  
PO Box 3243  
Addis Ababa, Ethiopia  
Tel: 251-11-551-770 ext. 161  
E-mail: [husseinh@african-union.org](mailto:husseinh@african-union.org)

### **UNECA**

Ms. Assitou Gueye  
OIC Financem Industry and Investment Section  
Economic Development and NEPD Section  
PO Box 3001  
Addis Ababa, Ethiopia  
Tel: 251 544-3240  
Fax: 251 255-

### **UNIDO**

Dr. David Tommy  
UNIDO representative to Ethiopia, Uganda, Rwanda, Burundi  
AUC, UNECA and Head Regional Office  
PO Box 5580  
Addis Ababa, Ethiopia  
Tel: 251 11 551 4245  
Fax: 251 11 551 2733  
E-mail: [d.tommy@unido.org](mailto:d.tommy@unido.org)

## VII. Appendices

### A. Workshop Agenda

#### Day 1 - Monday 4 October 2010

8:00 – 9:00am	<b>Registration</b>
9:00 – 9:45am	<b>Opening Ceremony</b> <ul style="list-style-type: none"><li>• <i>Welcome Remarks – UNECA</i></li><li>• <i>Keynote Address - UNIDO</i></li><li>• <i>Opening Statement – AUC</i></li><li>•</li></ul>
9:45 -10:00am	<b>Coffee/Tea Break</b>
10:00 – 10:30am	<b>Adoption of the Agenda and Work Programme</b>
10:30am – 13:00pm	<b>Session 1: Industrial Policies: The Challenges of Economic Transformation in Africa</b> Presentation of the Background Paper Discussant Commentary Open Discussion
13:00 - 14:00pm	<b>Lunch Break</b>
14:00 - 16:00pm	<b>Session 2: Countries Experiences: Challenges and Opportunities of Industrial Development in Africa</b> Presentations: <ul style="list-style-type: none"><li>a) Case Study - Central African Republic</li><li>b) Case Study - Ethiopia</li><li>c) Case Study - Ghana</li><li>d) Case Study - Senegal</li></ul> Discussant Commentary Open Discussion
16:00 – 16:15pm	<b>Coffee/ Tea Break</b>
14:00 - 16:00pm	<b>Session 3: Countries Experiences: Promoting an Enabling Environment for Industrial SMEs</b> Presentations: <ul style="list-style-type: none"><li>a) Case Study - Nigeria</li><li>b) Case Study - Botswana</li><li>c) Case Study - Ethiopia</li></ul> Open Discussion

## **Day 2 – Tuesday 5 October 2010**

- 9:00 – 10:40am      **Session 4: Strategies for Industrial SMEs’ Development**  
Presentations:  
a) Case Study - Japan  
b) Case Study – Global SME Clusters  
c) Case Study - Ghana  
Open Discussion
- 10:40 – 11:00am      **Coffee/ Tea Break**
- 11:00am – 13:00pm **Session 5: Strategies for Industrial SMEs’ Development (Cont.)**  
Presentations:  
a) Case Study – Governance Related to Cluster  
Development  
b) Case Study – SADC  
c) Case Study - China  
Open Discussion
- 13:00 - 14:00pm      **Lunch Break**
- 14:00 - 15:40pm      **Session 6: Learning from Best Practices**  
Presentations:  
a) Case Study - China  
b) Case Study - India  
c) Case Study – East Asia  
Discussant Commentary  
Open Discussion
- 15:40 – 16:00pm      **Coffee/ Tea Break**
- 16:00 - 18:00pm      **Session 7: Way Forward: The Prospects of industrial  
Policies in Africa**  
Presentations:  
a) Rapporteur’s Report  
b) Open Discussion

## **Day 3 – Wednesday 6 October 2010**

- 9:00 -11:00am      **Session 8: Financing and Resource Mobilization of AIDA**
- 11:00 – 11:30am      **Coffee/ Tea Break**
- 11:30am – 13:00pm **Session 9: Monitoring and Evaluation Framework for AIDA**
- 13:00 – 14:00pm      **Lunch Break**
- 14:00 – 16:00pm      **Session 10: Steering Committee for AIDA**

16:00 – 16:30pm **Coffee/ Tea Break**

16:30 – 17:00pm **Session 11: Recommendations**

**Day 4 – Thursday 7 October 2010**

9:00am – 13:00pm **Session 12: CAMI Bureau Meeting: Official Session/  
Ministerial Session**

13:00 – 14:00pm **Lunch Break**

14:30 – 15:00pm **Adoption of the Report/ Closure of the Meeting**

## **B. List of Participants**

**Mrs. Lynette Chen**  
**Chief Executive Officer**  
**NEPAD Business Foundation**  
P.O. Box 784144, Sandton, 2196  
Johannesburg, South Africa  
Tel: +27 87 310 1888  
Mobile: +27 82 491 9016  
E-mail: [lynette.chen@thenbf.co.za](mailto:lynette.chen@thenbf.co.za)

**Dr. Mbui Wagacha**  
**Consultant**  
B. O. Box 865 Village Market  
0061 Gigiri Nairobi  
Nairobi, Kenya  
Tel : +254 722 764 730  
E-mail: [mwagacha@gmail.com](mailto:mwagacha@gmail.com)

**Mr. Mondli Lumkile Patriarch**  
**Chief Economist**  
**Professional Services**  
**Industrial Development Corporation**  
19 Fredman Drive, Sandown  
2196, South Africa  
Tel: +2711 269 3682  
Mobile: +2783 463 9092  
Fax: +27 11 269 3440  
E-mail: [lumkilem@idc.co.za](mailto:lumkilem@idc.co.za)

**Dr. Michele Di Maio**  
**Assistant Professor**  
**Department of Economic Studies**  
**University of Naples "Parthenope"**  
Via Medina 40, Naples, Italy  
Tel. +347-9601174  
E-mail: [michele.dimaio@uniparthenope.it](mailto:michele.dimaio@uniparthenope.it)

**Mr. Michael Sudarkasa**  
**CEO**  
**African Business Consulting**  
Africa Business Group  
P.O. Box 413586  
Johannesburg 2041, South Africa  
Tel: + 27 11 884 3710  
Fax: +27 86 619 2444  
E-mail: [michael@abghq.com](mailto:michael@abghq.com)

**Dr. Asifa Nanyaro**  
**Director General,**

**Tanzanian Industrial Research  
Organization**

P. O. Box 23235  
Dar es salaam, Tanzania.  
Tel: +255-22-2666034/2668822  
Mobile: +255 754 296133  
Fax: +255-22-2666034  
E-Mail: [info@tirido.org](mailto:info@tirido.org) and  
[nanyaro1@yahoo.ca](mailto:nanyaro1@yahoo.ca)

**Prof. Sooryanarayana Mungila  
Hillemane**  
**Indira Gandhi Institute of Development  
Research**

IGIDR, Film City Road, Santosh Nagar,  
Goregaon East  
Mumbai, India  
Tel : +91 22-28416515  
Mobile: +91 09833738330  
Fax: +91-28416399  
E-mail : [surya@igidr.ac.in](mailto:surya@igidr.ac.in)

**Dr. M. Charles Moturi**  
**Director**  
**Industrial Research and Development  
Institute in Kenya (KIRDI)**

P.O. Box 30650 - 00100  
Nairobi, Kenya  
Tel: +254-20-60  
00011/6003842/6009440/6003493  
Fax: +254-20-6007023  
E-mail: [dir@kirdi.go.ke](mailto:dir@kirdi.go.ke), [info@kirdi.go.ke](mailto:info@kirdi.go.ke)

**Ms. Petrina Nakale**  
**Deputy Director**  
**Industrial Development  
Ministry of Trade and Industry**

P/Bag 13340  
Windhoek (Namibia),  
Tel: +264 61 2837313  
Mobile: +264 811228704  
Fax: +264 61 259 676  
Email: [petrina@mti.gov.na](mailto:petrina@mti.gov.na)  
[petrinanakale@yahoo.com](mailto:petrinanakale@yahoo.com)

**Mme Zoundi Simone**  
**PDG, Sté d'Exploitation des Produits  
Alimentaires (SODEPAL)**  
**Présidente de la Fédération Nationale  
des Industries de  
l'Agro-Alimentaire et de  
Transformation du BF (FIAB)**

Tel : +226 5036 1082  
Mobile : +226 70 23 11 56  
Fax : +226 5036 1082  
E-mail: [sodepal1@fasonet.bf](mailto:sodepal1@fasonet.bf)

**Mr. Halitt Nouhou,**  
**Directeur, SONIPAV,**  
P.O. Box 10662  
Gudafawa Street  
Niamey, Niger  
Tel: +227 97737903  
Fax: +227 20752081  
Email: [nhalitt@gmail.com](mailto:nhalitt@gmail.com)

**Dr. Mutasim Mohamed**  
**Associate Professor of Economics**  
**University of Gezira**  
**Faculty of Economics and Rural**  
**Development**  
**Department of Economics**  
P.O. Box 20,  
Medani, Sudan  
Mobile: +249912949319  
E-mail: [Abdelmawla2004@hotmail.com](mailto:Abdelmawla2004@hotmail.com)  
[Abdelmawla2004@uofg.edu.sd](mailto:Abdelmawla2004@uofg.edu.sd)

**Mme. Françoise FONING**  
**Présidente Nationale du GFAC**  
**Groupement des Femmes d'Affaires du**  
**Cameroun (GFAC),**  
BP 1940  
Douala, Cameroun  
Tel : +237 33 401732/00237 9994 4217  
Mobile :+237 99 94 42 17  
Fax : +237 33 40 65 33  
E-mail: [gfacnational@yahoo.fr](mailto:gfacnational@yahoo.fr)

**Mem. Gertrude ZOUTA BOBENGBA**  
**Secrétaire Générale**  
**Chambre de Commerce**  
Bangui/RCA  
Tel: +236 75 502398/70502358  
Fax: +236 21 61 23 01  
E-mail: [bobenzouta@yahoo.fr](mailto:bobenzouta@yahoo.fr)  
[serge.matchinide@minplan-rca.org](mailto:serge.matchinide@minplan-rca.org)

**Dr. William Baah-Boateng**  
**Lecturer**  
**University of Ghana**  
**Department of Economics**  
P.O. Box LG57 Legon  
Accra, Ghana  
Tel: +233 30 2501485

Mobile: +233 24 4230097  
Fax: +233 30 2501486  
E-mail: [wbboateng@ug.edu.gh](mailto:wbboateng@ug.edu.gh)

**Mr. Moubarack Lo**  
**Director General**  
**Emergence Consulting Group**  
Dakar, Senegal  
Tel: +221 77 638 3706  
Mobile: +221 77 638 3706  
Fax: +221 33 864 7151  
E-mail: [moubaracklo@gmail.com](mailto:moubaracklo@gmail.com)

**Ms. Désirée Mirabelle Djuine Soh**  
**Directrice Exécutive Adjointe du GFAC/**  
**Point Focal Projet ACCES**  
**Cameroun/Responsable Afrique de la**  
**Plate forme de**  
**E-business FCEM/Candgo**  
**Groupement des Femmes d'Affaires du**  
**Cameroun (GFAC)**  
Douala, Cameroun  
Tel: +237 76663739  
Mobile: +23796031373  
E-mail : [djuine\\_soh@yahoo.fr](mailto:djuine_soh@yahoo.fr)

**Mr. Tongshen Yu**  
**Professor of Economics**  
**Remin University of China**  
No 59 Zhongguancun Street  
Haidian District, Beijing 100872, P.R.  
China  
Beijing, China  
Tel: +18913168302/13641323615  
Fax: +86-10-62513224  
Email: [tsyu@ruc.edu.cn](mailto:tsyu@ruc.edu.cn)

**Mr. Zhou Jian**  
**Director**  
**Department of SME**  
**Ministry of Industry and Information**  
**Technology of P.R. China**  
Beijing, China  
Tel: +86 10 68205306  
Fax: +86 10 68205307  
E-mail: [Zhouj@miit.gov.cn](mailto:Zhouj@miit.gov.cn)

**Mr. Li Wangli**  
**Director**  
**Department of Industrial Policy**  
**Ministry of Industry and Information**  
**Technology of P.R. China**  
Beijing China

**Ms. Ana Zuza De Sa**  
**Diplomat**  
**Embassy of Brazil**  
B.O. Box 1262 Code 1250  
Addis Ababa, Ethiopia  
Tel: +251- 0912 060549  
Mobile:+251 0912 060549

**Mr. Alemayehu Geda**  
**Professor**  
**Addis Ababa University**  
**Department of Economics**  
Tel +251-111-112297  
Mobile: +251-911 249926  
Fax: +251-11-1 112297  
+251-11 553504  
Email [AG@ethionet.et](mailto:AG@ethionet.et) or  
[AG112526@gmail.com](mailto:AG112526@gmail.com) or  
[Alemayehu44@hotmail.com](mailto:Alemayehu44@hotmail.com) or  
[ag112526@gmail.com](mailto:ag112526@gmail.com)

**Mr. Kibre Moges**  
**Senior Researcher**  
**Trade and Industry**  
**Ethiopian Economic Policy Research**  
**Institute**  
P.O. Box 34282  
Addis Ababa, Ethiopia  
Tel:+251-116-453-200  
Mobile: +251 911 148 879  
Email: [kibmog@gmail.com](mailto:kibmog@gmail.com)

**Mr. Yoshiaki Noguchi**  
**Project Formulation Adviser**  
**Ethiopia Office**  
JICA, P.O. Box 5384  
Addis Ababa, Ethiopia  
Tel: +251-011-550-4755  
Mobile:+251-0911-233-886  
Fax: +251-011-550-4465  
E-mail: [Noguchi.Yoshiaki@jica.go.jp](mailto:Noguchi.Yoshiaki@jica.go.jp)

**Mr. Toru Homma**  
**Senior Advisor on Private Sector**  
**Development**  
**Trade and Investment and Industry**  
Tokyo, Japan  
Tel: +81 35226 9350  
Fax: +81 3 5226 6389

E-mail: [homma.toru@jica.go.jp](mailto:homma.toru@jica.go.jp)

**Ms. Yukako Mizunuma**  
**Assistant Director**  
**Private Sector Development Division**  
**Industrial Development Department**  
**Japan International Cooperation**  
**Agency**  
5-25, Niban-cho, Chiyoda-ku, Tokyo 102-  
8012, Japan, Tokyo, Japan  
Tel: +81 3 5226-8047  
Fax: + 81-3-5226-6329  
E-mail: [Mizunuma.Yukako@jica.go.jp](mailto:Mizunuma.Yukako@jica.go.jp)

**Ms. Izumi Ohno**  
**Professor, Development Forum**  
**National Graduate Institute for Policy**  
**Studies**  
7-22-1 Roppongi, Minato-ku, Tokyo 106-  
8677 Japan  
Tokyo, Japan  
Tel: +81 3-6439-6337  
Fax: +81 3 6439 6010  
E-mail: [i-ohno@grips.ac.jp](mailto:i-ohno@grips.ac.jp)

**Mr. Go Shimada**  
**Director**  
**Private Sector Development Division**  
**Industrial Development Department**  
**Japan International Cooperation**  
**Agency**  
5-25, Niban-cho, Chiyoda-ku, Tokyo 102-  
8012, Japan  
Tokyo, Japan  
Tel: +81 3 5226-8047/8043  
Fax: +81-3-5226-6329  
E-mail: [Go.Shimada@jica.go.jp](mailto:Go.Shimada@jica.go.jp)

**Ms. Sayoko Ohno**  
**UESU, Research Associate**  
**Development Forum**  
**National Graduate Institute for Policy**  
**Studies**  
7-22-1 Roppongi, Minato-ku, Tokyo 106-  
8677 Japan  
Tokyo, Japan  
Tel: +81 3-6439-6337  
Fax: +81 3 6439 6010  
E-mail: [s-uesu@grips.ac.jpv](mailto:s-uesu@grips.ac.jpv)

**Dr. Kenichi Ohno**  
**Professor, Development Form**  
**National Graduate Institute for Policy**  
**Studies**  
7-22-1 Roppongi, Minato-ku, Tokyo 106-  
8677 Japan

Tokyo, Japan  
Tel: +81 3-6439-6337/6338/6120  
Fax: +81 3 6439 6010  
E-mail: [kohno@grips.ac.jp](mailto:kohno@grips.ac.jp)

**Mrs. Ralivao Aliso Vololoniaina**  
**Senior Programme Officer**  
**Productive Competitiveness**  
**Southern African Development**  
**Community (SADC)**

Private Bag 095  
Gaborone, Botswana  
Tel: +267 72448044  
E-mail: [avololoniaina@sadc.int](mailto:avololoniaina@sadc.int)

**Mr. Thato Jensen**  
**Director, Local Enterprise Authority**

Private Bag 191  
Gaborone, Botswana  
Tel: +267 364 4011  
E-mail: [tjensen@lea.co.bw](mailto:tjensen@lea.co.bw)

**Mrs. Mpho Happy Ntshese**  
**Principal Industrial Officer**  
**Ministry of Trade and Industry**  
**Department of Industrial Affairs**  
**Botswana**

Private Bag 0014  
Gaborone, Botswana  
Tel: +09267-3957406  
E-mail: [mntshese@gov.bw](mailto:mntshese@gov.bw)

**Dr. Osei Boeh-Ocansey**  
**Director-General**  
**Private Enterprise Foundation**

P.O. Box CT 1671 Accra  
5 Legon Rd., East Legon  
Accra, Ghana  
Tel: +233 302515603/233 302 515 604  
E-mail: [obocansey@pefghana.org](mailto:obocansey@pefghana.org)

**Mr. Michael Uno Tapela**  
**Chief Industrial Officer**  
**Ministry of Trade & Industry**

Private Bag 0014  
Gaborone, Botswana  
Tel: +3957406  
E-mail: [utapela@gov.bw](mailto:utapela@gov.bw)

**Mr. Austin Jo-Madugu**  
**General Manager, Operations**  
**Bank of Industry Limited**

23 Marina  
Lagos, Nigeria  
Tel: 23412715085; 2348039600158

E-mail: [sinkiton1@yahoo.com](mailto:sinkiton1@yahoo.com)

**Mr. Shuaibu A. Ottan**  
**Principal Manager**  
**Bank of Industry Ltd.**

No. 23 Marina  
Lagos, Nigeria  
Tel: +234 803 322 2146  
E-mail: [ottans@yahoo.com](mailto:ottans@yahoo.com)

**Mr. Frederic Richard**  
**Expert in Industrial Strategies and**  
**Policies**

**AFIDE – Association of Former**  
**Industrial Development Experts**

Alser Strasse 45/5  
1080 Vienna, Austria  
Tel: +4369918251231  
E-mail: [f.richard@inode.at](mailto:f.richard@inode.at)

**Mr. Daniel Njiwa**  
**Private Sector DVT Specialist**

COMESA, P.O. Box 30051  
Lusaka, Zambia  
Tel: +260 976807021  
E-mail: [dnjiwa@comesa.int](mailto:dnjiwa@comesa.int)

**Mr. Kemjika Ajoku**  
**Principal Program Officer**  
**ECOWAS Commission**

101 Cakubu Coowone Crescent  
Askoro District, Abuja, Nigeria  
E-mail: [ajokukemji@yahoo.co.uk](mailto:ajokukemji@yahoo.co.uk)

**Dr. Roger Atindehou**  
**Senior Program Officer**

**ACBF**  
ZB Life Towers  
Cnr SAM NuOMA/MOYO  
P.O. Box 1562  
7th Floor, Harare, Zimbabwe  
Tel: +263 470 2931/2  
E-mail: [ratindehou@acbf-pact.org](mailto:ratindehou@acbf-pact.org)  
[r.atindehou@acbf-pact.org](mailto:r.atindehou@acbf-pact.org)

**Mr. George Ndira**  
**Principal Industrial Economist**  
**EAC Secretariat**

P.O. Box 1096  
Arusha, Tanzania  
Tel: +255-27-2504253/8  
E-mail: [ndira@eachq.org](mailto:ndira@eachq.org)

**Ms. Lucy Muchoki**  
**Executive Director**  
**Pan African Agribusiness and**  
**Agroindustry Consortium (Po-AAC)**  
P.O. Box 2542-00200  
Nairobi, Kenya  
Tel: +254 20 2041136  
E-mail: [lmuchoki@panac.org](mailto:lmuchoki@panac.org)

**Mr. Kane Mor Talla**  
**Executive Director**  
**Co-federation Nationale des**  
**Employements du Senegal,**  
5, Avenue Conde  
Dakar, Sénégal  
Tel : +221 33 823 0974  
E-mail : [cnes@orange.sn](mailto:cnes@orange.sn)

**Mr. Francis Matambalya**  
**Prof. & International Development**  
**Consultant, UNIDO**  
Nagramer Str. 5  
Vienna, Austria  
Tel: +431 26 26 3581  
E-mail: [fmatabalya@yahoo.com](mailto:fmatabalya@yahoo.com)

**Mr. Moiba A. Fofana, Sr.**  
**First Secretary and Consul**  
**Liberian Embassy**  
Addis Ababa, Ethiopia  
Tel: +0920 317 657

**Mr. Behle Oiver**  
**President de L'UNIPACE**  
UNIPAC, 9/C Gicam,  
Douala, Cameroun  
E-mail: [ol-behle@yahoo.fr](mailto:ol-behle@yahoo.fr)

**Mr. Fred Kongonao**  
**Senior Regional Co-ordinator**  
**COMESA**  
P.O. Box 30051  
Lusaka, Zambia  
Tel: +260 974 866 402  
E-mail: [fkongongo@comesa.int](mailto:fkongongo@comesa.int)

**Ms. Bharti Daya**  
**Director**  
**Department of Trade & Industry**  
**South Africa**  
77 Meintjies Street  
Sunnyside, Pretoria

Pretoria, South Africa  
Tel: +012 394 1098  
E-mail: [BDya@thedti.gov.za](mailto:BDya@thedti.gov.za)

**Mr. Marlen Bakalli**  
**UNIDO Marketing Expert**  
UNIDO  
E-mail: [mbakalli@gmail.com](mailto:mbakalli@gmail.com)

**Mr. Trust Chikohora**  
**President**  
**Zimbabwe National Chamber of**  
**Commerce & Secretary**  
**General of COMESA Business Council**  
ZNCC Business House  
25 Harvey-Brown Avenue  
Milton Park  
Harare, Zimbabwe  
Tel: +263-712 865 748  
E-mail: [trustchikohora@cajjim.com](mailto:trustchikohora@cajjim.com)

**Mr. Ahemed Mohammed**  
**Departement Head**  
**Federal Micro and Small Enterprises**  
**Development Agency**  
Addis Ababa, Ethiopia  
Tel:+251 0911 480341  
E-mail: [amabdu46@yahoo.com](mailto:amabdu46@yahoo.com)

**Mr. David Amutenya**  
**First Secretary,**  
**Embassy of Namibia**  
Addis Ababa, Ethiopia  
Tel: +251-11-6611966  
E-mail: [davidamutenya@yahoo.com](mailto:davidamutenya@yahoo.com)

**Ms. Nalebo Mobitje-Thompson Mabitje**  
**Thomson**  
**Coo Industrial Development**  
**Department of Trade and Industry**  
77 Meintjies Street, Sunnyside, Pretoria  
South Africa  
E-mail: [mmabitje-thompson@thedti.gov.za](mailto:mmabitje-thompson@thedti.gov.za)

**Mr. Alfred Tau**  
**Chief Director**  
**Department of Trade and Industry**  
Sunnyside 0002  
Pretoria, South Africa  
Tel: +27 12 394 1041  
[alfredt@thedti.gov.za](mailto:alfredt@thedti.gov.za)

**Mr. Endalew Ruga**  
**Director, Planning and Information**  
**Ministry of Trade and Industry**  
P.O. Box 20438  
Addis Ababa, Ethiopia  
Tel: +251 911 668698  
E-mail: [endalew2000@yahoo.com](mailto:endalew2000@yahoo.com)

**Mr. Getish Tekle**  
**Director**  
**Engineering Service**  
**Ministry of Trade and Industry**  
Addis Ababa, Ethiopia  
Tel: +2511-911 123415  
E-mail: [getishtekle@yahoo.com](mailto:getishtekle@yahoo.com)

**Mr. Bedlu Asfaw Geberemeskel**  
**Team Coordinator**  
**Ministry of Trade and Industry**  
P.O. Box 704  
Addis Ababa, Ethiopia  
Tel: +2511-911 171886  
E-mail: [bedluasfawg@yahoo.com](mailto:bedluasfawg@yahoo.com)

**Mr. Elias Woldearegay Gebbi**  
**Team Coordinator**  
**Ministry of Trade and Industry**  
P.O. Box 704  
Addis Ababa, Ethiopia  
Tel: +251-91 1864308  
E-mail: [eliascwc@yahoo.com](mailto:eliascwc@yahoo.com)

**Ms. Aurelia Calabro**  
**Deputy UNIDO Representative**  
UNIDO, P.O. Box 5580  
Addis Ababa, Ethiopia  
Tel: +251-11 5521258  
E-mail: [A.Calabro@unido.org](mailto:A.Calabro@unido.org)

**Dr. Chibo Onyeji**  
**Consultant**  
**UNIDO,**  
Birkenweg 6-8/3/1  
2483 Ebreichsdorf  
Austria, EU  
Austria, Vienna  
Tel:+436769362373  
E-mail: [chibo.onyeji@univie.ac.at](mailto:chibo.onyeji@univie.ac.at)

**Ms. Matilda Muweme**  
**Field Operations Officer**  
**UNIDO**  
5 Wasrammersjrasse  
P.O. Box 1400  
Austria, Vienna

Tel: +436767964228  
E-mail: [m.muweme@unido.org](mailto:m.muweme@unido.org)

**Mr. Massata Cisse**  
**Chief Africa Programme UNIDO**  
Vienna, Austria  
Tel: +431260263745/431260 263765  
E-mail: [m.cisse@unido.org](mailto:m.cisse@unido.org)  
Ms. Sheyam El-Garf  
Third Secretary  
Egypt Embassy  
Addis Ababa  
Tel: +2511-9112 10588  
E-mail: [sheyam81@hotmail.com](mailto:sheyam81@hotmail.com)

**Mr. Taiye Emagha**  
**Principal Manager**  
**Bank of Industry**  
23, Marina  
Lagos, Nigeria  
Tel. +08032334258  
E-mail: [taiye\\_emagha@yahoo.com](mailto:taiye_emagha@yahoo.com)

**Mr. Zaidi Zied**  
**First Secretary**  
**Tunisia Embassy**  
P.O. Box 100069  
Addis Ababa, Ethiopia  
Tel: +251 11 912 120118  
E-mail: [zaidizied@yahoo.com](mailto:zaidizied@yahoo.com)

**Mr. Mohamed Bougamra**  
**Tunisia Embassy**  
P.O. Box 100069  
Addis Ababa, Ethiopia  
Tel: +251 11 912 120118  
E-mail: [amb-yun.addis@ethionet.et](mailto:amb-yun.addis@ethionet.et)

**Ms. Noncedo Mviko**  
**Counsellor – Trade**  
**South Africa Embassy**  
Addis Ababa, Ethiopia  
E-mail: [nmviko@thedti.gov.za](mailto:nmviko@thedti.gov.za)

Ms. Njikam Ayamba  
Cameroon Embassy  
Addis Ababa, Ethiopia  
Tel: +251 11 550 4488  
E-mail: [ayambanji@yahoo.com](mailto:ayambanji@yahoo.com)  
**African Union Commission (AUC)**

**Mr. Ahmed Hamdy**  
**Head of S&T and ICT**  
**African Union Commission (AUC)**  
Addis Ababa, Ethiopia  
E-mail: [hamdya@africa-union.org](mailto:hamdya@africa-union.org)

**Mr. Hussein Hussein**  
**Acting Director of Trade and Industry**  
**African Union Commission (AUC)**  
Addis Ababa, Ethiopia  
Tel: +251 913 13 4505  
E-mail: [hussein3h91@yahoo.com](mailto:hussein3h91@yahoo.com)  
[husseinh@africa-union.org](mailto:husseinh@africa-union.org)

**Mr. Ayoup Zaid**  
**Senior Policy Officer for Industry**  
**African Union Commission (AUC)**  
Addis Ababa, Ethiopia  
Tel: +251 11 911 048 148  
E-mail: [ayoupzaid@yahoo.com](mailto:ayoupzaid@yahoo.com)

**Mr. Kennedy Orok**  
**Program Coordinator/Dept Planning**  
**Expert**  
**African Union Commission (AUC)**  
P.O. Box 3243  
Addis Ababa, Ethiopia  
Tel: +251-910 798 600  
E-mail: [orokok@africa-union.org](mailto:orokok@africa-union.org)

**Ms. Tarana Lallaah Loumabeka**  
**Principle Policy Officer, Trade**  
**African Union Commission (AUC)**  
Addis Ababa, Ethiopia  
Tel: +251-11 771 7797  
E-mail: [loumabeket@yahoo.com](mailto:loumabeket@yahoo.com)

**Mr. Chiza Charles Chiumya**  
**Policy Officer-Customs**  
**African Union Commission (AUC)**  
P.O. Box 3243, Addis Ababa, Ethiopia  
Tel: +2511 913790515  
E-mail: [chiumyac@africa-union.org](mailto:chiumyac@africa-union.org)

**Mr. Chenjerai Chibaya**  
**Customs Expert**  
**African Union Commission (AUC)**  
P.O. Box 3243, Addis Ababa, Ethiopia  
Tel: +2511 913 11 7938  
E-mail: [chibayc@africa-union.org](mailto:chibayc@africa-union.org)

**Mr. Eyob Demissie**  
**Documentalist, African Union**  
**Commission (AUC)**  
P.O. Box 3243  
Addis Ababa, Ethiopia  
Tel: +251-11 5517700  
E-mail: [eyobd@africa-union.org](mailto:eyobd@africa-union.org)

**Mr. Aschalew Kifle**  
**Finance Officer, African Union**  
**Commission (AUC)**  
P.O. Box 3243  
Addis Ababa, Ethiopia  
Tel: +251 11-5517700  
E-mail: [aschalewk@africa-union.org](mailto:aschalewk@africa-union.org)

#### **ECA Secretariat**

**Dr. Kwabia Boateng**  
**Officer-in-Charge**  
**Economic Development and NEPAD**  
**Division (EDND)**  
**Economic Commission for Africa**  
P.O. Box 3005  
Addis Ababa, Ethiopia  
Tel. +251 11 544 35 71  
E-mail: [aschalewk@africa-union.org](mailto:aschalewk@africa-union.org)

**Mme Aissatou Gueye**  
**Economic Affairs Officer**  
**Finance, Industry and Investment**  
**Section (FIIS)**  
**Economic Development and NEPAD**  
**Division (EDND)**  
**Economic Commission for Africa**  
P.O. Box 3005  
Addis Ababa, Ethiopia  
Tel. +251 11 544 32 40  
E-mail: [agueye@uneca.org](mailto:agueye@uneca.org)

**Mr. Souleymane Abdallah**  
**Economic Affairs Officer**  
**Finance, Industry and Investment**  
**Section (FIIS)**  
**Economic Development and NEPAD**  
**Division (EDND)**  
**Economic Commission for Africa**  
P.O. Box 3005  
Addis Ababa, Ethiopia  
Tel. +251 11 544 3784  
E-mail: [sabdallah@uneca.org](mailto:sabdallah@uneca.org)

**Mr. Deresse Degefa**  
**Economic Affairs Officer**  
**Finance, Industry and Investment**  
**Section (FIIS)**  
**Economic Development and NEPAD**  
**Division (EDND)**  
**Economic Commission for Africa**  
P.O. Box 3005  
Addis Ababa, Ethiopia  
Tel. +251 11 544 33 45  
E-mail: [ddegefa@uneca.org](mailto:ddegefa@uneca.org)

**Mr. Berhanu H/Mikael**  
**Economic Development and NEPAD**  
**Division (EDND)**  
**Economic Commission for Africa**  
P.O. Box 3005  
Addis Ababa, Ethiopia  
Tel: +251 11 544 5217  
E-mail: [bhaile-mikae@uneca.org](mailto:bhaile-mikae@uneca.org)

