Report on launch of Ghana’s National Suppliers’ Development Programme
Accra, Ghana, 1–2 November 2017

SUMMARY OF DISCUSSIONS

Working and learning together. A mechanism for policy implementation.
The workshop began with a technical meeting on 1 November that set the context of opportunities and challenges in Ghana’s mineral sector, the guiding vision for minerals development at the continental and national level and the regional and local potential for boosting procurement and value addition along a thriving value chain. On 2 November, the NSDP was formally launched, with a keynote address by Ghana’s Vice-President Mahamudu Bawumia and four plenary sessions in which panels discussed challenges involving policies, institutions, industry and skills, and made recommendations to move the NSDP forward.

**SUMMARY OF DISCUSSIONS**

**Introduction**

Catalyzing Ghana’s industrial development through mining supply chains” was the theme for the launch of the Ghana National Suppliers’ Development Programme (NSDP) at a workshop in Accra, Ghana, on 1-2 November 2017. The NSDP aims to boost the mining sector contribution to local and national development by enabling domestic manufacturers and suppliers of goods and services to take advantage of the great opportunities along the mining value chain to generate growth and create jobs. The programme is in line with the African Mining Vision (AMV) adopted by African Heads of State in 2009 to foster “transparent, equitable and optimal exploitation of mineral resources to underpin broad-based sustainable growth and socio-economic development.”

The meeting brought together government ministers, heads of public institutions, private sector actors in the minerals sector and members of civil society. It was jointly organized by the African Minerals Development Centre (AMDC), hosted in Addis Ababa by the UN Economic Commission for Africa; the German Federal Institute for Geosciences and Natural Resources (BGR) based in Hannover; and the Accra-based African Center for Economic Transformation (ACET).
Ghana’s Minister of Lands and Natural Resources, John Peter Amewu, welcomed participants and noted the potential of an efficiently managed mining industry to contribute to rapid economic transformation. To this end, Ghana approached the AMDC in 2014 for assistance to integrate the AMV in its national development plan through a Country Mining Vision (CMV). The CMV supports and strengthens sectoral or national mineral policies by reinforcing inter-sectoral coordination, building coalitions for change as well as improving linkages for value-chain development and investment.

During stakeholder consultations, one of the priorities identified was how to build linkages that open the mining sector enclave for it to become an integral part of Ghana’s economy. Subsequently, the AMDC and the German Federal Institute for Geosciences and Natural Resources (BGR) made an in-depth diagnosis of the Ghana’s mining sector and industrial landscape as a basis for proposals to address the challenges and scale up the strengths. Their detailed analysis of procurement potential in Ghana and three other West African gold producers (Côte d’Ivoire, Mali, and Burkina Faso) identified needed items that could also have spillover effects in other industrial sectors.

Key findings included the need for inter-ministerial policy coherence (especially among the mining, trade and industry and human resources sectors), and solid partnerships with the private sector (mining industry and suppliers) to ensure sustainability. The government would have to create the enabling environment to strengthen local company competitiveness; foster investment in technology, innovation and R&D to raise skills and quality standards in local manufacturing; and encourage regional trade outreach in view of the small size of national markets.

Mining companies were expected to support growth of the local supply chain by, among other things, increasing local awareness of business opportunities through greater use of open tendering; enabling the award of minor contracts to local companies; and providing technical and financial support to build local suppliers’ capacity to compete in mining procurement. Local suppliers were expected to deliver on-time, high quality and cost-competitive products and take part in business development programmes. In conclusion, Mr. Amewu said the mining industry’s supply chain must be a definite launching pad and anchor client for the rest of Ghana’s economy.

Harnessing Africa’s Natural Resources for African Development

On behalf of Dr. Vera Songwe, Executive Secretary of ECA, Dr. Kojo Busia, AMDC Coordinator, thanked the government of Ghana for its strong support in this initiative, and also thanked programme partners ACET and the BGR. Ghana and Africa had clearly not harnessed their immense natural resources for their own development agenda but continued, sixty years after independence, to export raw commodities while processed products using those same minerals are worth hundreds of times more. This situation is acute in Ghana, where gold production is second in Africa only to South Africa but procurement and processing are undertaken abroad unlike in South Africa, Chile and other mineral producers where world-class mining supply and processing firms have emerged.

Dr. Songwe noted that the AMV was an African-owned framework that sets minerals in a context of inclusive, integrated and sustainable development rather than simply extraction and rent maximization. The AMV is aligned with the Sustainable Development Goals and the African Union Agenda 2063. Its relevance is underscored by the findings of the Mbeki High-Level Panel on Illicit Financial Flows that the extractive sectors account for the majority of the nearly US$80 billion of annual illicit outflows from Africa.

With Ghana’s Country Mining Vision working to identify initial opportunities for upstream linkages in industry and services, Dr. Songwe acknowledged constraints such as entrenched supplier networks, bargaining power of established foreign firms and agreements favourable to multinational firms. While around 60% of total spending by average mining operations was on procurement, their local spending was often only on low-value inputs such as catering or waste management. The joint work of AMDC and BGR had identified several higher-value items that could be produced locally with the proper supporting
environment. This potential fits well with the Ghana government’s industrialization agenda, highlighted by the “one-district one-factory” initiative.

Their findings note that while annual regional potential in local procurement was about $2.66 billion (with Ghana’s market the biggest at $1.21 billion), Ghana’s industrial tissue was weak, with mainly small and medium enterprises characterized by low productivity.

Ghana’s situation clearly calls for a comprehensive National Suppliers’ Development Programme to build the capabilities of local firms to produce to the scale, quality and cost expected by mining firms, which would in turn be engaged in actively supporting the development of local suppliers of goods and services. Dr. Songwe said the NSDP would later expand to downstream gold and mineral beneficiation and to value addition in petrochemicals and other industries, taking advantage of lateral linkages across sectors.

**Overcoming Raw Material Dependence and Vulnerability through the NSDP**

AMDC Coordinator Kojo Busia said the NSDP would help leverage the mineral sector’s strength in order to overcome Ghana’s traditional raw material dependence and vulnerability to boom-bust cycles. With the current political momentum for industrialization, Ghana was also poised to enter regional markets for upstream products in the mineral value chain.

Dr. Busia said for Ghana to benefit from opportunities in upstream value creation, it needed to improve the business and investment climate by addressing factors noted by Hon. John Peter Amewu in his opening remarks.

The quality of the workforce was a major challenge and Ghana would have to make significant investments in the future. This would require, among other measures, orienting the school curriculum towards science, technology, engineering and mathematics (STEM), strengthening technical and vocational education and training (TVET) and conducting a capabilities and skills gap and needs assessment.

Dr. Busia said scaling up domestic suppliers’ capacity, capabilities and competiveness were critical conditions for reversing Ghana’s de-industrialisation trend and building more linkages between mining and other economic activities. The potential impact of the NSDP included cross-sectoral industrialization, the growth of large-scale Ghanaian suppliers serving the national and ECOWAS markets, more firms and activities feeding the Free Zones and other initiatives and job creation in higher-value fields. The major next steps included clarifying the institutional environment conducive for the success of Ghana’s NSDP; defining the roles of key actors in advancing the NSDP; and gaining the support of more partner institutions.

**Building Supply Chain Potential in Ghana’s Mining Sector**

Isabelle Ramdoo, Senior Advisor on Linkages and Diversification at AMDC, specified that mining in 2016 accounted for over 50% of foreign direct investment (FDI) in Ghana, 45.5% of export revenue and 15.8% of total tax revenue, maintaining its position as the leading source of direct domestic revenue. However, its 2.3% share of national income and 1% of jobs (as reported by the Ghana Chamber of Mines) indicate relatively little contribution to national development in terms of value addition, local business growth and job creation.

Local purchases of goods and services by mining companies (including energy) were nearly US$1.7 billion in 2016, but a substantial proportion was imported. To increase the share of local content, the 2006 Minerals and Mining Law and the 2012 Minerals and Mining Regulations (Legislative Instrument 2173) were passed expressly to stimulate local production. They listed eight products that mining companies were to procure locally. A second list released in 2016 comprised 19 products and by 2018, an additional 10 products may be added, subject to local availability. According to the Minerals Commission, in 2016, mining companies purchased 73.3% of the eight listed products from “local” sources. However, in terms of their total operational expenditures for 2016, the local sourcing list of 8 products was equivalent to only 8.4% (if fuel is included in the calculation of local purchase), and 14.5% (if fuel is excluded).

LI 2173 allows mining companies to set their own targets for procuring materials and products made in Ghana but is silent on what proportion of value addition should be performed in Ghana for those inputs to qualify as “local”. Thus, “local content” even includes some facilities packaging imports, with limited value addition.

Ms. Ramdoo said much more could be done to capitalise on local procurement potential. Besides the “big ticket” items in the 19 product categories, there were also smaller volume items with more extensive linkage opportunities (such as food and beverages, and uniforms). With mining a guaranteed market, such suppliers could grow to serve local and even regional markets. The mining sector would, therefore, become a stepping stone to a larger industrial base.

However, key challenges to local supply chain development included a policy landscape too focused on rent maximization instead of value addition; no
systematic approach to building local industry and service provider capacity; and supply-side constraints such as insufficient policy coherence, coordination and consistency (e.g. duty exemptions for some inputs; a Free Zone cap on domestic supply; and onerous capital requirements on FDI or joint ventures).

Other salient facts included Ghana’s de-industrialization trend in recent years, with industry’s share of GDP down from 26.5% in 2012 to 23.6% in 2016. Illustrating Ghana’s weak industrial tissue, 92% of private sector firms in 2014 were micro (fewer than five employees) and of these, 86% were informal. Systemic challenges included difficult access to expensive finance for SMEs; power shortages among the chronic infrastructure deficits and other logistical issues that combine to make local suppliers uncompetitive.

Ms. Ramdoo said mining companies were more likely to procure their inputs locally if local suppliers could deliver quality goods in a competitive, timely and sustainable manner. It had happened in Chile, Australia, Finland, Canada and there was no reason it could not happen in Ghana. However, Ghana’s current challenges included low labour productivity and low technical skills; no strategy to define the long-term needs of firms and the labour market; low government spending on R&D and facilities to stimulate innovation and help SMEs find solutions to technical specification challenges; weak technological absorptive capacity; and an insufficient network of training institutions in Ghana and in the region.

While gold production would remain vital, Ghana’s economy could not succeed by focusing on procurement, logistics or any other discrete supply-chain function in isolation. The supply chain had to be part of a broader process of value creation for the whole economy. This would require an integrated approach through a national programme to foster supply chain excellence and cooperation, and the government detecting weaknesses and challenges and finding solutions. The NSDP therefore aims for organic growth of supply chain linkages across sectors; targeted skills and capacity development; and better coordination of initiatives and policies to avoid duplication.

Ms. Ramdoo said success would depend on strategic partnerships with the private sector and research institutions to provide administrative support (e.g. national online platforms to share information about procurement and suppliers); technical support (e.g. to set and help meet product design and standards; and access to high-tech equipment and facilities); financial support (access to finance, business incubators, innovation hubs; subsidies to support R&D); and institutional support (to ensure policy coherence and coordination, and a focus on critical areas such as productivity and competitiveness).

Mineral Value Chains and Industrial Clusters

Mr. John Sloan, Economic Affairs Officer at AMDC, called for a closer look at the spatial and sectoral distribution of mineral endowments and mining on the one hand, and industrial and manufacturing activities on the other. The aim was to draw them together through strategic economic clustering that optimizes investment and connects opportunities in linkages and supply chains for Ghana’s mining sector with potential in other sectors.

As a concentrated set of economic activities, industrial clusters provide avenues for both upstream and downstream linkages, a central tenet of the AMV. They could also grow to a critical mass, with multiplier and agglomeration effects in output, productivity, employment and knowledge spillovers. This would involve focusing support and interventions to maximize endogenous and existing factors leading to firms’ successes, and changing emphasis of zones and clusters from exports to local development.

Ghana already had four formal Free Zones – Tema Export Processing Zone; Sekondi Export Processing Zone; Ashanti Technology Park; and Shama Export Processing Zone – from which at least 70% of goods produced must be for export. Ghana also has a major, naturally developing cluster at Suame Magazine comprising some 10,000 micro and small enterprises employing roughly 100,000 people in metalworking, auto parts and other services.

Mr. Sloan said Ghana’s 2011 Industrial Policy and Industrial Sector Support Programme (ISSP) implementation plan for 2011-2015 tended to view Ghana’s minerals as a domestic, low-cost input to industrialization, rather than playing a higher-level role in industrialization. Other constraints to mineral-industrial linkages included the concentration of manufacturing in Greater Accra and the Ashanti Region (each accounting for 25% of total manufacturing in Ghana). This could change through the government’s “one district, one factory” policy.

A Ghanaian Mineral Supply Cluster could draw on assets (mineral endowments and mining activities; expertise in Free Zones) to coordinate cross-sectoral support to suppliers, linking cluster and free zone development in general with national objectives for private sector-led industrial and mineral development. The National Suppliers’ Development Programme (NSDP) would help shift emphasis to fostering domestic linkages. This would imply maximizing the 30% of Free Zone production open to the domestic market and raising this quota for activities with
significant promise for linkages and job creation.

Among the policies to foster cluster development, Mr. Sloan listed apex-level coordination of different sector initiatives; institutionalized cooperation between buyers and sellers to establish needs, build capacities and address constraints; lifting the energy constraint on all sectors of industry and harnessing renewable resources with a geographical focus. One of the virtues of the NSDP would be to facilitate data collection – for example, on industry and on the needs of suppliers and mining firms. The NSDP would also enhance cooperation between the Ghana Statistical Service, Ministry of Trade and Industry, Minerals Commission, Chamber of Mines, and industry in general.

Ghana needs to harness and consolidate its local content policies as a precursor for targeting sectors for upstream supply to mining. These include construction, which has ample supply chain space for local inputs – industrial minerals, sand, stones, granite, etc. This would counter the rising trend of imports of construction inputs. Metal working would provide enhanced inputs for mining and other sectors with greater use of domestic products (steel, wiring), not to mention domestic bauxite for a bigger domestic aluminum industry using the VALCO smelter (the largest in Africa). There could also be more competitive local production of chemical inputs which currently were almost all imported. To achieve this, there must be greater investment promotion in higher value activities such as industrial minerals, construction, ceramics, paints, electronics, filtration, plastics, glass, detergents and paper.

Regarding regional opportunities, Ghana was poised as second biggest trader within ECOWAS (total GDP of $735 billion) to do more business in the other 14 countries in the region. Suame Magazine was already the region’s major automotive player, as second biggest trader within ECOWAS (total GDP of $735 billion) to do more business in the other 14 countries in the region. Suame Magazine was already a significant regional exporter of automotive products, even without substantial government support. Conscious policy could position it within the region’s supply chain. Furthermore, pooling regional markets would help reach minimum thresholds for efficiency (e.g. aluminum and steel plants) and capitalize on emerging and established mineral producers’ growing supply needs (i.e. Burkina Faso, Nigeria). There needs to be a sound regional strategy for consolidating industrial clusters (for example, in border zones) and pursuing joint ventures across borders rather than each country unilaterally pursuing industrialization, particularly those with lower capacities to do so.

Potential for Local Value Addition by Strengthening Local Procurement

Mr. Johannes Danz, Head of Extractives at BGR, presented case studies on opportunities for greater local procurement and value addition in a regional context, with a focus on Burkina Faso, Côte d’Ivoire, Ghana and Mali. The study estimated total demand in 2015 for 10 input products for gold mining in the four countries as follows: steel balls/grinding media ($192 mn); lime ($100 mn); other reagents (activated carbon and caustic soda – $344 mn); explosives ($183 mn); fuel and energy ($842 mn); supply chain services ($55 mn, or $348 mn including spare parts); geological and exploration services ($71 mn); laboratory testing ($47 mn); uniforms ($25 mn) and food ($19 mn). Demand in Ghana was almost half the total for the four countries in all cases.

Even where local production of these goods and services already exists, various issues combined to make local suppliers play only a minor role. These included access to reliable power, transport and logistics. Yet, the possibilities for local production and multiplier effects were great, particularly with a regional perspective on investment and market size. In the case of lime, despite large imports, there are potentially viable limestone deposits in Ghana, Mali and Burkina Faso. Lime and its derivative products form a basic building block of the industrial economy. It is an essential input in steel, alumina, pulp, paper, uranium, and copper production. It is also used in applications such as drinking water treatment; waste water and sewage treatment; agriculture; manure treatment; soil stabilization and remediation; asphalt; oil and gas; power generation; and building construction. The local production of lime could therefore have a significant impact on the rest of the economy by reducing input costs.

Illustrating one facet of “local procurement”, Mr. Danz said Carmeuse, a Belgium-based family business and a global leader in lime products, was an important regional supplier with a facility in Takoradi, Ghana, that could process about 100,000 tonnes (in 2012). However, it was essentially a “packaging facility” as the product was entirely imported. From here, Carmeuse supplied mines in Ghana, Mali and Burkina Faso. In contrast to lime, which first had to be mined, the BGR study shows that in cases such as activated carbon, the raw materials (coconut shells and palm kernels, wood chips, sawdust, corn cobs, or seeds) were abundant and neglected in the four countries.

For lime, potential next steps were to confirm the extent to which hydration of lime was already done on each mine site; build on current lime projects in Mali, and resolve quality issues; assess access to lime deposits in the region and the potential scope of government support for the creation of lime units;
obtain the collaboration of mining companies for detailed technical studies to determine if mining-grade quality is achievable; and assess potential access to reliable and affordable electricity (for calcining and other processes). These were the type of processes needed to customize the BGR procurement model in each country and engage stakeholders in a collaborative process for economic development.

Local Content and Value Addition in Selected African Countries

The role of ACET in the NSDP process stemmed from its extensive work as a “think and do tank” for in-depth research, analysis, policy advice and advocacy focused on economic transformation. Its flagship 2014 African Transformation Report identified four pathways for transformation. One involves promoting local content and value addition (LCVA) in the extractive industries, in line with the AMV. It followed-up with studies on trends in and responses to LCVA policies, legal and institutional frameworks in the mining, oil and gas (MOG) sectors in eight countries (Burkina Faso, Ethiopia, Ghana, Mozambique, Namibia, Nigeria, South Africa and Zambia).

Julius Gatune (ACET Senior Research and Policy Adviser) and Sarah-Jane Danchie (ACET Policy Adviser) presented key findings of the LCVA studies. These included the general absence of LCVA as explicit policy in national development plans and the absence of an industrial strategy that explicitly recognizes the potential for resource-based industrialization. In some countries, LCVA policy and legislation were slowly catching up with established or emerging MOG sectors. In many countries, “local procurement” involved imported goods with no local value addition. In Zambia in particular, relaxation of LC requirements had led to a fall in the share of local inputs in mining from 72% in 1996 to 5% in the last decade.

One related finding was that provision of opportunities for local businesses to provide both direct and indirect goods and services to the MOG sectors was a low-hanging fruit, but the focus should be on boosting national production and not just increasing procurement of imports by locals. Thus LC should be anchored on a multi-sectoral, economy-wide national policy and strategy for industrial development, with a mix of incentives, mandates and partnerships, clear prioritization and careful sequencing. There had to be a clear roadmap from the current enclave economy to full local content participation.

There is a strong need for a national supplier development strategy that meets industry and economy-wide needs and builds local capacity. In this framework, government and industry should increase support for development of supplier capacity (e.g. by providing critical financing and incubators). The government should also encourage joint ventures for greater technology and knowledge transfer. Skills and supplier development mechanisms should be explored at the regional level for leveraging economies of scale, building stronger links in regional value chains and realizing regional industrialization strategies, with a clear, supportive role for regional development banks.

Participants’ Comments

- There is a complacency in Ghana, that somehow we have ‘arrived’ in mining. But we compare poorly with Nigeria where so much investment and value addition is happening.
- The real deal in mining is in the value chain. For every mining employee, there are 15 more indirect connections.
- The government must take serious decisions on local content.
- After more than 100 years of mining, Ghana should be far more advanced; Ghanaians in the Saudi Arabian oil industry are representing us very well. Let’s get serious at home.
- Caustic soda can be produced in Ghana. A producer may not be interested in Ghana’s market alone but could then look at Guinea especially and other countries in the region.
- About $6 mn is spent importing lime when coconut husks are lying around everywhere.
- We need to strengthen the industrial base, but also pay attention to market outlets – remember Nkrumah’s factories.
- Companies do want – with the right support and incentives – to service mines in Ghana and West Africa.
- There is strong and useful research work going on in the University of Mines and Technology.
- The NSDP needs wide dissemination to promote collaboration and raising of capital, with less talk and more practical work.
- We must keep the Sustainable Development Goals in mind looking at the NSDP; there is now a global consciousness that business must deliver social value.
Financing is crucial but some banks have become allergic to small and medium enterprises in particular due to non-performing loans. To mainstream mining linkages, look at sanitizing the macro environment and getting bank support. One question is how to get the informal sector on board.

We need a 25-year skills development programme as a vital factor in value chain development.

Local content has to be reportable at corporate level; it must be pitched it the same level as quality, health, safety and environment concerns.

The Chambers of Trade and Commerce are asking themselves what they can do to ease bottlenecks, especially in transportation. Yet we sometimes shoot ourselves in the foot – take the new road Takoradi to Kumasi which is being spoiled by heavy trucks.

As we think about rail, roads and tariffs, how are we looking at South Africa, Australia, Canada and Germany as competitors? One participant has an order for equipment from Senegal but it is cheaper for the client to get it from Johannesburg than from Accra.

The Minerals Commission strategic plans have focused more on gold than other minerals. Comments and inputs are welcome for the current Draft Strategic Plan that will help implement the Mining Policy.

Local suppliers are critical in adding value as local one-stop shops focused on exploration and production.

The purpose of the NSDP is to grow capacity for local production.

What is the proper definition of local content? Most goods are imported. Where do we want to go with this new programme? Business as usual or sustainable growth of local manufacturing?

One should not discourage importers. Many needed items are not made here. And it is better for a local firm to import than for the mining company itself to import.

There is a mining training fund set up for critical skills development, with committee members from the Minerals Commission and Chamber of Mines.

Local financing does not need legislation; local banks are not interested because of risk. Incentives are need to encourage local financing, with partnerships and not regulation. Instead of focusing on high-figure financing, there are opportunities for lower level funding.

Local entrepreneurs are not necessarily interested in forming consortiums.

There is inconsistency in the import duty regime. Mines can import grinding media tax free but for a local producer, the imported inputs are taxed.

The reality of the mining sector is that there is no overnight replacement for many imports.

Information and presentations from this workshop should be disseminated to SMEs in the MOG sectors.

For the Minerals Commission, the goal is manufacturing. There is a five-year procurement plan submitted by mining companies which are expected to attain 100% local procurement of items on the procurement list. If the item is not made locally, the mining companies are meant to buy from a local supplier/importer.

Exploration must be considered as part of the pipeline. The issue is how to make it attractive and on par with activity in other West African countries. There is plenty of money in exploration and procurement is a key starting point for the industry.

The oil exploration fund should be extended to strengthen the MOG value chain.
Suppliers need more information on the needs of mining companies.

Local content needs clarification in terms of maximum proportions of imported inputs in a local manufacture.

Conclusion of Day One

Wrapping up the day’s proceedings, Dr. Kojo Busia said the time for Ghana’s Country Mining Vision had come. Ghana needed to take advantage at national and regional level of the clear opportunities in the upstream value chain, where annual procurement spending amounted to amazing figures. Ghana needed to operationalize the NSDP to be able to use the mining sector to industrialize the economy and build the capacity of firms and the workforce. This meant going beyond a limited local content policy and towards the goal of systematic and coordinated programmes to promote local manufacturing from upstream to downstream. Ghana could also learn from other countries diversifying from raw materials.

Dr. Busia indicated the importance of having a Skills Development Fund and a National Council of Skills and Innovation as an interface between industry, training and research. Ghana needed to encourage competitive skills and supplier development in tandem with improving infrastructure. The BGR procurement model would need to be adapted for the local context to help the Minerals Commission and suppliers. This would mean disaggregation of data and better information on opportunities for investors. One example was caustic soda production, which would need a regional market to reduce cost and enhance efficiency. Similarly, supply chain capital does not have to come entirely from domestic sources but could come through joint ventures and regional financial institutions.

Day 2 – National Suppliers’ Development Programme Launch

Day Two of the workshop saw the formal launch of the NSDP by Vice President Mahamudu Bawumia, represented by Professor George Gyan-Baffour, Minister of Planning. There were also presentations by Minister of Lands and Natural Resources, John Amewu; the Minister of Trade and Industry, Alan Kyerematen, along with other presentations and panel discussions during four plenary sessions.

Summary of Keynote Address and Formal Launch of the NSDP by the Vice-President of Ghana, Mahamudu Bawumia (represented by Minister of Planning George Gyan Baffour)

Vice-President Bawumia’s address began by noting that Ghana’s industrial strategy is encouraging businesses to create and capture more value at home and engage in international trade to grow the economy. It is important that our assets and factor endowments are used to drive diversification. Ghana has been mining gold for over a century and despite the industry’s significant contribution in terms of tax payments, investment inflows and export revenue, few local companies have been able to take advantage of the in-country spending by mining industry on goods and services. Total spending by large-scale gold producers alone is about US$1.2 billion annually, or 3% of Ghana’s GDP.

Some mineral-rich countries such as Chile, Peru and Brazil, which had living standards roughly comparable to Ghana’s a few decades ago, managed to diversify their economic base by using...
their mineral sector as a launching pad for industrialization and service provision. They implemented policies that encouraged companies to deepen linkages, not only within the mining sector, but also with other sectors of the economy, and engage in international trade.

Ghana’s economy remains concentrated on a few raw commodities and its private sector remains weak and unable to create sufficient jobs. To change this, one of the priorities is to build solid and efficient industries. The gold supply value chain should be the most urgent priority.

To reverse the trend of commodity dependency, African Heads of State adopted the Africa Mining Vision in 2009, a truly transformative paradigm change. Like other African countries, Ghana has internalized the AMV to bring a fundamental shift in its economic trajectory.

To this end, Vice-President Bawumia announced that the government, in collaboration with the mining industry and domestic businesses, is setting up a national programme to support the development of world-class and competitive supply chains. The goal is to use the mining sector as a launching pad to stimulate economic linkages, so that Ghana can become a supply hub for large industries operating locally, and beyond our frontiers. The value of regional spending by the mining industry is a low-hanging fruit which can be a critical catalyst for Ghana’s industrial development.

This National Suppliers’ Development Programme (NSDP) comes at an opportune moment. It builds and expands on existing policies, such as the local content policy, the One District, One Factory policy and the strategic anchor initiative. It also builds on initiatives that mining companies have successfully rolled out at their mines. Scaling up those laudable initiatives at national level will provide sufficient scale and markets to help small and medium enterprises to upgrade themselves along the value chain.

The government is committed to break the silo in which the mining industry has traditionally operated. In order to facilitate more investment, partnerships and joint ventures, red tape must be replaced with red carpets to make business less costly and to improve the competitiveness of our industries. Third, to meet the mining industry’s need for quality and competitive inputs, the NSDP will support our local businesses by easing critical supply-side constraints and providing tailor-made support to overcome technical challenges affecting the ability of local business to compete with imported goods.

Creativity and innovation must be stimulated to upgrade the quality of our products. The government will encourage substantial investment in our engineering and research institutions and other factors of competitive advantage, creating centres of excellence in areas such as the Suame Magazine and a large pool of engineers essential to ensure success in manufacturing industries.

Fourth, human resource and skills development is a critical pillar of national engagement to provide the necessary tools for the labour force to access better paid jobs. More will be invested in science, technology, engineering and mathematics to build the skilled labour force needed for tomorrow’s jobs.

Fifth, Ghana has the capacity to become a pioneering regional hub for mineral supply chains. To achieve this, we first need to break the barriers across West Africa and collaborate with regional partners, so that our suppliers can also service the regional market. The NSDP will seek access to international markets, once local suppliers are competitive and ready to do so.

Last but not least, we are conscious that our policies need to be coherent and consistent and we will strengthen our institutions to ensure that the outcomes are consistent our ambition to make Ghana a prosperous nation.

The NSDP will no doubt catalyze Ghana’s industrial development. But for this to materialize, Government cannot walk alone. It is committed to a truly inclusive, multi-stakeholder process that serves the interests of every sector and partner and the common objective of a transformed, prosperous and equal nation. Ghana is also working very closely with international partners to gather the best technical knowledge and support to turn our country into a competitive supply hub.

Vice-President Bawumia acknowledged the support of two institutions in particular. First, the Africa Minerals Development Centre (AMDC) has provided technical support in providing a complete diagnosis of the mining industry and the potential for upstream linkages for local industry. Second, the African Centre for Economic Transformation (ACET), as the leading think-tank for structural transformation of the continent’s economies, has been a keen partner in this effort, leveraging its multi-country work on local content and value addition in the minerals, oil and gas sectors not only in Ghana but throughout the continent. The government looks forward to these two Pan-African institutions accompanying Ghana on the journey towards a structurally transformed and industrial economy.

He recognized the support of the German Government through the Federal Institute of Geosciences and Natural Resources, which has worked closely with the AMDC in providing an economic model to back the decision-making process with evidence and data.

Furthermore, Ghana is deepening its South-South cooperation. A delegation led by the Deputy Minister of Mining, Lands and Natural Resources, Barbara
Oteng Gyasi, will shortly visit Chile to discuss concrete areas of cooperation, including on mining supply chain development. An MOU will be signed in that regard to seal our partnership.

With these words, Vice-President Bawumia declared the Ghana National Suppliers Development Programme in mining duly launched.

**Bringing Strategy and Coherence to Supplier Development**

The Minister of Lands and Natural Resources, John Amewu, described the NSDP launch as a significant point in Ghana’s adoption of the Africa Mining Vision into its own Country Mining Vision (CMV) to ensure that mining makes an optimal contribution to the economy. In a speech read on his behalf by his Deputy Minister Barbara Oteng Gyasi, he noted that local industry needed two-pronged support to take advantage of potential opportunities. From the policy side, this included removing bottlenecks and providing or facilitating access to finance and improved infrastructure. From the industry side, capacity building was needed to enable local suppliers to meet the requirements of mining firms.

Mining sector supplier development programmes (SDPs) were not new in Ghana. At the micro level, some mines had promoted supplier development initiatives to acquire and maintain a social licence and/or enhance the positive impact of their operations in local communities. At the meso level, the Chamber of Mines had encouraged collaboration among the mines to include SDPs in their corporate social responsibility (CSR) activities, which otherwise tended to be more for general services and the convenience of the mining companies. At the macro level, the Minerals Commission, Chamber of Mines and the International Finance Corporation (IFC) had tried a partnership to connect research institutions and universities with the world of business. The NSDP would encourage strong partnership between industry and local suppliers through regular consultations and joint initiatives for strategic development. Mr. Amewu concluded by appealing to all participants to support the NSDP to optimize the benefits of the mining industry for Ghana’s economy and people.

**Unalloyed Support for the NSDP from Ghana’s Chamber of Mines**

The President of the Ghana Chamber of Mines, Kwame Addo-Kufuor, said it was privilege to be part of the NSDP, which had enormous potential to unlock the value embedded in the supply chain and value addition sub-economies of the mining sector, and to drive the government’s agenda for industrialization and job creation.

Ghana’s gold mining sector is the primary source of foreign and tax revenue in Ghana, yet its contribution to the non-mineral economy is limited.

In 2013, the Ghana Chamber of Mines and International Council on Mining and Metals engaged Steward Redqueen and African Center for Economic Transformation (ACET) to undertake a study on the life-cycle contribution of mining to Ghana’s economy. The findings suggested that the value added by the mining sector – the monetary value of the direct, indirect and induced multipliers – to Ghana’s economy in 2013 was equivalent to 3.2% of GDP. Data from the Chamber of Mines in turn show the physical input demand of goods (excluding diesel and electricity) by producing members of the Chamber averaged over US$1 billion in the last seven years.

In order to maximize opportunities in the mining value chain, collaborative work between the Chamber, the
IFC and Minerals Commission identified some inputs used by mining companies that could be produced competitively in Ghana. This resulted in publication of the first procurement list in 2014 and the second edition in 2015. In all, mining companies are expected to procure 19 items from in-country suppliers or manufacturers.

According to the Minerals Commission, mining companies spent US$394.8 million on procuring these items in 2016. Of this amount, the value of actual procurement from local manufacturers such as Interplast and Carmeuse Ghana was US$206.5 million, equivalent to 52.3% of total expenditure on the 19 items on the list. The remnant of US$188.3 million was spent on items directly or indirectly from foreign producers.

The Chamber endorsed the NSDP and was developing a portal on local content to provide information on strategic opportunities in the mining sector. Besides ensuring that local manufacturers and suppliers had more visibility in the mining value chain, the portal would also generate interest in local manufacturing of imported inputs. According to the Redqueen and ACET study, a 25% in mining sector local procurement would result in an additional 9,000 jobs.

However, there were structural challenges to be addressed, as had been noted by ACET, AMDC and BGR. As steps were taken to address these problems, Mr. Addo-Kufuor promised the Chamber’s unalloyed support in positioning the mining sector as the catalyst for industrialization.

Support for NSDP by Ministry of Trade and Industry

The Minister of Trade and Industry, Alan Kyerematen, said the government of Ghana had a very clear strategy for industrial transformation and job creation which factored in small and medium enterprises (SMEs) as the largest component. In a speech read on his behalf by Deputy Minister Robert Ahomka Lindsay, he said micro, small and medium firms must be included or the whole effort would be doomed to failure.

The government was implementing a 10-point industrial transformation agenda. Two key areas were industry revitalization, with a stimulus package to help distressed but viable industries and the “One district, One Factory” policy to drive industrial development from district level. The government envisaged new anchor industries (after gold and cocoa) such as aluminium, iron and steel, automobiles, pharmaceuticals, and industrial starch.

SMEs would receive assistance through the National Board for Small-Scale Industries (NBSSI) and Gratis Ghana, both refocused and resourced to help SMEs gain strength in the value chain.

The government’s vision was complemented by the NSDP, itself a structured effort to get SMEs into the value chain. With at least 14 economic sub-sectors wanting to do have a suppliers’ programme, the government would work with all interested parties on developing a full national programme. The Ministry of Trade and Industry (MOTI) was elated by the work already done by AMDC, BGR and ACET towards a national programme and would push for deliverables, such as bringing consistency to the local content laws. The ministry recognized the need for a pull factor, with infrastructure provision to support SME growth, as well as mapping of business opportunities. Mr. Kyerematen said MOTI was extremely supportive of the NSDP.

PLENARY SESSION 1: Policy Challenges and Recommendations for Moving the NSDP Forward

Chaired by Julius Gatune of ACET, the panel comprised Papa Bartels (Ministry of Trade and Industry), Collins Anim Sackey (Minerals Commission), Jacob Osei Yeboah (Vitalsource Ltd.), and Yao Graham (Third World Network – Africa).

Summary of observations of panel members and workshop participants

- Local content (LC) policy seems geared more towards the mining sub-sector but should address all sectors (agriculture, services and industry). Similarly, the NSDP must embrace all sectors.
- The policy review has been done, there is a draft Cabinet memorandum for the NSDP that will eventually reach Parliament.
- A council/body and an electronic platform are needed to monitor critically what goes on in the suppliers’ space. We need to consider where to locate such a council – Office of the President or Vice-President were proposed.
- Without a central coordinating body there will only be talk shops. That body should not be government – let government be a stakeholder. Most policies are not working because of the government’s heavy hand trying to use political solutions. The government role of creating an enabling environment must remain its priority.

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LC regulations have been in operation for the past five years and have seen some improvement. There is a need for a national LC agency for coordination and coherence. On supplier development, pertinent issues include the lack of technology for local production of certain inputs, along with production capacity and quality.

How do we grow the national economy and maximize production of goods and services? There is a challenge of policy incoherence – historically, the incentive regime has been set to attract foreign direct investment (FDI) with a view to revenue optimization and on the assumption of future benefits. If the new emphasis is on more LC, then there is tension between this aim and existing FDI. The appropriate distribution of incentives is in the domain of trade policy. So inter-agency coordination is clearly important, along with attention to detail – the micro within the macro – and a long-term view (which is not one of Ghana’s attributes, given our policy continuity problem). With the current emphasis on FDI, there is competition with neighbours. How then to move to cooperate in supply chains? There needs to be discussion of an ECOWAS investment framework and other trade agreements, and the NSDP must take these into account.

The current 17.5% tax rate is a disincentive for mining companies and should come down by 5%.

The priorities are: create awareness, identify stakeholders, communicate the vision clearly; then choose the leaders to inspire, influence and motivate people in the value chain to work in a coordinated manner.

SMEs need support from the banks – if banks see opportunities to make money, they will go there, thus incentives are necessary. Indeed, banks tend not to understand the mining supply chain and have no risk-mitigation strategy to help customers succeed.

There are some suppliers, but manufacturing has been declining for years and the services sector is mostly small scale. There is need to clarify the steps and inter-relationships in local content development, involving local suppliers, local production with local finance and local materials. The reality of policy and practice has not in the past supported this kind of development. What targets will be set for the next generation? Countries like Brazil and China offer some lessons to learn but no template. One lesson of history is that the state is an important actor in late developing countries (including Germany and Japan). The US$2 billion Cocobod raises to buy cocoa every year is an example of public/private interaction, for a raw material. Could this be replicated with suppliers? Fund raising shouldn’t be a problem – Saudi Arabia for example is selling 5% of Aramco – just talk to the multinationals.

In China, the government is everything and makes the decisions. We need to identify firms on the ground with potential, their strengths and weaknesses, so we can push them.

We need to profile the Suame people, build a register of their background, skills and capacity. A value chain is not linear, but more complex than that. Without clear information, the first step is to profile suppliers and producers, and capacity building is critical for progress.

Many Ghanaians are working around the world as experts in MOG sectors. We need them to help us move forward. The government comes in with a jobs-for-the-boys’ mentality. We know that being a minister does not make you an expert in mining. Get the expert advice in, for progress and success. The proposed coordination body must be run like a business. There can be a government representative like on mining company boards, to advance government interests.

A word of caution – entrepreneurs will get involved if they see a profitable niche. Beware of another body, committee with a bureaucracy, official cars etc.; use existing organisations. And beware another tax on mining companies – they can decide to leave.

PLENARY SESSION 2: Institutional Framework to Promote the NSDP

Chaired by Kojo Busia (AMDC), the panel comprised Augustine Otoo (Ghana Investment Promotion Centre), Casper Dzomeku (Independent mining consultant), Benjamin Boakye (African Centre for Energy Policy), and Alhassan Atta Quayson (Winneba University).

Summary of observations of panel members and workshop participants

- Mining supply is a technical field that needs interdisciplinary experts and proper structures, clear roles and responsibilities.
- Cross-sector learning: there should be no delay in taking up opportunities and we should see what can be delivered with existing institutions such as the Minerals Commission and Ministry of Trade and Industry, and overcome the old problem of ministries not talking to each other. For example, how could the Ministry of Agriculture make more
coconut husk available for local industry? Inter-ministerial diagnosis is required for good cabinet decisions. If the Petroleum Commission is thinking of building capacity, how does the Ministry of Education get involved – they should be able to identify sector needs. We need a comprehensive approach rather than creating multiple layers that will become a cost to the country – we are good at killing one institution and setting up another.

- We have enough institutions but they are not proactive enough, because of the incentive structure. The Minerals Commission has tonnes of data but it is extremely hard for suppliers to get information. All data gathered and received in a year should be made available to the public. Targets must be set for institutions to deliver data. The petroleum sector has good information on suppliers whereas the mining sector has gaps in that respect. Improve the incentive structure and set targets for institutions.

- We need independent institutions not captured by politics. Any Enterprise Centre needs broader focus and coordination to go beyond the mining sector. We have the Ministry of Environment, Science, Technology and Innovation already; perhaps we need a Ministry of National Productivity and Innovation.

- The Ghana Investment Promotion Centre is mandated to coordinate all investment activities and hopes the NSDP can move forward through national collaborative efforts.

- The Ghana Standards Authority has a critical role to play.

- We must think of international competitiveness. Why do we want to twist mines’ arms over local content when local suppliers are not competitive?

- 27% of graduates leave the country. We need diaspora recruitment to help fulfil the private sector development vision.

- MOG companies set up and ran the Enterprise Development Centre in Takoradi for five years then handed it over to the government, which was not prepared. Forget new institutions – people look at them as opportunities to make money.

- There are enough institutions. We need synergy between them to start NSDP implementation immediately.

- Mining companies have key performance indicators – deliver or you are gone.

PLENARY SESSION 3: Business and Industry Challenges and Recommendations

Chaired by Eugene Owusu (a Special Adviser to the President of Ghana), the panel comprised Sulemanu Koney (CEO of Ghana Chamber of Mines), Georgette Sakyi-Addo (African Mining Network), Nsiah Asanti (Ghana Free Zones Board) Wizi Yao Aborchie (mining consultant), and Dr. Chris Kpodar (Solomon Investments). The session featured a presentation by Mr. Koney, summarized as follows:

Formalization of local content in the mining industry can be traced to the promulgation of the Minerals and Mining (General) Regulations, 2012, (LI 2173). This led to publication of a list of goods (numbering 19 by 2015) that mining companies were meant to procure from local suppliers or manufacturers.

However, while Ghana’s Minerals Policy promoted the optimal linkage of mining and the non-mineral economy, the appropriate institutional framework was lacking. The policy was also not properly situated in Ghana’s industrial development policy and the Ministry of Trade and Industry had little role in its implementation. Moreover, implementation of the local content law appeared to favour stockists over local manufacturing, and no explicit guidance was provided for purchasing decisions between stockists and importers. And in implementing the law, regulators overemphasized compliance instead of gradual leveraging to facilitate development.

Analysing 2016 performance, mining companies sourced 92% of their input requirements from the local economy, but only 52% of it was supplied by local manufacturers and service providers, with lower proportions for the following items: grinding media (42%); bolts and nuts (7%); crucibles (5%); chain-link fencing (6%); haulage services (25%); and metal/PVC core trays (0%).

Relatively high cost and frequent disruptions in power supply raised production costs. Electricity was about a third of production costs and helped make the prices of local manufactured goods uncompetitive relative to imports.

Meanwhile, some policies inadvertently encouraged companies to import directly rather than purchase from in-country suppliers. For example, the 3% flat VAT rate passed on additional cost to the buyer, which could be skirted if the company imported directly. Furthermore, the government provided incentives for mining companies but not for mining service companies, particularly dedicated suppliers.
of spares and intermediate inputs. This went against the provisions of LI 2174 (Mine Support Services). There was also the classification of specialized equipment components as generic parts that attract higher customs duty. Other challenges included inordinate bureaucratic delays in response to mining company demands; inability on the part of suppliers to consistently provide quality products; an inadequate environment, health and safety culture; and weak macroeconomic fundamentals.

There should be regulatory reorientation for supplier development and an oversight role for the Ministry of Trade and Industry in local content policy implementation in order to provide a conducive climate to support business growth. There should also be consistent and coherent application of incentives to encourage outsourcing and promotion of local manufacturing and services, with appropriate controls to avoid abuse. Since local supplier development programmes would invariably entail initially higher input costs, there must be a clear definition of mutually acceptable premiums to be paid by companies, and a plan for developing competitiveness.

The Ghana Standards Authority (GSA) must provide leadership in developing standards to benchmark the output of manufacturers and local companies should in turn work towards gaining relevant certifications such as ISO 9001, ISO 14001 and OHSAS 18001. To this end, the Ghana Chamber of Mines was working on a Memorandum of Understanding with the GSA on standards for the mining industry procurement.

In conclusion, the government should reverse its policy of proscribing industries from accessing cheaper power from hydro generating plants and support the establishment of industrial parks with dedicated and affordable supply of electricity and water. Furthermore, the NSDP should be led by technically and commercially savvy persons to develop local entrepreneurs to produce and supply for the mining industry in Ghana and beyond.

Brief summary of observations of panel members and workshop participants

- It is the government’s responsibility to bring the mining companies to the table to push local procurement further.
- We have to create a National Advisory Council quickly to coordinate efforts, and to collate and share information.
- Capacity building and transparency are important for the NSDP.

- Proof of the NSDP will be seen at ground level.
- Local suppliers have to raise their capacity to meet market standards.

PLENARY SESSION 4: Skills Challenges and Recommendations

The panel was chaired by Peter Amponsah Mensah (Pamicor Ltd.) and comprised William Baah-Boateng (labour economist), Peter Arroja Eshun (University of Mines and Technology), and Dr. Alexander Kwame Archine (Nyansapo College). The session featured a presentation by William Baah-Boateng on Skills Challenges and Recommendations, summarized as follows:

In Ghana, firms across all sectors (including extractives) complain about skills challenges and some import skills to fill the gap.

The educational attainment of the Ghanaian workforce (aged 15-69) is low. In 2015, 10.5% had tertiary education, 19.4% had secondary education, another 19.2% had no education at all, and fully 51% had only basic education or less.

Whereas mining and petroleum generally require 40% of its workforce to have at least secondary education, the figure for Ghana is 29.9%, along with 45.1% of the workers with basic education or less.

Education in science, technology, engineering and mathematics (STEM) is key for the minerals industry, but Ghana is weak in STEM. Output of graduates from public universities in applied sciences declined from 17.6% in 2011 to 12.9% in 2014. Equally significantly, the proportion of polytechnic graduates in engineering and from technology fell from 26.2% in 2010 to 22.3% in 2015 while polytechnic graduates in business and management rose from 73.1% to 77.6%.

Overall concerns with Ghana’s education system include: the absence of practical content; limited or no big-picture problem-solving approach; no attention to development of soft skills (particularly basic communication skills); and poorly equipped laboratories and classrooms and teachers and instructors with low motivation.

Summary of observations of panel members and workshop participants

- If there is going to be any transformation, it has to start from basic education, even pre-primary.

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One reason for the imbalance between humanities and the sciences is that delivering STEM education costs more. The government must bear the cost of boosting STEM.

We have engineers and other scientists but quality is sometimes a concern. It is many years since the culture of “chew, pour, pass and forget” became prevalent.

Issues of quality implicate teachers. They themselves must be well exposed, with regular training and field visits (e.g. in geology).

Education must reflect the needs of industry.

The question must be asked: how much technology transfer has occurred? China provides an example of insisting on technology transfer. Now how do we psych our people up to take the opportunity to learn? We have to be prepared.

Schools mustn’t make agriculture a punishment and maths look like the devil.

There are documents and studies by academia and research bodies lying unused. What motivation is there for our scientists and researchers? Which came first, lack of motivation or lack of funds?

STEM students need practical attachments, for example with Kristo Asafo, Suame and Kokompe.

AngloGold has found the skills gap to be very wide. Its Obuasi training centre is among the company assets to be relinquished. Although the Kwame Nkrumah University of Science and Technology (KNUST) has expressed interest, nothing much is happening. Perhaps the issue has to be resolved through the Minerals Commission and the Ministry of Lands and Natural Resources. The NSDP should use the facility for quality training.

There is an important role for alumni of the University of Mines and Technology (UMaT) and KNUST – helping to facilitate experiential learning, which is so important. We need a structured programme for them to return and contribute in teaching.

We must recognize that after STEM education, the job market is not attractive; it is even discouraging.

There are regulations that companies should train Ghanaians to replace expatriates, but the companies say they cannot find people with the requisite skills?

The education system is too theoretical. Too often, our STEM graduates need retraining. This is not helping industry.

Growth and development of skills must be organic, building up from artisanal and small-scale miners. And mining companies must obey our laws.

Alumni of UMaT are in fact returning to give lectures and other assistance. UMaT thrives on strategic collaboration. For example, it works with Ghana Railways for training as well as with the National Association of Small-Scale Miners.

We need proper internships, not making coffee and running errands. Mentors must prepare weekly reports on one-month internships.

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**Conference Conclusion and Way Forward**

AMDC Coordinator Kojo Busia thanked participants for two days of exciting discussion, analysis and concrete proposals. He expressed particular appreciation for the Government of Ghana’s endorsement of the NSDP and for the participation of government ministers in the proceedings. Extending thanks to the ACET and BGR partner institutions in the NSDP enterprise, he stressed that all stakeholders are equally important in advancing the process. Developing the practical operational modalities for the NSDP will include setting up a steering committee or advisory board. The AMDC will provide the necessary support to make progress, and assisting the Government of Ghana and stakeholders in mining and industry to collaborate and establish this process. He declared, “The agenda is clear, the determination is obvious. It is time to apply political will.”

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