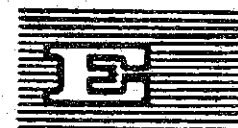




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INFORMATION PAPER CONCERNING A STUDY TOUR ON ORGANIZATION
AND METHODS OF PUBLIC ADMINISTRATION FOR
REGIONAL AND LOCAL DEVELOPMENT
(Yugoslavia - Italy - France: 1-15 December 1968)

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ANNEX

Summary of recommendations

INFORMATION PAPER

The following is a digest of the final report which could not be issued in time for the 9th session of the Commission because of:

- the date of the study tour (1-15 December 1968);
- the participation of the Director of the Seminar on the Management of Public Enterprises, which ended on 21 December 1968.

The final report will give further details on:

- observations in Yugoslavia - Italy - France;
- the feasibility of introducing (modified) Yugoslav - Italian - French systems into Africa;
- the recommendations submitted by the group.

CHAPTER I

Introduction (origin of project)

1. The study tour on the organization and methods of public administration required for regional and local development was carried out in compliance with resolution 172(VIII), under project 123 (b) of the Programme of Work and Priorities for 1967-1968.

Ten senior officials from French-speaking African countries took part in the tour from 1-15 December 1968.

The tour was a follow-up to one organized from 28 October to 6 December 1963 for senior officials from English-speaking African countries, following a recommendation by the United Nations Working Party on Decentralization of National and Local Development (Geneva 1961), under project 51-15 of the Programme of Work and Priorities of the United Nations Economic Commission for Africa. Following this tour, a report (E/CN.14/UAP/17) was issued on 19 June 1964.

CHAPTER II

Participation in the project

In a circular letter [TA 210-1 (560-6)] from the Executive Secretary, dated 18/7/1967, all the French-speaking African countries members of the Commission were invited to participate in the December 1968 study tour.

Considering the kind of problems to be tackled during the study tour, and also the administrative organization of the participating countries, each government was requested to propose a competent senior official:

- from the territorial public administration services (regional governors, regional commissioners, prefects, etc.);
- from the regional planning services (regional development deputies or delegates, officials from the appropriate ministries dealing with regional planning, land improvement, etc.).

The following ten countries consented, and each appointed a representative who took part in the study tour from 1-15 December 1968:

Algeria	Gabon
Burundi	Ivory Coast
Congo (Brazzaville)	Moreocco
Congo (Democratic Republic of)	Senegal
Dahomey	Upper Volta

The French, Italian and Yugoslav Governments agreed to receive the study group, draw up a programme of work, and grant certain facilities.

The study tour took place:

- in Yugoslavia from 1-8 December;
- in Italy (Sardinia) from 8-11 December;
- in France from 11-15 December.

The group of ten senior African officials was accompanied by a Regional Adviser in Public Administration from the ECA secretariat.

CHAPTER III

Purposes of the study tour

The purposes of the study tour were explained in detail in a memorandum (M 68-1083) under the following headings:

- Origin of the project;
- Subject of the study tour;
- Programme;
- Problems to be studied;

The work was itemized as follows:

- Institutional arrangements and methods to encourage regional and local development;
- Public bodies needed for such development;
- Organization of regional and local initiative;

- Population participation;
- Integration of regional and local institutions needed for development in the realm of public administration.

Working methods consisted of:

- Analysing the administrative procedure in France - Italy - Yugoslavia;
- Comparing problems, organizational arrangements and methods in those countries;
- Subsequently working out a syllabus of conclusions, to build up a store of information, knowledge and experience which, with the necessary modifications could be applied to Africa.

The subject of the 1968 study tour was therefore similar to that of the 1963 tour, but adapted to the organizations and administrative methods of the French-speaking African countries.

CHAPTER IV

Studies made (synopsis)

Yugoslavia (1-8 December 1968)

1. Conversations at the Public Administration Institute of the Republic of SERBIA on the following subjects:

- (a) The Yugoslav constitutional system (analysis and significance against the background of a multinational federated State - role of the parties, etc.).
- (b) Administrative organs (Federal - republican - communal).
- (c) Socio-economic bases of the Yugoslav system (autonomous labour organizations - integrated communities - economic chambers).
- (d) Socio-political bases of the Yugoslav system (communes - communes and labour organizations - communes and under-development - autonomous communes association, etc.).

- (e) Problems of regional and local development under the conditions prevailing in the Yugoslav economic and socio-political system - role of the social community in economic planning - patterns, tools and organization of such planning - special problems of under-developed regions.
 - (f) Land improvement and town-planning as part of regional development.
2. Study of an autonomous region's institutions (VOIVODINA)
 - (a) The role, procedure and methods of the Executive Council of the region;
 - (b) Characteristics and problems of economic and social development in the autonomous region (organizational pattern, methods, means).
 3. Visit to a Labour Organization working for regional development; the Danube-Tissa-Danube development and irrigation scheme (role, organization, operation, employees, etc.).
 4. Nis economic chamber (role, organization, operation).
 5. Nis commune (role, particularly as regards local development, organization, operation, etc.).
 6. Final meeting in Belgrade to synthesize the findings.

Italy (Sardinia 8-11 December 1968)

1. Discussions at the President's Office in the Sardinia Region (administrative organization of the region, economic and administrative problems of regional decentralization).
2. Discussions at the Cagliari Programming Centre:
 - (a) Special status of Sardinia;
 - (b) Development plan of Sardinia;
 - (c) Administrative organization of local development in Sardinia.

3. Discussions at the Cagliari Town Hall:
 - (a) The role of the commune;
 - (b) Administrative and financial problems;
 - (c) Economic problems (participation in the island's economic development, problems facing the communes).
4. Discussion at the Consortium for Industrial Development (role, organization, functioning and coordination with public institutions etc.)
5. Visit to regional development projects.
6. Final meeting for summing up.

France (11-15 December)

1. Reception by the préfet of the Languedoc - Roussillon region (discussions on regional and local administrative and economic problems).
2. Reception by the préfet of the Gard together with heads of the major services in the Département (discussions on regional and local administrative and economic problems).
3. Visit to the Société du Canal de Provence et l'aménagement de la région provençale, (Study of the role of a mixed company in regional and local development - organization - functioning etc.).
4. Visit to the National Development Company for the Lower Rhone and Languedoc:
 - (a) Role of mixed economy companies in regional and local development;
 - (b) Coordination with the central and external services of the State;
 - (c) Targets of the company;
 - (d) Organization, functioning, personnel;
 - (e) Visit to technical projects.
5. Visit to the National Market - station (talk on regional administrative problems pertaining to marketing).

6. Visit to the new city of Nîmes (talk on the role of the equipment company in the region of Nîmes, which is responsible for improving the urban framework as part of the regional development).
7. Visit to an agricultural development project, establishment of a new village by the land development company and rural establishment (talk on the role of this company's targets and organization within the framework of regional and local development organization).
8. Visit to the tourist arrangements at Grau du Roi established at the instance of the equipment companies in the department as part of an overall regional development plan.

CHAPTER V

Recommendations

A summary of recommendations arising from the group's discussions is appended to this report (Annex I). These recommendations, which will be fully stated in the final report, are divided into three groups.

- I. Recommendations concerning the organization of regional and local development are sub-divided into four sub-groups;
 - (i) Need to regionalize development plans and to establish administrative arrangements suitable for this action;
 - (ii) Utilization of state-owned companies and enterprises for regional and local development;
 - (iii) Socio-economic organization of regional and local development;
 - (iv) Organization of assistance machinery for regional and local development.
2. Method for carrying out reforms needed for the efficient organization of regional and local development.
3. Recommendation of the group concerning the orientation of the Public Administration Section's work on these problems.

CHAPTER VI

Conclusion

The tour organized by the ECA Public Administration Section was clearly worthwhile because of the qualifications of the African officials who took part in the tour and because of the choice of countries which offered a wide range of experience.

Yugoslavia: Multi-national Federal State having opted for the removal of state control and over-all decentralization and whose operations are based on socio-political communities (communes) and socio-economic communities (labour organizations). Considerable experience of participation by the people.

Italy

Centralized unit State in which the commune constitutes a distinct entity and whose economic and social conditions foster regionalization in the sense of a degree of regional autonomy. Considerable experience in regional economic planning.

France

Centralized and centralizing unit State which has evolved organic formulae for flexible regional and local action adapted to regional and local conditions.

The far-reaching and always frank discussions, the quality and quantity of information exchanged, the tenor of the recommendations, all testify to the success of this study tour. It appears that exchange between the bodies contacted and participants in the study tour will be followed up. Sardinia, in particular, plans to award fellowships to African officers to study regional and local development problems.

The welcome given to the ECA mission by the Yugoslav, Italian and French authorities was in all respects very cordial. But the duration of the mission was too short (1-15 December 1968).

ANNEX

SUMMARY OF RECOMMENDATIONS

1. RECOMMENDATIONS CONCERNING THE ADMINISTRATIVE ORGANIZATION OF REGIONAL AND LOCAL DEVELOPMENT (Regional and local services, public enterprises, various local communities).

NEED TO REGIONALIZE DEVELOPMENT PLANS AND TO ESTABLISH ADMINISTRATIVE ARRANGEMENTS SUITABLE FOR THIS ACTION.

- (a) Need to regionalize the plan so as to identify the potentials of the various regions and to produce for each action cumulative and complementary effects.
 - establishment of homogeneous socio-economic areas;
 - establishment, at the level of the socio-economic areas, of an administrative system suitable for the implementation of an overall integrated development.
- (b) Need for a radical organizational reform of the authority, structures and methods of the public administration.
- (c) Some defects of decentralization which fractionalize authority, break up the unity of the State and are very expensive (scattering of senior staff and other resources). Advantage and problems of decentralization for the benefit of officers responsible for a regional portion of the plan and who have resources under their control.
- (d) Administrative organization, a fundamental factor in regionalization plan:
 - organization of the regional structures and functions;
 - methods of action and operating techniques;
 - appropriate budgetary procedures;
 - need to stress the all-purpose character of the regional services (especially in rural economy);
 - formulation of plans of operations for every service;

- harmonization of the homogeneous socio-economic areas and the areas of action of the services;
- utilization of new management methods and techniques;
- dissemination, at the regional and local levels, of scientific and technological research.

(e) Physical planning constitutes the support for the regionalization of the plan.

(f) Need to organize a regional statistical machinery connected to one national centre.

USE OF STATE-OWNED FIRMS AND ENTERPRISES IN REGIONAL AND LOCAL DEVELOPMENT

(a) State-owned firms and enterprises can help in carrying out regional and local development if they are attached to the administration.

(b) Such bodies are generally different means of managing public funds rather than bodies with a specific legal status. Proliferation of such bodies presents disadvantages; the possibilities of adapting public administration prior to their establishment need to be explored.

(c) The need to set up specific systems of co-ordination between:

- the planning authorities and the technical ministries;
- the planning authorities and State-owned firms, enterprises, and ministries, supervisory bodies;
- State-owned firms and enterprises and regional planning authorities.

(d) The need:

- to improve the supervision and management systems of State-owned firms and enterprises;

to help them in organizing and management by appropriate machinery (specialist services for organization, management and productivity).

MENT SOCIAL AND ECONOMIC ORGANIZATION OF REGIONAL AND LOCAL DEVELOP-

- (a) National development is the projection and not the sum of regional and local interests.
- (b) Arrangements must be made for regional collaboration of economic agencies of all kinds (including social and economic communities).
- (c) Arrangements must be made for conscious, binding participation of the people by appropriate organization and methods.
- (d) The role of local communities:
 - regional and local development, an integral part of development, is a State responsibility;
 - not all local authorities are able to act as the necessary supports for development.
- (e) New methods of financing for regional and local developing must be sought (especially to enable the product of savings to be individualized).
- (f) Private investment must be stimulated, evaluated and oriented with a view to promoting regional and local development, particularly by means of administrative, economic, social and fiscal measures.
- (g) Permanent check on coherence in the country's framework of regional and local development (excessive polarization of progress should be avoided, while systematic egalitarianism should be avoided, as it would endanger national development).

ORGANIZATION OF MACHINERY FOR ASSISTANCE TO REGIONAL AND LOCAL DEVELOPMENT

- (a) National entrepreneurs as vectors for regional and local development; need to assist them (methods);
- (b) Need to organize specialist assistance:
 - for regional and local departments and bodies, and thus provide them with the comprehensive character needed for their work;
 - for communities undergoing rapid urbanization;
 - in dealing with special problems, particularly as regards socio-economic communities, etc.

2. METHOD OF IMPLEMENTING THE REFORMS NECESSARY FOR EFFECTIVE ORGANIZATION OF REGIONAL AND LOCAL DEVELOPMENT.

Every political or economic decision needs an organizational form and management methods that are suited to the objectives laid down by political leaders and the public authorities.

Regionalization of planning, which is indispensable, entails a far-reaching prior reform of administrative structures and methods. The needs of regionalizing the plan are the factors and foundations for reform in the public sector, particularly as regards:

- (a) organization of authorities;
- (b) information system;
- (c) budgetary procedures.

There is need for systematic recourse to modern organization and management methods, a basic prerequisite for making the public sectors permanently adaptable to their work in the developing countries (particularly by promotion of institutions for co-ordination and information).

All reforms should be carried out in accordance with a specific set of methods:

- (a) under a master plan for administrative reform, to be worked out beforehand;
- (b) with the help of specialist organization and management services.

3. RECOMMENDATION OF THE GROUP CONCERNING ORIENTATION OF THE WORK OF THE PUBLIC ADMINISTRATION SECTION OF ECA ON THE QUESTION OF THE ADMINISTRATIVE FORMS AND METHODS NEEDED TO ORGANIZE REGIONAL AND LOCAL DEVELOPMENT.

1. One basic condition for succeeding development plans is a regional and local administration that is suitable for economic work. The ECA Public Administration Section should therefore expand its work in this area. The work should be considered from the viewpoint of adapting State services to regional and local development. The Group stressed that regional and local administrative questions should be studied in future from viewpoints other than those of decentralization and of the so-called local government system, which are unsuitable solutions for many African countries.

2. The following work programme was suggested for the Public Administration Section:

- (a) A study of administrative problems in homogeneous socio-economic areas, with a view to regionalization of planning (devolution of powers of central authorities);
- (b) A study of the forms and methods by which the people can take part in such devolution;
- (c) A study of administrative systems (organization and methods) of local and regional planning;
- (d) A study of the latest management and supervision techniques applied to regionalization of planning;

- (e) A study of the budgetary methods and techniques that may be used in supervising and controlling the operations of regional and local services;
- (f) A study of the forms and methods of physical planning;
- (g) A study of means of concentrating regional economic agencies;
- (h) Organization of statistical departments for regional and local development;
- (i) A study of the forms and methods of regional and financing;
- (j) A study of the forms and methods of administrative use of local authorities;
- (k) A study of ways and means of assistance as regards organization and management for:
 - State-owned firms and enterprises;
 - national entrepreneurs;
 - local authorities;
 - communities undergoing rapid urbanization.
- (l) Organization of polyvalent use of methods in the public sector at the regional and local levels;
- (m) Study of the forms and methods of using State-owned firms and enterprises with a view to regional and local development;
- (n) Study of the forms and methods of popularizing the results of scientific and technical research.
- (o) Methods to be used in formulating master plans for administrative reform with a view to regionalizing planning.

The ECA Public Administration Section should extend its activities in the following fields: