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COMMITTEE I
PROVISIONAL SUMMARY RECORD OF THE FOURTEENTH MEETING

held at Africa Hall, Addis Ababa
on Friday 21 February 1964, at 3 p.m.

Chairman: Mr. SAGBO (Dahomey)

Secretary: Mr. EWING

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ORGANIZATION OF WORK

The CHAIRMAN suggested that the Committee should adopt the same work methods as last year. After hearing a report by the representative of the competent Division, the members would exchange views on the various items on the agenda; a drafting committee would prepare a report for each item considered which after approval by the Committee would be submitted by the Chairman to the Commission in plenary.

It was so decided.

Mr. MAZIK (Tunisia) proposed the election of a vice-chairman who would conduct the discussions if the Chairman should be obliged to absent himself.

The representative of Tunisia was unanimously elected Vice-Chairman.

The CHAIRMAN proposed that a drafting committee should be set up, composed as follows: Chairman, Tunisia; members: Algeria, Cameroun, Dahomey, Ghana, Kenya, Mali, Nigeria, Senegal and Sudan.

It was so decided.

ECONOMIC DEVELOPMENT AND PLANNING OR PROJECTIONS (item 5 (a) of the agenda)
(E/CN.14/240)

Mr. PATEL (Secretariat), Head of the Planning Section, indicated that the work of the Economic Commission for Africa (ECA) with regard to planning assumed three forms: it helped certain States in laying the foundations of their planning Congo (Leopoldville); it gave suggestions and advice on existing or projected plans (Ghana, Mauritania); finally, it promoted drawing up development programmes suitable to the particular conditions of Africa. In view of the fact that the African States have, generally speaking, very similar difficulties, the advantage of exchanging experience and information relating to planning was easily understandable. There were at present eighteen development plans in Africa, but most of them were still in the initial stages of execution. Until now the secretariat had concerned itself mainly with assembling the information available on the matter; it would then proceed to evaluate it on a regional and sub-regional level and prepare an analysis which it hoped to submit to the Commission at its next meeting.

Demography was also one of the subjects on which the Planning Section was engaged. The secretariat had just concluded an analytical study which it had submitted for comment and further information to African and foreign specialists and which would be published as soon as it had been reviewed and completed. A demographic training centre should be set up at Dakar on the pattern of the one in Cairo; negotiations to that effect had been started with the Senegalese authorities, the Population Council and other organizations concerned. Finally, the member States could always call upon the assistance of demographers attached to the ECA as regional advisers.

Economic planning was perhaps a difficult task, but social planning, in view of the shortage of senior staff and qualified personnel, was even more so. For that reason the ECA had given very close attention to the question of incorporating social development programmes in development planning as a whole. For the time being the secretariat had been trying to separate the various questions and analyze policies, but had not attempted to lay down any doctrine as to the size, distribution and trend of the investments to be set aside for the social sector. It had hoped to get started on that task during the year and intended to organize its work according to the views expressed by the members of the Commission during consideration of the report of the group of experts (E/CN.14/240).

Mr. TIEBILE (Mali) regretted that the authors of the report which the Commission had examined had not attempted to outline a planning method and had not brought out sufficiently the importance of global planning as opposed to sectoral or indicative planning.

In order that the African countries might better know and understand each other, they would be wise to initiate a comparative study of their respective plans, which would greatly aid national technicians in determining priorities. It would thus be well to ask the ECA first to collate existing plans, have them translated and place them at the disposal of the member States, and then compare various planning techniques in order to work out criteria. In other words, the ECA should examine the question in detail; the group of experts had done so only superficially, undoubtedly because of lack of time.

For Mali the foremost problem was that of lack of senior staff and qualified personnel, hence the importance of education. With regard to public health also the group of experts seemed to have taken a traditional criteria as their starting point, whereas the situation should be studied from an entirely new angle.

With regard to the administrative aspects of incorporating social development programmes in development planning as a whole, he observed that the question depended on the importance attributed to the planning services: where planning was mainly intended to develop the economic sector, the planning body was omnipotent; but where a certain latitude was left to other sectors, integral planning, with all the cohesion it implied, could not be expected. In each case the analysis which should be made would tend to determine to what extent the failure or success of a plan could be attributed to the structure of economic development and to the role of the planning body within the political or State apparatus.

On the other hand, it should be recommended that schools of statistics be established in the demographic training centres of Cairo and Dakar because in the African countries, which show a growing tendency towards guided development, the statistical element was being called upon to play a preponderant role.

Finally, Mr. Tiebile expressed the wish that from now on study groups be organized in such a manner that their work would be limited to specific subjects so that they would be able to treat them thoroughly and not merely touch upon them for lack of time.

Mr. OCHS (UNESCO) said that since 1962, at the meeting of the African Ministers of Education, held in Addis Ababa under the sponsorship of UNESCO, it had appeared that the development of education, considered under the double aspect of quantitative expansion and qualitative improvement, could result only from planning undertaken as part of general economic development. The Addis Ababa plan thus defined a certain number of directions in which those efforts should be oriented. That involved, among other things, adapting education so as to give it a content closer to African realities and to provide for the cost in terms of the rate of growth of national income and public expenditures. That type of activity

on the regional level had again been closely examined during the Paris meeting in 1962 and would be dealt with again very soon during the Abidjan meeting.

On the other hand, UNESCO had tried to promote planning on the national level. Groups had been set up in various countries to get planning off to a good start: they included an educator with all-round competence, a statistician and a UNESCO economist, who were at times assisted by an agricultural education specialist from FAO and a labour survey specialist from the ILO. They proceeded to take an inventory of the situation and estimate training needs as well as the priorities to be determined both within sectoral educational planning and as part of the whole plan. Moreover, the Dakar Institute included a small section on planning managed by UNESCO, whose mission it was to train national staff in the techniques of educational planning and to introduce those responsible for planning as a whole to those techniques. UNESCO, it could be seen, had not advocated an indiscriminate expansion of education. On the contrary, it recommended a wise planning of education so as to co-ordinate expenditures with available funds and to ensure that the best use be made of them.

Mr. MENSAB (Ghana) declared that to ensure the success of development programmes it would be necessary to begin by choosing the most appropriate type of social investment so as to have at disposal ultimately a labour force best fitted to carry out those programmes. Social investment has two aspects: education and health.

The type of education to be given priority would be technical instruction up to university level. It was therefore strange to read in the report of the group of experts (paragraph 45), that the students should finance their studies on the basis of a system of loans. In view of the situation in Africa that was a wrong approach to the question: university education, particularly if properly directed, was a productive investment and not a luxury.

An effective policy of health protection would be necessary as the health of workers would have repercussions on productivity, just as good housing conditions influenced health and productivity.

The proportion of resources set aside for social planning would depend on the contribution it might make to the development of national wealth, which would have to come before any expenses relating to luxury social services such as parks, playgrounds, unemployment benefit, etc.. That was why the developing countries would have to give priority to socially productive investment.

Mr. OKELO-ODONGO (Kenya) noted that to improve the situation of African farmers social development would have to be linked to economic development.

One of the first matter to be solved was the system of land tenure. The Government of Kenya was approaching that question with caution, but was nevertheless tending towards a specific direction. Although it did not yet contemplate the collectivization of land, it was nevertheless turning towards State property. The development plan provided for the settlement of underpopulated zones and the execution of irrigation plans; the land thus developed would be given to the farmers in ownership, but on the express condition that they cultivate it. In preparing plans the possibilities of establishing villages had also been taken into account. The intention was to ensure stability for the human being and allow him to participate in the development of the country. To do this it was necessary to educate him and make him an African and a human being in the full meaning of those terms.

With regard to education, the Government was convinced that it would first be necessary to solve the quantitative problems as those of quality could be deferred until later. It would also be necessary to train African specialists to assume the responsibility of teaching.

It was clear then that Kenya had embarked upon a course of democratic and African socialism and that in its development programme it had taken into account both social and economic aspects, while making every effort to preserve the traditional values of Africa.

Mr. BARLOW (Uganda) said that the integration of economic and social questions was one of degree since they were in fact always intimately connected, even in non-planned economies. The process of development should be done in stages: in the first stage, the economic aspects should be given the greatest emphasis so as to provide the country with the means of production required. In the second stage the shortage of personnel should be remedied, whence an emphasis on social development. The problem facing the States was therefore to determine the importance to be given at any given time to the economic or the social factor.

Mr. MANKOUBI (Togo) observed that in theory social development should be financed by budget surpluses. But in the under-developed countries it had been noted that since independence social expenditure had increased more rapidly than economic growth, in other words, it had been made at the expense of the directly productive sector. The social development of those countries had been financed partly by national funds and partly by foreign aid. Nevertheless, that might entail risks: for example, a school or a hospital might be built with foreign aid but the State might have neither the interest, resources or personnel required to ensure its subsequent operation. It would therefore be interesting to know if certain countries had succeeded in solving that difficulty. The Economic Commission for Africa might make a study of the effects of foreign aid on development in all the African countries.

Mr. NOAH (Sierra Leone) was happy to note the report of the representative of UNESCO because until then he had feared that the ECA had not concerned itself sufficiently with educational planning. Nevertheless, the ECA ought to adopt a more positive attitude with regard to education, as no other factor was so apt to increase productivity.

A distinction was often made between education and training. Certainly that distinction existed, since the ILO was responsible for training and UNESCO for education, but it was not a useful one and might give rise to conflicts of competence on the national level. The ECA should therefore take up this problem, as if it involved one and the same question. The African States did not expect it to limit itself to gathering information but to lay down the guide lines for the development of education in Africa.

Mr. RABEDAORO (Madagascar) recalled that it was not enough to educate the young. It was necessary to follow their activities after they leave school, to give them work and see to it that they did not get discouraged on reaching the threshold of their adult life. Too often when dealing with development, psychological factors had been neglected whereas the duty of all was to fight obscurantism. It was necessary first to uproot ancient beliefs and prejudices and awaken in the African, who until now has had only the family consciousness, an inter-African or even international consciousness. To do that the ECA would have to provide a doctrine on the basis of observations from all countries of the world, particularly from the African countries.

Mr. MWILU (International Confederation of Free Trade Unions), spoke at the invitation of the Chairman. He regretted to note that the question of manpower had rarely been treated in the documents of the ECA. In certain countries, and particularly in the three countries of East Africa, technical facilities and capital had increased considerably during the last decade, but the total labour force had remained stationary, an inevitable consequence of mechanization. It was the duty of Governments to absorb unemployed manpower. If they wished their development plans to succeed, they would have to take social needs into account.

Mr. SHOKEIR (United Arab Republic) observed that to be really useful, educational planning must become a part of long-term planning. On the other hand, educational planning would not only have to provide for the training of a large number of specialists but also preserve the desired equilibrium between the various categories of specialists trained.

Mr. AMETHIER (Ivory Coast) said that it would be useful to define integral planning. In his view global planning did not exist because in any case plans were merely indicative.

On the State level, the first question was the percentage of public funds to be allotted to social development. The Ivory Coast had no Government directed plan, but only ten-year projects which showed the general line of action.

The purpose of the action in view was essentially to combat primitive customs and beliefs which were often factors of discord and obstacles to development, and to train the staff which was lacking. In particular, measures had been taken to keep the young in the country areas and, in a general way, to prepare future generations to face the conditions of modern life. The African States undoubtedly benefited from the aid of specialized institutions, but it was equally important for them to set aside a large part of their revenue each year for the social sector.

Mr. CURTIS-DORE (Guinea) said that in Africa, where development still depended largely on the education of the masses, one could not speak of "productive" investment and "unproductive" investment, as the entire social sector could be considered as profitable, in the sense in which the term "performance" was used in paragraphs 34 - 36 of the report of the group of experts. It was to be regretted that the experts had not really gone thoroughly into the question of education. It would be wise in fact to study more closely what might be called "in-service training", which might proceed from existing structures to raise progressively the productivity of the masses. Thus instead of sending engineers to the countryside, rural leaders might be sent who would begin, for example, by explaining the superiority of draught animals over hand portage. That would be a direct type of investment which would be profitable on a very short-term basis.

On the other hand, it was necessary to protect traditional values of Africa: if the African were concerned for his future, he would also wish to preserve the traces of his own civilization. It seemed that that aspect of the problem had not received sufficient attention.

Finally, social security should be organized and intensified, and extended to the remotest towns and villages, which were the very foundation of national prosperity. Although it was clearly necessary to train personnel, without whom no activity was possible, the major effort should nevertheless be on behalf of the masses.

Mr. ESSOME (Cameroun) said that man was the centre and purpose of all economic and social planning, for planning was only one of the means for ensuring the satisfaction of his needs as rapidly as possible and in a co-ordinated manner.

Experience in planning was quite new in Africa and still suffered from the uncertainties inevitable in any new institution. Methods had not yet been established, although they were developing satisfactorily in the direction of greater participation of the populations in the preparation and execution of plans. The role of the political authorities in planning was important as it would be for them to set the objectives appropriate to the social and institutional patterns of the nation to which they would be, in the last analysis, responsible. The political authorities gave the planner general directives which the latter translated into economic reality. Three or four countries in Africa had already acquired interesting experiences from which other States might well profit. Cameroun, for its part, was preparing its second plan according to a tested method, based on the use of national accounts which would make it possible to establish the equilibrium desired between the various sectors. It was trying, among other things, to bring about a more equitable distribution of income and tackle the thorny problem of land reform, which was particularly acute in Africa despite its vast uncultivated expanses because of the fact that by custom traditional groups had constituted themselves the owners of the lands.

The advancement of teaching, which had been so justly stressed during the discussion, was a long-range task. Despite the reluctance of specialists, educational expenditures constituted a very long-range investment belonging to long-term planning.

Planning, an almost magic word in Africa, had nevertheless not yet been exactly defined. Africa lacked planners and it was often the statistician who assumed that role. An increasing number of specialized bodies was being established, but their officials were not always sufficiently aware of the requirements of so new a discipline. Closer relations would have to be instituted between them and the statisticians and, in accordance with the recommendations of the Third Conference of African Statisticians, in their meetings together they would have to communicate to each other their respective difficulties.

The CHAIRMAN thanked the secretariat for the work it had accomplished and which had stimulated an exchange of views. He recalled the following points. The Committee desired the ECA to pursue its work on planning with emphasis on methods making global development possible. It attached great importance to balanced social development, as man must be its central concern. It wished to see a statistical training section established at the Cairo and Dakar centres. Finally, it wished the ECA to gather and distribute all available information concerning experiments in planning undertaken by member States. AGRICULTURE (Item 5 (c) of the agenda) (E/CN.14/242, 243, 272 and 278).

Mr. ACOCK (Secretariat), Head of the Joint ECA/FAO Division of Agriculture, explained that in view of the importance of agriculture in economic development in Africa it was only natural that FAO and ECA should join their efforts and have their programmes executed by a joint division and joint personnel. Although the present Order of the Day included only two items on agriculture, the agenda included six, and he would treat them together. The Joint Division of Agriculture had just published document E/CN.14/272 on trends in the timber market in Africa, which had been preceded by a preliminary report (E/CN.14/242) and would be supplemented by a study on the countries of North Africa and South Africa; it would not have to be studied by the Sixth Session but would be sent to various African governments, which would be asked to send their observations to the Joint Division, to be incorporated in a final report for publication before the end of 1964.

Document E/CN.14/243 dealt with locust control and particularly the work undertaken since 1952 in East Africa. As to North Africa, work would begin immediately and a Conference was planned for March 1964. It would therefore be desirable to establish close relations between the FAO Committee on Locust Control and the Joint Organization on Locust Control with headquarters in Dakar.

As to the role of agriculture in the integration and co-ordination of national development plans, the Joint Division had not yet published any document, as the integration of agricultural plans was more complicated than that of industrial plans. In fact agriculture had been practiced in Africa for thousands of years, whereas industry was still in its infancy. Also, 60 per cent of African agriculture was subsistence agriculture for which it was very difficult to work out plans. It remained to find out whether the integration and co-ordination of national agricultural development plans should be carried out on a sub-regional or regional level.

As the Executive Secretary had explained in his introductory message, one of the major factors in development was the transition from a subsistence economy to a market economy; care would have to be taken that transition was not too rapid because there were many difficulties to be solved, particularly the diversification of agriculture, the stabilization of prices of export products, the assessment of the contribution of African agriculture to the economic and social development of the continent and irrigation. The Joint Division had already studied those various matters and published in Volume IV of the Economic Bulletin a study on the problems of irrigation facing Africa. Finally, it had published a document on land reform (E/CN.14/278). In that connexion it would be well to keep in mind that the land system and agrarian policy were not goals in themselves, but that they would have to reflect the goals of economic and social development.

The meeting rose at 6.10 p.m.