



# **AFRICA'S STRATEGY**

**for Development  
in the 1970s**

**UNITED NATIONS**

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## ANNEX

## AFRICA'S STRATEGY FOR DEVELOPMENT IN THE 1970S

The representatives of African countries,

Assembled in Tunis in February 1971 at the first meeting of the Conference of Ministers of the Economic Commission for Africa,

United by their common aspirations and determined to pursue their efforts towards Africa's economic and social development,

Fully aware that, having adopted the principle of self-reliance as their theme, the primary responsibility for the development of the countries concerned rests on them,

Convinced that the central objective of all their efforts is the establishment of self-sustaining economic growth and welfare,

Bearing in mind resolution 187(IX) of February 1969 on commemoration of the tenth anniversary of the Commission and resolution 189(IX) of 10 February 1969 on the organization, structure and functions of the secretariat of the Commission,

Convinced that the international community has an obligation to create conditions under which African countries will have the means and the opportunity to develop their respective resources to enable their peoples to lead a life free from want and fear,

Further convinced that the direct participation of the African peoples in formulating and appraising development plans will greatly facilitate their implementation,

Noting that the seventh Assembly of Heads of State and Government of the Organization of African Unity held in Addis Ababa in September 1970 established a programme of priorities for economic and social development of Africa during the Second United Nations Development Decade,

1. State unequivocally that their countries are determined to contribute to one another's development;

2. Decide to chart a strategy for Africa's economic and social development in the 1970s as part of the global International Development Strategy for the Second United Nations Development Decade adopted by the General Assembly in its resolution 2626(XXV) of 24 October 1970;

3. Recommend that the strategy for individual member States should be concentrated on a limited number of key areas and activities and suggest in this document a series of issues and measures which may require special attention within the context of the economic, social and institutional development of each individual African State during the 1970s;

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4. Recognize that in the Economic Commission for Africa the United Nations has provided an instrument for assisting African Governments, and set out the policies required to make full use of this instrument;

5. Consider that for the implementation of the African Strategy it will be necessary to make appropriate arrangements to keep under systematic scrutiny the progress towards achieving its goal and objectives;

6. Call attention to paragraph 81 of General Assembly resolution 2626(XIV) which confers upon the regional economic commissions, in co-operation with regional development banks and sub-regional groupings, and with the assistance of other organizations of the United Nations system, the main responsibility for appraisal at the regional level;

7. Request the Executive Secretary to initiate consultations with regional bodies and other United Nations organizations with a view to the establishment of an appraisal and evaluation machinery;

8. Invite the Executive Secretary to take resolution 187(IX) as a basis for the implementation of the following Africa's strategy for development in the 1970s:

#### Planning for development

(1) The pluralistic structure of almost all African countries, consisting of a traditional subsistence sector, an indigenous monetized sector and a foreign enclave, poses three main challenges:

(a) A small number of people in each country, generally found in urban centres, constitute the forces for modernization but they are surrounded by vast areas of rural backwardness where the consequences of extremely low productivity are holding back development. The overwhelming proportion of the population in developing Africa still lives in the predominantly subsistence sector with low living standards. There is a comparatively small but growing proportion of the indigenous population living almost completely within the monetized sector where living standards are higher but generally unsatisfactory.

(b) Foreign enclaves which Governments have had difficulty in controlling and integrating into national economies play an important economic role in many countries. These enclaves (comprising externally controlled companies and expatriate personnel) account for a considerable portion of the total gross income in the countries concerned. Because they are some of the principal generators of income they are important contributors to government revenues.

(c) The fact that the participation of the indigenous population in the private sector of the economy is insignificant.

(2) The integration of national economies is therefore of high priority. This integration has physical, organizational, economic and socio-psychological aspects. It requires an effectively co-ordinated programme concentrating on regional

physical planning, integrated rural development, reform of local government, income policies, transport and communications, building and construction, etc.

(3) Two other characteristics call for attention. The first is the extreme dependence of agricultural exports on a limited number of markets in developed countries. The second is the limited relevance of the development of science and technology in the developed world to the problems facing African countries, in particular problems bearing upon the transformation of the socio-economic structures in Africa.

(4) African Governments have in the past attempted to formulate and implement economic development plans within this social, economic, technological and organizational framework. However, their efforts at implementation have in general not been particularly successful. A study of the machinery for formulating and administering development plans in Africa also discloses a singular lack of a system of follow-up and operational control of a plan once it has been launched. It has furthermore become increasingly clear that some of the models adopted were either over-elaborate or otherwise unsuitable.

(5) In order to achieve better results and to approach the targets set for the Second Development Decade, African countries should specify and quantify as accurately as the available data will permit, the objectives of national and regional development. These may be briefly stated:

(a) Effective marshalling of national and external development resources;

(b) Mobilization of all sectors of population for participation in activities which should lead to the integration of the traditional sector, at present the less productive sector, with the modern dynamic sector;

(c) Promotion of structural changes to reduce the almost exclusive dependence on external factors for the initiation of the processes of transformation and development.

(6) In broad terms, the planning strategy should be to identify points of potential leverage in African socio-economic systems and to apply pressure simultaneously to these points. In practice this should imply establishing, in a physical, economic and social sense, backward and forward linkages and promoting spread effects between rural and urban communities as a matter of deliberate policy.

#### Trade

(7) An appropriate strategy for the trade of African countries during the 1970s should have two basic objectives:

(a) To generate structural changes by being a vehicle for transforming African economies from a traditional, almost exclusively primary-producing basis, to a dynamic combination of agriculture and manufacturing industries;

(b) To provide foreign exchange earnings for the financing of development.

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(8) The over-all trade balance of Africa has moved steadily from heavy deficit at the beginning of the 1960s to the achievement of small surpluses at the end of the decade. The annual rate of growth of exports during the United Nations First Development Decade has been more than twice the annual rate of increase during the 1950s. However, this vigour in the export trade of Africa as a whole has been largely confined to petroleum and other minerals; the traditional items that bulk large in its export trade have expanded at a much slower rate.

(9) The basic commodity composition of African exports has not altered significantly. Exports of primary commodities continue to constitute between 80 and 90 per cent of total exports. This heavy weight of primary commodities can partly be explained by the predominance of the developed market economy countries in African trade. Although exports to the socialist countries of Eastern Europe, predominantly of primary commodities, developed relatively fast during the 1960s, they still account for no more than about 5 per cent of total African exports. Only about one tenth of African trade is carried on with other developing countries, one half of which is with other African countries.

(10) A determined effort will have to be made to remove those rigidities which are inherent in the economic and institutional links between African countries and developed economies and to change the production structure of African economies. In order to maintain and increase the revenue earning capacity of African countries while action is being taken to change the structure of African trade, the following steps should form part of the international strategy for the 1970s, within the large framework of broader or global co-operation, as appropriate:

(a) An international commodity policy to secure remunerative, equitable and stable prices for primary commodities, including the conclusion of a general agreement on commodity arrangements so that there might be uniform principles and models on which all commodity agreements could be based;

(b) Improved access to the markets of the developed countries for primary commodities in their natural and processed form;

(c) Establishment of associations and groupings of African primary producing countries, in co-operation with other developing countries, to enable commodity producers to take action on their own initiative to protect their interests in commodity markets, as appropriate, without prejudice to wider forms of co-operation between producing and consuming countries;

(d) International action to facilitate the diversification and expansion of trade in manufactures and semi-manufactures by African countries;

(e) Improving the competitiveness of natural products through research and development efforts designed to reduce the cost of production of natural products, to improve the quality or characteristics of such products and to find new end-uses;

(f) African countries should harmonize their views in order to arrive at truly joint African positions in all international bodies in which problems affecting their trade and development are being discussed.

(11) The prospects for transforming a country's economy through the growth of the export sector depend to a great extent on the linkages of the export industries with other industries in the economy. The stronger these linkages are, the greater is the effect of a rise in exports on production in other sectors of the economy. Exports of primary commodities in general develop only fairly weak industrial linkages, while exports of manufactures on the other hand have strong industrial linkages. Increasingly, in addition to the export of primary commodities, it is a growing export trade in manufactures that the African countries have to seek. The full potential of this can only be exploited through effective industrial programming and efficient policy implementation.

(12) The dominant position of the developed countries as customers of African products points to a continuing need to pay attention to these markets as sources of revenue in the short run. On the other hand, in the 1970s a determined effort should be made to diversify the commodity composition of Africa's trade as well as its direction, and in particular, to increase trade in manufactures among African countries. Strategies formulated at the international level can only supplement Africa's own strategies and priorities. With this in view, the following measures should form part of the strategy of the 1970s:

(a) African countries should continue to devise, negotiate and put into effect their own practical trade and payments agreements to achieve a better utilization of resources through selective diversification of production;

(b) They should in particular speed up the current bilateral and multi-lateral negotiations or prepare for new ones designed to elaborate mutually beneficial preferential trade arrangements and to create better trade channels between African markets;

(c) They should establish machinery for collaboration, for identification of projects and products suitable for intra-African trade expansion;

(d) They should envisage, as a matter of priority, sectoral negotiations with a view to entering into contractually binding agreements to purchase certain products from each other, thus creating a nucleus for further growth in intra-African trade.

(13) The objectives and measures outlined above are designed to create the permissive conditions for a development-oriented expansion of African trade: Experience has shown that the opportunities created are sometimes not used to advantage. There is therefore the need for promotional activity to stimulate the expansion of existing or new lines of trade. With this in view, the following measures should form part of the strategy for the 1970s:

(a) African countries should develop better and more co-ordinated trade promotion organizations and programmes;

(b) African countries should identify trade incentives and disincentives and streamline their trade promotion policies and procedures.

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(14) Action should be taken to reduce or eliminate the concentration of economic power in the hands of non-nationals. In the modern sector this concentration is reflected in the pre-emption of large areas of commerce and finance by a few expatriate business houses. Through an appropriate combination of measures, including the setting up of national trading corporations, national corporate bodies for the promotion of industry, a national system of banking and finance and accelerated training of nationals, trade and industry can be turned into effective instruments for social and economic development.

#### External financial and technical co-operation

(15) An appropriate strategy for external financial and technical co-operation to Africa during the 1970s should have three basic objectives:

(a) Increasing the flow of external assistance commensurate with the special requirements of African countries;

(b) Facilitating the transfer of foreign technology appropriate to the needs of African countries;

(c) Generating structural transformation and changes in African countries by enabling them to utilize their own natural resources, accumulate their own capital and operate their own economies with a view to achieving not only an accelerated growth of average income, but also more equitable income distribution and more jobs for the rapidly growing labour force.

(16) Africa's share of total assistance to developing countries fell from 25 per cent in 1960 to about 23 per cent in 1967. In addition to the declining share, aid to Africa fluctuated more than for other developing regions. The volume of aid to Africa reached its peak in 1962, when it stood at \$1,777 million. By 1967 it had declined to \$1,610 million. If the 1967 volume is adjusted for changes in prices of manufactures entering into international trade, the amount in 1960 prices is reduced to \$1,490 million. During the same period the net flow of investment income out of Africa more than tripled, from 12 per cent of net official inflow to about 42 per cent.

(17) The total of reported external debt of Africa increased from \$3.3 billion in 1960 to 8.7 billion in 1968. Africa's service payments on external public debt amounted to \$625.4 million in 1968, or 6.4 per cent of total commodity exports. Service payments on external public debt are now as high as 24 per cent of total exports of goods and services for one African country, while the percentage is between 10 and 20 for many others. Since heavy borrowing is a relatively recent phenomenon in Africa, the growth of debt servicing is expected to be faster for the continent than for any other developing region in the Second Development Decade and the years immediately following. United Nations Conference on Trade and Development had projected that debt service as a percentage of exports will rise to 22 per cent in 1975 <sup>1/</sup>.

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<sup>1/</sup> The projected figure of 22 per cent is of course based on certain specific assumptions which are set out in the relevant United Nations Conference on Trade and Development study (TD/7/Supp.5).



(18) The present low level of income and development in most African countries has important implications for aid policy. If the target of 6 per cent annual growth postulated for the first half of the Second United Nations Development Decade is applied to Africa, it has been estimated that the volume of aid will have to be doubled by 1975. To meet the need for development finance for accelerated economic growth in Africa, the following elements should form part of the strategy for the 1970s:

(a) Within the one per cent target for financial resources transfers from developed to developing countries, measures should be taken to ensure a more equitable distribution so that the region as a whole, and in particular the least developed among African countries, will obtain an adequate share of these transfers;

(b) An appropriate link should be established between the Special Drawing Rights and the provision of additional development finance;

(c) Assistance should ideally be provided as grants and/or interest free public loans, but it should at least be tailored as realistically as possible to the needs and repayment capabilities of individual African countries with a view to reducing the increasing burden of debt servicing on their balance of payments;

(d) In keeping with the principle of self-reliance, African countries with persistent surpluses of saving should provide financial resources for profitable investment in other African countries through the African Development Bank or SIFIDA;

(e) Efforts should be made to ensure that financial and technical co-operation contribute to a fuller mobilization of indigenous resources, through, inter alia, larger financial contribution towards local costs, technical assistance aimed at using indigenous facilities and a realistic programme for training local counterparts and a shift in emphasis from project to programme support.

(19) While an effective aid package must combine capital and technical assistance, one overriding priority can be singled out for African countries, namely, technical assistance of the kind which enables recipients to make the fullest use of their own local resources and of whatever other forms of assistance are offered. It will be necessary also to provide for:

(a) The speedy and efficient negotiation and disbursement of grants and loans;

(b) More effective execution and management of projects;

(c) Strengthening of research and development activities in African countries as a basis for adapting foreign, and at the same time promoting indigenous, technology.

(20) A primary role of assistance to Africa should be to encourage the formation of wider markets, a rational investment policy based on subregional or regional co-operation and greater mobility of skills and private investment.

(21) Africa, more than most regions, is in need of a multinationally planned and executed programme of financial and technical co-operation. The aid effort so far has in many cases reinforced the historical, geographical and political fragmentation of the region, thus aggravating the already difficult problems of co-operation and integration. A strategy for financial and technical assistance during the 1970s should therefore include:

(a) Assistance to facilitate the building up of the necessary institutions within the framework of African multinational co-operation and integration;

(b) Assistance to the development of the necessary infrastructure for the expansion of intra-African trade, including adjustments to the present network of communications, transport, banking and trade institutions;

(c) Assistance to compensate the least developed African countries for handicaps they may have and losses they are likely to sustain in co-operative partnership schemes with more industrialized neighbours;

(d) Assistance to support the creation of regional payments arrangements by financing of credit balances in such arrangements.

(22) A greater co-ordination, between different donors, on the one hand, and between donors and recipients on the other, is required. The main purpose of such co-ordination should be:

(a) To increase the flow of aid and reduce uncertainty as to the amount of aid in the future;

(b) To assess more correctly the needs and priorities within the perspective of a country's long-term development plan to ensure that financial and technical co-operation will be available on a secure basis for plans as well as for individual projects;

(c) Prompt and co-ordinated action for rescheduling or refinancing of debt where the circumstances of an African country justify such special assistance.

#### Mobilization of domestic resources

(23) The basic objectives of a strategy for mobilization of domestic resources during the 1970s should be to:

(a) Increase the rate of growth of African economies;

(b) Provide a basis for independent economic policies and the preservation of sovereignty.

(24) The share of savings in the gross national product of African countries increased from about 12 per cent during the first half of the 1960s to about 14 per cent at the end of the decade. Only East Asia of the developing regions has experienced a stronger increase. The African ratio is, however, still below the average of 16 per cent for developing countries as a whole.

(25) The average tax ratio of African countries for which figures are available has increased to about 16 per cent of national income in recent years from an average of 13 per cent during the 1950s. This is a higher ratio than in Asia, but lower than in Latin America and the Middle East.

(26) African countries must in the 1970s, as they did in the 1960s, bear the main burden of financing their own development. An essential element in the strategy for the 1970s should therefore be to ensure that a rising proportion of the national income will be saved for financing investment. Specially,

African countries should aim at increasing the ratio of savings to the gross national product to at least 20 per cent by the end of the decade.

(27) To evolve efficient measures for domestic resource mobilization, it is necessary to distinguish between the following four major groups of savers, each with very different motives for savings:

(a) The Government whose savings are represented by the excess of tax revenue over current government expenditure;

(b) The business sector, whether corporate or unincorporated, whose savings are represented by retained profits;

(c) Property owners and rentiers;

(d) Personal households.

(28) The fiscal mechanism has been, and will probably remain, at least through the 1970s, a most important source of funds. But a well organized financial system appropriate to the level of economic development reached by individual African countries or by certain leading sectors - including such institutions as commercial banks, development banks, postal and other savings bodies, co-operative societies, insurance companies and institutionalized capital markets - can introduce greater flexibility into the resource mobilization process. Its efficiency should be judged by its ability to attract and mobilize domestic savings and its adequacy in channelling funds towards productive uses. It can in particular play an important role in opening traditionally closed sectors to the "money economy".

(29) Resource mobilization through fiscal policies is subject to various political and economic constraints. The ratio of tax revenue to gross domestic product, and the speed with which it rises, should nevertheless be a test of a country's commitment to development. The following elements should form part of the strategy for the 1970s:

(a) An elimination of the substantial foreign budgetary support still being used by some African countries in meeting their recurrent expenditures;

(b) Reforms of personal and indirect taxation to ensure that the groups which have benefited most from economic development contribute to public needs on a broader and rising basis. In particular, the introduction of technological changes

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in the agricultural sector, combined with improved domestic terms of trade for agricultural products, have sharply improved opportunities for higher farm incomes in certain portions of the agricultural sector which, consequently, both can and should bear a larger share of the tax burden;

(c) Fiscal measures to encourage business savings and investments including reductions in taxes on profits from new investments and tax incentives to encourage reinvestment of profits;

(d) Improvements in the machinery for assessment and collection of taxes in order to reduce the gap that exists in many countries between a formal tax structure with high and progressive rates and a low revenue yield;

(e) Measures to reduce the growth in non-development current expenditure and for earmarking a greater share of revenue increases for development objectives;

(f) More efficient harmonization of budgets and national development plans.

(30) The reform of tax policy and tax administration should serve as an instrument for more efficient mobilization of financial resources and for bringing about a better distribution of income and wealth. However, incentives to encourage business savings may in part offset such efforts. There is already in isolated sectors an excess industrial capacity in many African countries. If, therefore, a country tries to step up its growth rate mainly through an investment effort, without regard to the main structural constraints that limit the growth of demand for its products, the reward to additional investment in terms of higher growth rates may be relatively small.

(31) Savings are an essential component of successful business operations. In addition to fiscal incentives, important ingredients for a strategy for the business sector would include the development of financial systems offering to savers alternative types of investment, including the encouragement of development of unit trusts, if possible with guaranteed interest returns, and providing various types of financing related to its diverse and changing needs.

(32) Within the group of property owners and rentiers, owner-cultivators in general devote a high proportion of their disposable monetized income to investment purposes. The propensity to save of rentiers, such as absentee landlords, is likely to be much lower. The strategy for the 1970s in respect of this group should aim at:

(a) Structural changes in the ownership of wealth in favour of the producing sectors of the group;

(b) Raising agricultural productivity;

(c) Providing motives and incentives for rentiers to invest, together with an effective system of increasing the tax burden of the rentiers.

(33) Personal savings out of wages and salaries depend on the rate of growth of real incomes, on the rate of growth of number of wage and salary earners and on

earnings per head. The strategy for the 1970s for this group should aim at the provision of adequate financial institutions to encourage savings and appropriate monetary and related fiscal policies.

### Industry

(34) The critical area of action is the restructuring of the domestic economy and more specifically the integration of the traditional sector with the modern and dynamic sector. National policies must fulfil the role of transforming the structure of rural production and linking the rural and urban sectors to provide a foundation for a modern economy. The key elements of a strategy linking industry and agriculture include:

(a) The development of small-scale industries based on innovative technology and using local raw materials;

(b) The development of agro-allied industries and industries providing inputs for agriculture such as fertilizers, agricultural machinery and implements;

(c) The development of export industries;

(d) The promotion of industrial research.

(35) Most African countries have small local markets and the purchasing power of their population is low. These constitute a constraint on industrial development. To remove this constraint, collective action must be taken to develop physical infrastructure to facilitate the flow of trade between African States. A formula needs to be established for industrial harmonization, to determine the allocation of specific industries, the sharing of benefits from multinational industries and the ownership and control of such industries and non-African participation where necessary.

(36) For the promotion of small-scale industries, the immediate need is for a system which provides technical support and advice to individuals or groups, market research and marketing assistance, information on investment opportunities and assistance in locating machinery and equipment and the provision of low-cost finance. In this area Governments need to set targets indicating a percentage share of consumer and capital goods to be produced domestically by the end of the decade.

(37) In the area of investment, the roles of domestic and foreign investment will need to be defined; the benefits and costs of private foreign investment will need to be assessed; and policies and incentives formulated in order to ensure that both foreign investors and host countries derive equitable benefits from industrial ventures. Most countries should effectively participate in the management and control of local enterprises through local share participation, granting of shares in lieu of local services or facilities and influence the pattern of investment in the private sector through a suitably designed system of taxation, subsidies and incentives. Work should be started with the view to arriving at the establishment of an African Investment Code, or at least the acceptance of certain general principles which could be incorporated in all national investment

codes. For the public sector to play an effective role in African industrialization, statutory bodies such as national development corporations will need to be made efficient instruments for the direction of industrial investment.

(38) In project implementation, the slow rate of progress is due to:

(a) Failure to discover the right kind of investor, private corporation or partner for a joint venture;

(b) The reluctance of investors new to the region to pronounce on potential feasibility;

(c) Difficulties of agencies local or foreign in promoting enterprises. Governments should insist on securing assistance from United Nations Industrial Development Organization, the Economic Commission for Africa secretariat, multi-lateral and bilateral agencies to enable them to surmount these through such measures as the establishment of efficient industrial promotion machinery.

(39) Industries can become part of national development only when the indigenous population has acquired technical, engineering and scientific skills. It is therefore necessary to provide facilities in the national educational programmes for the training of personnel with the necessary background to acquire technical skills which should include capacity and competence in industrial planning, programming, implementation, and also for the co-operation between African countries in respect of vocational training. In arrangements with non-African partners, insistence should be placed on the transfer of technology through production techniques, research in new products and materials, acquisition of technical "know-how" through licensing arrangements and basic research undertaken locally. Introduction of industrial norms and quality standards are necessary prerequisites to improve the competitiveness of African manufacturing products.

The special problems of the least developed among developing countries and the land-locked and island countries

(40) It is generally agreed that a very large number of the least developed among the developing countries are located in Africa, and that a very large proportion of African countries fall within this category. Since Africa can thus be considered the least developed among the developing regions, priority should be given by the international community to identifying the problems peculiar to African countries and to evolving measures to solve them.

(41) Any determined effort to cope with the problems and handicaps of the least developed countries involve a programme of special measures bearing upon all phases of social and economic life. The aim should be to enable these countries to accelerate their rate of economic development and to carry out necessary structural reforms as well as to derive full benefit from measures taken in the context of an international development strategy for the Second United Nations Development Decade. The various elements that should comprise such a strategy would include the following:

(a) Improving the level of productivity, particularly with a view to increasing their production of foodstuffs;

(b) Supporting their efforts to diversify their economies, including the encouragement of the establishment of integrated industries with strong economic linkages;

(c) Stabilization and continuing increase in their export receipts, an objective which calls for immediate action to ensure the marketing of their products at equitable, stable and remunerative prices. In many cases, urgent measures have also to be taken with respect to the problem of competition faced by natural products from synthetics or substitutes;

(d) Improvement of the institutional structure with respect to public administration, planning, project evaluation, marketing and export promotion, banking and financial services, with special attention to measures designed to ensure increasing national participation;

(e) Mobilization of international financial assistance for the implementation of these measures, including special measures to improve the capacity of the least developed countries to absorb external assistance;

(f) Concentration on areas of special interest to the least developed countries in the design of technical assistance programmes and projects;

(g) Institutional arrangements within the United Nations family entrusted with the formulation, development and review of policies and projects in favour of the least developed countries.

(42) Thirteen out of a total of eighteen land-locked developing countries can be found in Africa. The position of these countries, in particular because of the high costs of transportation, the poor development of their infrastructure; inadequate and inconvenient transport, storage and port facilities; the lack of opportunity to use their own transport equipment and to establish their own transport facilities; and the unfavourable trend of transport tariffs and charges, is a factor seriously inhibiting the expansion of their trade and economic development.

(43) The solution of the special problems of the land-locked and island countries require special measures to be taken in their favour within the region and in the broader framework of the Second United Nations Development Decade. The various elements of such a strategy would include the following:

(a) Detailed studies identifying their most serious bottlenecks to rapid economic development;

(b) Effective recognition of their right to, and facilitation of, free access to the sea;

(c) Priority attention to their financial and technical assistance needs, including the granting of soft-term loans and the provision of funds designed to subsidize their additional transport costs;

(d) Application of special measures in their favour along the lines of those accorded to the least developed among the developing countries.

### Agriculture

(44) Agriculture is the largest industry in most African countries and therefore national rates of growth and development are determined by it more than by any other factor.

(45) The aim during the 1970s is to raise the growth rate of agriculture from the present 2 per cent or less to a minimum of 4 per cent per annum. To achieve this objective it is necessary to define and implement precise policies in relation to:

(a) Land tenure, agricultural research and extension services, agricultural prices, and marketing;

(b) Allocation of funds for land reclamation and irrigation, propagation and dissemination of pure seeds, establishment of fertilizer and pesticide factories and the provision of agricultural credit.

(46) The above areas of activity concern the modernization of African agricultural systems through the introduction of new techniques and processes and the marketing of agricultural products. Action in this area should be based on the five areas of concentration defined by the Director-General of FAO, namely

Utilization of high yielding varieties of basic food crops, filling the protein gap, war on waste, mobilization of human resources for rural development and earning and conserving scarce foreign exchange.

(47) The second aspect of agriculture concerns the institutions and the way of life of rural communities. Activities in this field constitute a separate programme, namely, the transformation of rural communities.

(48) Another field is that of livestock-breeding and ocean, river and lake fishing. These two activities, which are of vital importance in several countries of the region should be developed. With respect to livestock-breeding, measures must be taken to control diseases and to promote the industrial processing of produce. In case of fishing, studies should be undertaken now with a view to the harmonization of legislation, particularly as regards the delimitation of territorial waters.

### Rural transformation

(49) Rural communities are characterized by highly integrated social systems: social values, attitudes, inter-personal relations and work habits. Thus policies, machinery and action for kindling the process of transformation have at the very least to be co-ordinated. The metaphor implies a technique for releasing forces inherent in these communities because innovation which appears to be imposed from the outside will have little or no chance of survival.

(50) Apart from the technical and commercial arrangements needed to expedite change in rural areas, the combined service for the promotion of rural transformation will include vocational training and functional literacy, the provision of rural water and electricity supplies; the use of mass-media; health, nutrition



and mother-and child care services, home improvement institutes; local institutions to ensure the participation of all sectors of the population in the transformation process, and rural animation.

(51) In broad terms, the strategy for rural transformation requires the establishment of intimate physical, economic and social links between rural and urban centres and increasing the income-earning capacity in the rural sector and its contribution to the national economy. Social transformation amounts to a process of a mutually supportive and expanding circuit of markets, improvement of techniques and productivity, and increases of incomes which are necessary conditions of self-sustaining growth.

#### Human resources development

(52) More than three-quarters of the population of Africa live in the rural areas, at very low standards in a predominantly subsistence economy. A priority development goal, therefore, is to transform and modernize the rural sector through appropriate measures for improving the output of agriculture, including the establishment of agro-industries and the expansion of commercial activities. On the other hand, the structure and rate of growth of the urban economy are at present incapable of ensuring adequate employment and higher living standards for its growing population. Another priority goal for this sector is the acceleration of industrialization. But quantitative and qualitative deficiencies in manpower are amongst the major constraints to the rapid development of both the rural and the urban economies.

(53) There is generally an underutilization of human resources leading to waste, slow growth and considerable frustration. Development plans often aim at generating employment opportunities, but these are seldom realized basically because the economy as a whole does not expand fast enough to permit the direct absorption of manpower in the enterprises and sectors specified in the plan.

(54) One method of lifting the economy onto a new level of growth and on which attention has not been sufficiently concentrated is the use of the savings potential which exists for the utilization of idle labour in direct social and productive development such as roads, housing, irrigation canals, conservation measures, tree planting schemes and the like. The harnessing of such labour on such schemes may involve only relatively minor expenditure and in most cases need not incur foreign exchange costs if properly planned.

(55) In spite of noteworthy expansion in educational facilities and school enrolment since the 1950s, the region is far from reaching those minimum levels of manpower requirements and capability in the management of its economies. Paradoxically, this educational effort has brought with it new problems of the educated unemployed, whilst there is a grave shortage of essential skills in many fields. The inadequate supply of competent trained manpower is felt in the managerial, professional, scientific, technical and artisan categories.

(56) Curricula structure and educational orientation are not geared to economic transformation, and the output of the school system does not, in respect of skills and attitudes, match the available jobs. Development implies the acquisition of

skills by the people. The emphasis must be on training programmes adapted to the specific requirements of each African country, for instance by incorporating a training component in every development project.

(57) A strategy for the development and utilization of human resources in the 1970s must dovetail with other policies, plans and strategies for over-all economic and social development. It must, in particular, be closely related to national policies on population, employment and income distribution. Measures must be taken during the 1970s to:

(a) Realign the educational and training system with the needs and demands of a progressively developing economy and society, bearing particularly in mind the necessity to give education and employment orientation;

(b) Expand training programmes in science and mathematics-based professions and skills;

(c) Establish efficient machinery for a systematic, planned and co-ordinated approach to the questions of manpower development and utilization;

(d) Eliminate waste in the utilization of currently available educational and training resources;

(e) Develop national and multinational institutional facilities for research into human constraints in the development process, for the training of personnel in the assessment of manpower requirements, and for the formulation of appropriate policies and programmes.

(58) Among the more immediate initiatives which might be undertaken at the national level to lay the foundations of a sound strategy and investment programme, are the appointment of national committees of experts:

(a) To review the structure and relevance of the educational and training system in relation to the manpower requirements for industrialization, modernization of agriculture and related services, especially in the rural sector;

(b) To study the feasibility of establishing a national training fund with obligatory contribution by employers of labour, and the appropriate legislation to promote skill training for industrialization and rural development.

(59) The Conference of Ministers adopted at its second meeting held at Accra from 19-23 February 1973, resolution 238(XI) on Africa's Strategy for Development in the 1970s which requested the Executive Secretary to work out the appropriate method to be used in the evaluation and appraisal of intra- as well as extra-African factors affecting the progress made during the Second United Nations Development Decade.

(60) The Conference also decided to complement Africa's Strategy for Development in the 1970s, as embodied in Commission resolution 218(X) of 13 February 1971, by including the following sections more specifically related to natural resources, transport, communications, tourism, science and technology.

## Minerals

(61) An appropriate strategy during the 1970s in respect of the exploration, exploitation and utilization of mineral resources should consist of:

(a) The conduct of a mineral development policy so as to ensure maximum benefits to the national economies from the exploitation and use of mineral resources. In particular, the vertical integration of other industries with the mining industry should be firmly promoted at the national level.

(b) The strengthening of Governments' capabilities to negotiate advantageously contracts in respect of the exploration and exploitation of mineral resources. The participation of Governments in the mining and petroleum industry should be increased with a view to eventual control and direct exploitation. Adequate support should be made available by the necessary research and development institutes;

(c) The vigorous promotion of mineral surveys in order to arrive at a better picture of the continent's mineral resources;

(d) The training of adequate numbers of specialists needed in mineral exploration and exploitation, with a view to increasing the active participation of African nationals in these activities;

(e) The fostering of close co-operation between neighbouring countries in respect of mining legislation, and the exchange of geological and technical information for the development of these resources. This is essential especially where mineral deposits or oil-bearing formations spread across national borders.

(f) Condemning the exploitation of non-renewable natural resources, mainly minerals and oil, in the occupied territories of the region, with full acknowledgment of the paramount harmful effect on the economy of such territories and of the loss of access of their people to their natural resources, adequate steps should be taken to safeguard their interests including among other policies, the adoption of a non-trading policy in these identified minerals with non-African States.

(62) During the period 1960-1969 the value of the exports of minerals, excluding petroleum rose from 1,126 million dollars to 2,257 million dollars. In the same period the value of exported crude oil and petroleum products rose to over 3,400 million dollars. The region has abundant mineral resources and accounts for about 28 per cent of the total value of world mineral output. For developing Africa as a whole, minerals provide more than a half of the total export earnings, oil and oil products having a share of about 30 per cent, and the other minerals account for over 20 per cent. Besides earning large amounts of foreign exchange minerals also provide a high proportion of government revenue in many countries.

(63) There can be little doubt that world demand for almost all minerals will continue to grow in the foreseeable future. To increase or even to maintain Africa's share in the world export of minerals, vigorous mineral survey programmes

aimed at identifying exploitable quantities of commercial minerals need to be undertaken. Where prospects for mineral discoveries do exist, adequately staffed and equipped government departments charged with geological surveys should be built up and maintained.

(64) While large-scale mining operations contribute considerably to foreign exchange earnings and to government revenue, the benefit to a nation of mineral exploitation could in many cases be increased by the steadfast promotion of industries which deliver goods to the mining enterprises or which process partly or wholly the ore output. Mining operations could employ labour intensive methods - in respect of certain minerals at least - in order to have some impact on the employment situation. In short, Governments need to conduct such mineral development policies as would ensure maximum economic benefit to the national economies.

(65) With few exceptions, large-scale industrial mining operations in Africa have been conducted by foreign enterprises. Heavy capital input necessary for such operations have so far prevented any substantial changes in the situation. But even where large-scale mining operations have been nationalized, foreigners are frequently still used for the management of such undertakings. The lack of sufficient numbers of skilled and specialized manpower in the management and technical fields must be overcome if African countries are to have real national mining industries. A well-planned all African action for the training of a highly skilled technical and managerial body of professionals in the various aspects of mining should be undertaken most urgently. Such a body is, in particular, needed to strengthen the Governments capability to negotiate with potential investors in the mining field, to oversee the correct execution of concession contracts and to implement mining legislation. In addition, resources should be pooled to establish centres on subregional basis for undertaking research in such fields as mineral economics, ore-dressing technology, etc., to back stop African mining undertakings.

(66) There is need for serious technical and economic studies in respect of the upgrading and transformation of minerals in Africa. Such studies should be developed in three directions:

- (a) Purely export-oriented operations;
- (b) Operations aimed at satisfying domestic or regional demand, the viability of which depends on simultaneous overseas export;
- (c) Domestic market-oriented operations which are in need of new technological concepts in view of the scale of markets.

#### Energy

(67) The elements of the strategy in respect of energy include:

- (a) Systematic planning of the development of the different energy resources in Africa;

(b) International co-operation in the exploitation of energy resources, including the inter-connexion of national electric energy grids;

(c) The promotion of electric energy use in rural areas;

(d) Exploration of ways to utilize efficiently non-conventional energy resources such as solar energy and geo-thermal energy.

(68) Africa has very large potential hydro-electric energy resources of which only a minor part is developed. In addition the number of countries where oil is found is steadily increasing. Particular attention needs to be given to the projections of electric energy demand as one input for determining the most economic way of electricity production, taking into account expected future prices of oil and petroleum products and, at the same time, the possibilities of exchange of electric energy between neighbouring countries. In view of the latter there is obviously need to consider energy demand and potential energy production on a subregional basis.

(69) The supply of electric energy to rural areas is lagging behind supply to the cities. As part of the measures to be taken to arrive at a transformation of the rural communities, the use of electricity in rural areas should be actively promoted.

(70) Non-conventional energy resources are receiving increasing attention. Large parts of the African continent receive abundant solar energy and more research into its practical and economical conversion into electrical energy needs to be undertaken. This appears a suitable subject for intra-African co-operation. In recent years it has been shown that East Africa, in particular, is rich in geo-thermal resources. Surveys and research with a view to exploiting these resources need to be actively pursued.

#### Water resources

(71) A strategy for the further development of Africa's water resources during the 1970s should consist of the following elements:

(a) The intensive systematic collection, processing, and analysis of adequate hydrological and other data;

(b) Up-to-date water legislation and administration and, where not yet in existence, the setting-up of intra-governmental machinery for the co-ordination of water resources development activities and programming;

(c) The promotion of the development of international river basins through co-operation by the riparian States;

(d) The undertaking of more extensive programmes of water supply in both urban and rural areas.

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(72) While over the last decade knowledge of Africa's water resources has, no doubt, increased, the collection of water data in many countries is still insufficient for comprehensive water development. A few countries have made efforts to embark upon the design and operation of a national hydrometeorological network based on both the natural conditions and their economic development programmes, but in many countries a more systematic approach to the collection of water data is now called for.

(73) To be effective, all water development projects must involve a number of government ministries or agencies, with responsibility for specific aspects of government policy, planning and implementation of projects. In many countries, adequate machinery does not exist for the necessary consultations among agencies in this regard and for the co-ordination of their action. In order to improve the preparation, the selection, and the operation of water resources projects, high priority should be given to the setting up of such machinery. Similarly, water legislation needs to be reviewed and brought in line with the demands placed upon it as a result of economic and social development.

(74) The African continent features 54 international river basins which are shared by two or more States. Some, such as the Niger, the Nile and the Congo basins, are shared by nine countries, while the Chad and the Volta basins, for example, cover part of the territories of five countries. Riparian countries of some of these basins are jointly undertaking surveys and studies which aim at the development of their resources and, in certain cases, Governments have established river basin commissions to assist them in the orderly planning and execution of development activities. Regarding a number of basins, however, no such co-operation for planning and development between riparian Governments has yet been established.

(75) The provision of safe water in many urban areas and over vast rural areas is far from satisfactory. While all countries have some programmes of water supply in their development plans, in most countries the annual increase of population is larger than the annual increase of those enjoying improved water supply from new works. A concerted effort consisting of the application of suitably adapted technology and of the active co-operation of the people concerned would do much to alleviate the serious situation in many countries.

#### The environment

(76) Environmental problems which call for urgent attention in the 1970s include:

- (a) Inadequate water supplies for man, animals and crops;
- (b) The destruction of forest and grass cover leading to soil degradation and causing marginal areas to turn into desert land;
- (c) The prevalence of water-borne and other endemic diseases;
- (d) The importation of polluting industries into Africa;
- (e) The concentration of human population in agglomerations arising as a result of the establishment of mining and/or industrial complexes.

(77) An appropriate strategy for the improvement and protection of the environment should have the following objectives:

(a) Measures to alleviate the consequences of inadequate water supplies, including drought, for man, animals and crops such as lack of food, livestock losses and loss of export earnings; steps to supply water for human and livestock requirements and delimit the areas affected; and the definition, development and application of a research and study programme with a view to selecting seed varieties suited to the new climatic conditions.

(b) Improvement in the management and utilization of plant and animal resources in the game reserves so as to earn enough foreign exchange and, at the same time, to protect this unique heritage for posterity;

(c) Where such areas are common to a number of countries, promotion of multinational co-operation in the fields of legislation, conservation, exchange of information, research projects, fishery regulations, etc.;

(d) Improvement of the rural environment through:

- The provision of adequate supplies of drinking water for man and animal;
- The construction of good but cheap dwellings using local materials;
- The provision of electricity, schools and enough health centres;
- The introduction of sound agricultural practices;

(e) Finding solutions for:

- Overcrowding in cities and the resultant peri-urban slums;
- Proliferating industrial and/or mining complexes which create serious environmental problems in a number of countries;
- Exportation of pollutive industries as a result of environmental considerations;
- Major threats to African exports that may arise.

(78) In order to tackle these environmental problems successfully, legislation for the improvement and protection of the environment will need to be up-dated or passed. Where such legislation would prove of benefit to a number of countries, e.g., illicit trade in animal trophies, etc., multinational machineries should be established.

(79) In order to provide an umbrella under which problems of the environment would be handled, appropriate government machinery or commissions should be created to co-ordinate the work of the various ministries where portfolios encompass problems of the environment. It is through such machinery that recommendations from the Stockholm Conference for national and international actions in the field of the Human Environment could be carried out effectively during the 1970s.

## Transport

(80) The objectives of a sound strategy for the development of transport in Africa during the 1970s must be based on the essential characteristics, possibilities as well as obstacles to development, of the present situation in this field. These characteristics include:

(a) Fragmentary statistical and other information on transport in Africa which is often of varying reliability and scattered over a range of sources;

(b) Exceptionally political fragmentation of the continent with its implication for difficulties in intra-African transport as well as in the co-ordination of transport policies for larger regions;

(c) Unintegrated national transport networks which are more adapted to overseas than intra-African trade;

(d) A transport infrastructure which is still in a rather embryonic state of development but which enables decisions concerning transport policies to be made without the more severe constraints which would otherwise have existed;

(e) A very short coastline in relation to the land mass due to the geographically large proportion of regions which lack direct access to the sea; in fact, out of the total of 18 land-locked developing countries in the world, 13 are situated in Africa.

(81) The value of a transport service depends on its ability to serve, at a reasonable cost, society in its economic and social development. Consequently, transport policy-making and planning should form an integral part of the general economic and social policy and planning. This requires a multi-disciplinary approach to transport problems.

(82) The decisions on transport policy should be based on correct and complete information on the present status and trends in different modes of transport. This calls for more efficient co-ordination between different national and international organizations in the collection, processing, storage and dissemination of information on transport in Africa.

(83) Many African countries have closer economic ties with countries outside the region than with their African neighbours. In order to promote the economic independence of African countries this trend should be reversed. This would necessitate the efficient integration of the national transport networks in order to make closer economic co-operation possible. The co-ordination and integration of national transport policies has, to a certain extent, already begun within the existing economic groupings. This trend should be strengthened and extended over the limits of the existing groupings which, in many cases, tend to reflect the realities of the pre-independence era.

(84) A large proportion of the rural population of many African countries lives under subsistence conditions only slightly touched by the benefits of economic and social development. Vast natural resources are not properly exploited due



to lack of transport facilities. Integrating these human and economic resources in the national development effort necessitates a determined policy in the provision of intra-country transport. To minimize the cost of providing the basic transport infrastructure on national as well as international levels requires that the different modes of transport be considered complementary rather than competitive. Particular attention needs to be paid to the problems of the least developed and land-locked countries in international transport questions.

(85) In the light of the above, a strategy for the development of transport in Africa in the 1970s should have the following basic objectives:

(a) The definition of a basic transport network for the African countries including all modes of transport and fulfilling the minimum requirements of linkages between African countries and the outside world;

(b) The incorporation of the transport policy and planning in the general economic and social development policies and planning;

(c) The co-ordination of various national transport policies and plans, especially between neighbouring countries, in order to minimize the cost of providing an efficient infrastructure for intra-African co-operation;

(d) On the national level, the opening up of hitherto undeveloped regions by providing a minimum all-year transport network, normally consisting of roads and inland waterways.

#### Telecommunications

(86) The strategy for development in the 1970s in the field of telecommunications should aim at:

(a) The general modernization and expansion of national telephone and telex networks;

(b) The rapid development of national radio and television broadcasting networks for education;

(c) The full implementation of the planned regional telecommunication network for intra-African and inter-continental communication;

(d) The adequate and urgent provision of regional and subregional training facilities for the continuous improvement of performance standards and engineering knowledge of senior technicians, and management and specialized training for engineers in the many new and relevant telecommunication techniques; and

(e) The effective co-operation at the regional level of activities and development programmes in the telecommunication field.

(87) The characteristic features of most national telephone and telegraph networks are obsolescent and heterogeneous transmission equipment, relative over-concentra-

tion of services in the urban centres, and general under-development. In terms of number of telephones, the region is the least developed, with only 1.2 per cent of the world's telephones. Compared to the world's average of 7.1 telephones per 100 inhabitants, the region has an average of less than 1.0 per 100.

(88) In some countries of the region, the priority rating accorded to telecommunication development seems inadequate. The utilization factor, that is the number of telephones for each \$100,000 of gross domestic product is on the average of 3.0 compared to the minimum of 9.0 in developed countries.

(89) For the Second United Nations Development Decade, it is suggested that average figures for utilization factors of 3.5 and 6.0 for 1975 and 1980 respectively should be the targets set by most countries of the region if the development in telecommunications is to make any real impact on their economies. These figures call for rather high-level investments of the order of one to two per cent of gross domestic product in most cases.

(90) The above situation is equally true of radio and television. This service requires substantial allocation of resources to modernize and expand its production and transmission facilities. Much effort is also required to improve on current average figures of 4.3 per 100 inhabitants for radio receivers and 2.0 per 100 for television receivers, and in this regard multinational projects for low-priced receiver assembly and manufacturing plants may be called for.

(91) Investment studies for the Pan-African Telecommunication Network, involving 18,000 kms. of route distance, are almost completed and the major problem is its financing. Total investment involved is currently estimated at about US\$100 million and resource may have to be had to central funding through the African Development Bank in order, among other things, to preserve the concept of a single network.

(92) The increasing complexity of telecommunications science in relation to the current state of the industry in the region compels urgency in the development of training courses for senior technicians, instructors and engineers, in efficient operation and specialized techniques as well as in management and financial control. A primary requirement is for a comprehensive survey to establish the basic manpower requirements in all the various fields and the number, type and location of the institutions that may be required. Such a survey co-sponsored by the International Telecommunication Union, the Economic Commission for Africa and possibly by the United Nations Educational, Scientific and Cultural Organization also might consider ways and means of providing adequate resources for all aspects of the project.

(93) There is a trend for a regional body concerned solely with all fields of telecommunications, to review all the phases in the implementation of the Pan-African network, to co-ordinate the operation of the network when implemented, to keep the functioning of existing networks under constant review with the aim of raising performance standards, to co-ordinate national development programmes, and to be generally concerned with telecommunications development in the region. This Regional Co-ordination Body might take the form of a Union - an African Telecommunication Union.

## Tourism

(94) An appropriate strategy for tourism development in the 1970s should have, as the main objectives;

(a) The increase in Africa's share of the rapidly growing volume of international tourism enabling a large number of African countries, including the least developed countries, to benefit from the foreign exchange receipts and other advantages deriving from tourism;

(b) The increase in efficiency of the African Tourist industry and a rise in the profitability of its tourist enterprises, thus enabling more rapid expansion and attraction of external capital for new investments;

(c) The encouragement of tourist enterprises to rely increasingly on local and regional resources, thus strengthening the local and regional markets for agricultural produce and some manufactured goods, thereby saving foreign exchange.

(95) Tourism is one of the fastest growing industries in the world and Africa has the natural and cultural assets which are in great demand by tourists from the developed industrial countries. Although during the First Development Decade large scale tourism did take hold in some African countries, various problems of tourism development have delayed growth in other countries equally endowed with touristic attractions. By solving some of the outstanding problems in air transport, infrastructure, professional training and travel promotion, and by eliminating cumbersome administrative regulations, tourism in Africa will, in the 1970s, accelerate its growth and spread throughout the region.

(96) The desire to obtain quick results has often caused hurried planning not supported by basic studies; the design and location of new facilities were often not appropriate, and the development and operating costs were not always effectively controlled, nor were the development efforts matched by adequate promotion in overseas markets. In such cases, the volume of tourism, foreign exchange earnings, employment, tax revenue and profitability of tourist enterprises fell short of set targets. At the same time, encouraging results were achieved in other countries. An exchange of experience on a regular basis would greatly increase the efficiency and profitability of tourism enterprises in African countries and enable them to benefit fully from the over-all favourable conditions for tourism development.

(97) In planning tourism development and designing hotels and other tourist facilities in Africa, little has been done in a number of countries to utilize as much as possible local construction material and locally manufactured equipment and to maximize the use of local supplies in hotel operation while in other countries very good results have been achieved in these fields. By paying more attention to aspects such as the construction of tourist facilities and catering for the rapidly growing numbers of foreign tourists, demand for the products of local industry and locally-produced foodstuffs, and the development of local production will be strengthened. At the same time foreign exchange expenditure of the tourism industry will be reduced.

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(98) In order to achieve the basic aims set above, the following should form part of an over-all strategy for Africa:

(a) Careful studies of trends and patterns of the tourist demand in overseas market, the results of which should be made available to African countries;

(b) Protection, conservation and development of natural and cultural attractions which are in demand by the tourist public;

(c) Co-operation with civil aviation authorities and air transport companies in order to reconcile the financial interests of the companies with the wider interests of African countries in securing inexpensive transportation of holiday visitors from overseas;

(d) Organization of joint travel promotion in overseas markets by groups of neighbouring African countries;

(e) Elimination of administrative and other impediments to unrestricted holiday travel;

(f) Research of profitability of hotel industry and tour operation business, the results of which should be made available to interested countries;

(g) Organization of professional training for higher level jobs in the hotel industry and tourist trade through the co-operation of African countries on subregional basis;

(h) Co-ordination of the requirements for tourist infrastructure with the requirements of agriculture and manufacturing industry, in order to widen the markets of local and regional goods;

(i) Adaptation of design for new hotels and other tourist facilities to the needs of maximizing the use of locally available material and equipment;

(j) Increased use of local produce and products of regional industries in hotel supplies.

#### Science and technology development

(99) The main objectives of an African strategy for the development of science and technology for this decade are:

(a) The introduction of improved technologies in small- and medium-scale industries in order to raise quality and productivity;

(b) The improvement in arrangements for the transfer and adaptation of knowledge and technology already available in more developed countries;

(c) The establishment of, or improvement in, institutions for the training of personnel at the professional, technician and craftsman levels, to facilitate the application of modern science and technology to development;

(d) The mobilization and direction of efforts of scientists and research organizations in Africa towards the solution of development problems encountered by African enterprises;

(e) The promotion of deeper knowledge and awareness among Governments, the science and engineering community, the general public and, especially, the youth of Africa, of their countries' need for science and technology;

(f) The encouragement of intra-African co-operation in the development of science and technology institutions and programmes.

(100) Short-term and medium-term objectives should be clearly defined at country level and kept distinct from long-term objectives as far as possible. Short-term programmes should deal primarily with the adaptation and application of existing knowledge to cope with such needs as health, food and education. The long-term programmes will have as their objectives institutional development, particularly research and development, reorientation, and the improvement of basic education in science and technology. Individual countries must select projects for institutions they can effectively maintain out of their resources on a long-term basis, and should arrange to co-operate with neighbouring countries for the establishment and use of more complex and costly institutions.

(101) A very important component of an African strategy should relate to the development of a mental climate favourable to the adoption of innovation and the attendant changes in outlook, local culture and pattern of life. This implies a determined effort in adult education programmes to explain the significance and possibilities of the new technology. It also assumes the existence of support programmes to facilitate the transition to new patterns of community organization and functioning.

(102) Emphasis should be placed upon the contribution of science and technology to food and agriculture, to industrial technology, natural resources development, rural development and indigenous scientific and technological capacity. The African approach in all these and the other fields should follow closely the African Regional Plan of the World Plan of Action for the Application of Science and Technology to Development.

## A N N E X

(1) The experience of the past twelve years has enabled the Economic Commission for Africa, in co-operation with other organizations of the United Nations family, to identify most of the constraints on African development. At the request of the Commission during its sessions, the secretariat has undertaken a general and almost complete review of the whole range of socio-economic problems facing the continent. Within the limits of its terms of reference, some of the Economic Commission for Africa's activities have been of an operational character.

Examples are those which led to the establishment of the African Development Bank, the African Institute for Economic Development and Planning, the regional and subregional centres for the training of middle-level statisticians and demographers; and the current involvement in studies and negotiations for the multi-national utilization of hydro-electric energy in groups of countries such as Dahomey-Togo-Ghana, Ghana-Upper Volta, Nigeria-Niger, Ivory Coast-Ghana-Togo-Dahomey, Nigeria-Cameroon-Chad, Ivory Coast-Liberia, Zaire-Rwanda-Burundi, Kenya-Uganda-Tanzania, and Morocco-Algeria-Tunisia. In co-operation with the United Nations Development Programme and the Food and Agriculture Organization, firm decisions have been taken for the creation of a West African Rice Development Association and research centre, and negotiations are in progress for the initiation of a regional livestock improvement programme.

(2) Under the auspices of the African Development Bank, a group consisting of the United Nations Development Programme, the International Bank for Reconstruction and Development and the Economic Commission for Africa has been meeting regularly for about three years now to examine prospective projects in transport, telecommunications and energy. Other areas of development should be included at a later stage. The arrangement with the African Development Bank, the United Nations Development Programme, and the International Bank for Reconstruction and Development brings the studies of the Commission nearer to practical considerations and possible implementation.

(3) Schemes have been formulated to provide a transport network in West Africa, a route across the Sahara, a highway from East to West Africa and a railroad link between Sudan, Chad and Nigeria. If such projects could be fully implemented in the 1970s, physical immobility as a constraint on African development will be considerably reduced. The Economic Commission for Africa secretariat has also attempted to promote the creation of new scientific and technological centres, or the strengthening and expansion of the scope of existing ones. In this connexion, it has given its full support to the International Institute of Tropical Agriculture (IITA) in Nigeria and the resuscitation of the Institut national d'études et de recherches agronomiques (INERA) in Zaire. These are examples of operational activities with which the Commission should continue to be associated.

(4) It is important, however, to realize that the African situation has changed radically, since the Commission was established in 1958. In particular the number of independent developing countries has increased from 8 to 41; and for this and other reasons, there has been an upsurge of interest among multilateral and bilateral agencies as well as voluntary organizations seeking to participate in

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the economic development of Africa. This is exemplified by machinery set up or in the process of being created, such as secretariats of subregional groupings, the presence of the United Nations Development Programme Resident Representatives in so many countries, subregional structures of the specialized agencies and the World Bank, ad hoc missions sponsored by multilateral and bilateral bodies, and the proposed interdisciplinary teams intended to function under the joint auspices of the Department of Economic and Social Affairs at Headquarters and the Economic Commission for Africa.

(5) In these circumstances, one may rightly ask what further effective action the Economic Commission for Africa can take. This question is particularly important in the light of the Economic Commission for Africa's limited field representation. The Economic Commission for Africa has a regular professional staff of 142 and some thirty regional advisers and, on this basis, it is expected to serve 41 countries. Against this, the United Nations Development Programme and the specialized agencies for their own country programmes sometimes command numbers larger than the entire professional staff of the Economic Commission for Africa designed to supplement individual national effort. The relatively small size of the Economic Commission for Africa's resources may make it difficult to discern an identifiable Economic Commission for Africa impact on national development problems. At the very least, however, the Economic Commission for Africa does recognize that "the desire to seek a method is itself proof of the existence of method", and recognizes further that, in present African circumstances, the essence of method lies in the determination of priorities. Thus, in keeping with the terms of reference of the Commission, the latest work programme places special emphasis on research and planning, mobilization of domestic resources, trade, industry, agriculture, rural transformation, human resources development, manpower and training. Most of the problems in these areas could be tackled effectively by providing assistance to individual countries. As in the past, this will be done within the limits of the Commission's resources, without losing sight of the need to provide assistance within a multinational setting.

(6) Indeed the need for the Economic Commission for Africa to do more than it has done in the past has been expressed in the demand that the Commission should be more operational. In this regard, operational activity can be construed as a continuing search for a strategy for African development, together with increasing effort to induce African States to formulate and implement development programmes realistically. More specifically:

(a) The planning advisory services of the Economic Commission for Africa, programming missions of the United Nations Development Programme and the proposed interdisciplinary advisory teams should help to assemble and analyse economic data and to prepare projections for the key sectors of national economies. The secretariat should undertake periodic reviews of economic trends and development in the region and studies of major problems of importance to subregions and the entire region as well as of structural changes in industry, agriculture and trade flows, which have significant implications for income distribution and employment.

(b) The Economic Commission for Africa should help African States take the necessary steps to consolidate their intergovernmental groupings by increasing the number of multinational development enterprises and establishing further groupings where necessary.

(c) The Economic Commission for Africa should assist African States in re-structuring their trade by continuing to follow up possibilities of developing and expanding intra-African trade, and by continuing to assist African countries to arrive at common positions in the endeavours to rationalize the world's trading system so as to ensure that their specific and legitimate demands in this development are fully taken into account. In particular the Economic Commission for Africa should concentrate on co-ordinating technical assistance in this field in accordance with established priorities.

(d) The strategy outlined in this document in the fields of financial and technical co-operation and mobilization of domestic resources calls for a substantial increase in technical assistance. It poses, for the Economic Commission for Africa and its subregional offices, a difficult but important task, namely, how to co-ordinate and concentrate such assistance on the points of potential leverage. The complex task of the revision and modernization of a country's fiscal and financial legislation and machinery will require country missions staffed with fiscal and financial experts. A Fiscal and Financial Advisory Service should, therefore, be created within the Economic Commission for Africa secretariat in 1971 to assist member States.

(e) The Economic Commission for Africa should undertake studies with a view to ascertaining the effectiveness of incentives offered to foreign investors in attracting investments, and search for formulae that will encourage African enterprises to engage more actively in Africa's economic and social development. It should also act as a clearing house for project formulation documentation with a view to assisting African Governments in the preparation of aid applications.

(f) Assistance to African States in the field of agriculture should be provided under a single United Nations Programme for Africa carried out jointly by the Food and Agriculture Organization and the Economic Commission for Africa. These two organizations should seek to work closely with technical, commercial and multinational bodies such as the African Groundnut Council; Cocoa Producers' Alliance; the Inter-African Coffee Organization; the Afro-Malagasy Coffee Organization; Conseil africain et malgache du sucre; the Maghreb Esparto Bureau (COMALIFA); Communauté économique du bétail et de la viande; Comité des agrumes de la zone franc; Office équatorial du bois; Association for the Advancement of Agricultural Sciences in Africa, and the Organisation commune de lutte antiaviaire. They should also seek to co-operate with agricultural departments of universities and institutions of higher learning and with national, and intergovernmental research institutions, such as the Institut des fruits et agrumes coloniaux (IFAC); the Institute for research on oils and oil-bearing plants; Research Institute for Cotton and Exotic Textiles; Institut français du café et du cacao (IFCC); Office de la recherche scientifique et technique outre-mer (ORSTOM); National Institute of Agricultural Research and Studies (INERA) in Zaire; International Institute of Tropical Agriculture. Through the Economic Commission for Africa and the Food and Agriculture Organization and with the assistance of certain institutions and foundations, specialized information and modern technology should be channelled to countries who need and request assistance in tackling specific problems.



(g) To expedite rural transformation, the Economic Commission for Africa should ensure close collaboration with the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the World Meteorological Organization, the United Nations Children's Fund, the United Nations Industrial Development Organization, other related United Nations agencies and a very large number of non-governmental organizations which are already running services in many African countries. The main task should be to build up the assistance required by each country in formulating and implementing combinations and systems of approach to the needs of particular communities.

(h) International organizations, including the Economic Commission for Africa, must co-ordinate their diverse agency manpower activities and present a single United Nations assistance programme, in support of national development programmes and training institutions. The Economic Commission for Africa work programme should be formulated with this requirement in mind. The Economic Commission for Africa should also provide technical assistance to African countries which need manpower surveys for development planning.

(7) Another function which has been necessary and which should be continued is the organization of conferences, seminars and workshops. These are needed for the dissemination of ideas, the setting of standards, the co-ordination and harmonization of African views and positions and the training of key personnel. The necessity for training activities needs no emphasis, especially in a continent most of whose peoples are only now beginning to exercise independent options and to shoulder the burden of national economic and social advancement.

(8) Developing Africa comprises 41 independent countries, each of which has unique features and each one of which has individual country programmes for development. Within national frameworks domestic effort is supplemented by a wide range of bilateral and multilateral assistance sometimes provided in a way that is particular to individual countries, sometimes conceived, at least in principle, as part of a wider regional programme. If, however, developing African countries have particular characteristics, the majority have much in common. Most, for example, caught in the toils of nation building, are substantially agrarian in terms of economic structure, and relatively small in terms of population and market size. All are committed to the rapid attainment of economic and social development. In these circumstances, and even when full recognition is given to the national unit as the point of effective implementation, it is of the utmost importance that policy formulation and policy execution should have a multinational, continental perspective; and it is precisely here that the *raison d'être* of a regional economic commission is to be found. Since its inception the Economic Commission for Africa has been (and remains) the only technical organization concerned to see (on the basis of individual country studies, group-country and continental studies) African economic and social problems as a whole. This breadth of vision and related modus operandi have meant, again within the limit of its resources, that the Economic Commission for Africa has been in a position; (i) through meetings, seminars and publications, to economize effort and enrich the development insight and experience of individual African countries which, because of their properly ambitious policy objectives, could greatly benefit thereby; (ii) to identify and subsequently to advocate the undertaking of desirable multinational initiatives; and (iii) to provide a relevant framework for the functional and agency co-ordination of developmental effort at the regional, sub-

regional and even, on occasion, at the country level. These are three important tasks. If, because of the lack of resources, it is not capable of performing the tasks as comprehensively and effectively as the situation demands, the logical consequence should not be any diminution of the Economic Commission for Africa's role, but an appropriate strengthening of the Economic Commission for Africa's resources. The importance of this thought is underlined by recognition of the fact that even large subregional or individual country missions may not be exerting maximum impact on economic and social development because of the absence of co-ordination.

(9) The United Nations Development Programme, the World Bank Group, specialized agencies and bilateral donors have in the past been requested at intervals to reformulate or revise draft national development plans. This practice has involved considerable duplication effort, wasted the time of the few qualified officials available to Governments and led to unnecessary expenditure. It has also meant that Governments have not been able fully to appreciate the tasks and financial obligations to which their development plans committed them. In the future the requirements of African States are likely to be met increasingly by interdisciplinary teams embracing the competencies of the entire United Nations family. The institution of some form of co-ordination is needed to avoid duplication in the activities of the various secretariats of intergovernmental groupings, the United Nations Development Programme, specialized agencies, the proposed interdisciplinary teams, and bilateral and multilateral agencies and organizations. The Economic Commission for Africa seems suited for the co-ordinating role. If the Economic Commission for Africa is to exercise this function effectively, a certain amount of decentralization of responsibility and resources from Headquarters to the Economic Commission for Africa and some decentralization of the Economic Commission for Africa activities to the subregions will be necessary. Subregional offices will need to be something more than mere administrative relay posts and should be provided with groups of experts in the essential development disciplines.

(10) The West African subregional office, for example, could be made responsible for rendering assistance and co-operation in connexion with the activities of the Organization of Senegal River States, the Entente group, the Union douanière des Etats d'Afrique occidentale (UDEAO), the Niger River and Chad Basin Commissions, the Inter-State Committee for Hydraulic Studies, the United Nations Development Programme Resident Representatives and the subregional representatives of specialized agencies. Similar responsibilities could devolve on other subregional offices in North, Central and East Africa. Thus the Economic Commission for Africa could more effectively orient its activities towards co-operation and assistance to intergovernmental groupings, without abandoning the contribution it should make to individual government efforts. With the establishment of effective presence at the subregional level, the Economic Commission for Africa would acquire an increasingly practical grasp of the real needs of Governments, both individually and collectively, and consequently draw up increasingly relevant work programmes in order to provide assistance in meeting pressing and recognized needs.

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(11) In the light of the above, it seems essential that there should be clearly defined working arrangements between the Economic Commission for Africa and United Nations agencies, particularly the United Nations Development Programme. Without waiting for official decisions to be taken on the basis of the recommendations of the United Nations Development Programme study of the capacity of the United Nations system to carry out an expanded programme for setting up a new order in the United Nations, the member States of the Economic Commission for Africa should enter into negotiations with the United Nations Development Programme to determine a formula which will enable the Economic Commission for Africa to command the technical and financial backing for the role African Governments expect it to play. In particular, it is desirable that the Economic Commission for Africa should be designated executing agency for certain projects in which the Commission has accumulated specialized knowledge of the material and human problems of the African region. The member States should continue to emphasize, in all appropriate regional and international bodies, and in particular in the United Nations Development Programme Governing Council and the Economic and Social Council, their desire that the Economic Commission for Africa should be the principal United Nations organ through which African development should be approached.

(12) In order to prepare the ground for the execution of an African strategy for the Second United Nations Development Decade, and to assist in the execution of such a strategy, specific institutional machinery should be established within the Economic Commission for Africa secretariat. In 1971 and subsequent years its main function should be to assist in maintaining the closest contacts with member States and intergovernmental organizations through visits to heads of States and Government, especially those exercising the functions of presidents of multinational institutions. Close contacts should also be maintained with the Organization of African Unity Administrative Secretary-General, in order to strengthen relations between African Governments and organizations, and wherever possible, to attempt to establish quasi-organic links. It should further play a major role in helping to rationalize existing international groupings and their operations wherever this appears necessary for overcoming obstacles to economic development. In this process particular attention should be paid to the non-economic hindrances to economic co-operation. The success of multinational projects, particularly those culminating directly in operational activities, depends largely on both preliminary and follow-up contacts with the secretaries-general, executive secretaries and current presidents of intergovernmental organizations.

(13) It is obvious that if the prevalent confusion about the role which regional commissions should play in economic development is to be cleared up, more time has to be devoted to discussions and negotiations both with Governments and United Nations institutions. Closer contacts and relations should be established with headquarters of other organizations in the United Nations system, particularly the United Nations Development Programme, to foster a better climate for co-operation with the Economic Commission for Africa. It will, in particular, be necessary to ascertain the views of the United Nations Development Programme on the regional structures of United Nations bodies.

(14) The Governments of African States recognize the Economic Commission for Africa as an agent worthy of their confidence, an agent with the necessary capacity to serve Africa. Their manifestation of such confidence and esteem is not measured merely in terms of the interest or enthusiasm displayed at Commission sessions, but even more in the reasoned adherence of Governments to the Economic Commission for Africa work programme and in their commitment to take practical steps to implement the Economic Commission for Africa resolutions.

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