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A VENTURE
IN
SELF-RELIANCE

TEN YEARS OF ECA

1958 - 1968

UNITED NATIONS

ECONOMIC COMMISSION FOR AFRICA

**A VENTURE
IN
SELF - RELIANCE**

UNITED NATIONS



1958 — 1968



HIS IMPERIAL MAJESTY, HAILE SELASSIE I,
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PREFACE

It is proper after ten years of multifarious activities to assess the role and performance of the Economic Commission for Africa. In this report, an attempt is made to answer questions which spring easily to mind as one tries to understand the Commission and its work. What was the social and economic situation in Africa when the Commission was established? How did the people of Africa see this situation? What, as a consequence, have they requested the Commission to do? What has the secretariat suggested that African States might do? What has been done and what has been the impact of this continuing exchange of ideas and of the actions taken on the African situation?

Against the background of the enormous tasks to be initiated, the achievements of the Commission to date may seem insignificant. The work of the Commission, however, must be seen as a promotional and developmental effort to improve material well-being. To achieve this implies not merely the development of a few projects, but even more important is the growth in ideas, outlook, institutions, skills and activities. And there are perceptible signs of growth in Africa today.

To my mind, one of the main achievements of the Commission has been in the field of economic co-operation. By this I do not mean that the Economic Commission for Africa has any claim here to original discovery. The need for, and advantages of, co-operation are evident to anyone possessed of a cursory awareness of the human and economic smallness of many African States. The recognition of need and appreciation of advantages are not, however, the same thing as the patient evolution of studies, policies and institutions designed to satisfy the need and achieve the advantages; and it is here that I feel ECA can take most credit. If the multinational approach is becoming, increasingly, an African reality, this is in fair measure because of sustained and reasoned proselytizing on the part of the Commission; and the recognition of the importance of multinational co-operation runs through the work of all the substantive preoccupations of ECA - education and training,

industry, trade, transport, agriculture, research, statistical compilation and the development of natural resources.

This report does not claim to be exhaustive. Indeed, I have commenced another more comprehensive and exacting study of the Commission and its work. Enough, however, is said in the pages which follow to sustain what I have said above and, I think, to support my belief that the next ten years will see an important breakthrough in the resolution of Africa's economic and social problems. Such a breakthrough depends basically on individual effort and on the will and co-operation of African governments. It is, however, my conviction that, much as ECA may yet have achieved, the great days of the Commission are still to come; and that, in spearheading the United Nations effort in Africa, the Commission will really show its paces in the next ten years.

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CHAPTER I
ORIGINS, TERMS OF REFERENCE AND
MEMBERSHIP OF THE COMMISSION

1. The origin of the regional economic commissions may be traced to the United Nations concern in 1946 with the problem of reconstruction of war-devastated areas and other urgent economic problems arising from the war. The United Nations Economic and Social Council, acting on a resolution of the General Assembly of 2 February 1946, established on 21 June 1946 a Temporary Sub-Commission on Economic Reconstruction of Devastated Areas (which was a part of the Economic and Employment Commission) to examine the nature and scope of the economic reconstruction problems of those countries which faced the great and urgent task in this field. In the course of its work, the Sub-Commission divided itself into two Working Groups - one for Europe and North Africa and the other for Asia and the Far East. After examining the reports of the two Groups, and pursuant to General Assembly resolution 46(I) of 11 December 1946, the Economic and Social Council by its resolutions 36(IV) and 37(IV) of 28 March 1947 established the Economic Commission for Europe (ECE) and the Economic Commission for Asia and the Far East (ECAFE), respectively, and laid down their terms of reference.

2. On 11 August 1947, the Council, by its resolution 70(V), established the third Commission - the Economic Commission for Latin America; and, by its resolution 72(V) requested the Economic and Employment Commission to examine and report to the Council on, the general questions involved in the creation of regional economic commissions as a means for the promotion of the aims and objectives of the United Nations.

3. While establishing the Economic Commission for Europe, the Council noted that the Temporary Sub-Commission on Economic Reconstruction of Devastated Areas had not reported on the reconstruction problems of North Africa and Ethiopia, and was of the view that it was essential that the United Nations give simultaneous consideration to all devastated areas. After taking note of this decision, the Temporary Sub-Commission terminated its activities. In 1947 a resolution was

introduced in the Council calling for the establishment of an economic commission for North Africa and Ethiopia, but no action was taken. In 1950, when the request was repeated, it was argued that the creation of such a commission would be premature. Instead, the Secretariat was requested to prepare a review of economic conditions in Africa. Subsequent requests, in 1951 and in 1956, were also turned down by the Economic and Social Council. Among the requests thus refused was one that appears in a report prepared by a group of experts on "Measures for the Economic Development of Under-developed Countries" (Sales No.1951-II-B.2) recommending the establishment of an Economic Commission for Africa.

4. The matter was raised again in 1957 at the twelfth session of the General Assembly. It was argued that African countries needed an organ which would help assemble information on African economic problems and promote concerted action to solve them and help expedite African economic development. Those holding a contrary view claimed that Africa was not a homogeneous region and that a commission might not be able to cope with the complexities of the continent. The Second Committee of the General Assembly, however, by resolution 1155(XII) of 26 November 1957, requested the Economic and Social Council to give prompt and favourable consideration, at its next session, to the establishment of an Economic Commission for Africa for the purpose of giving effective aid to the countries and territories of Africa in accordance with article 68 of the Charter of the United Nations. Accordingly, the Council by its resolution 671 A(XXV) of 29 April 1958 established the Economic Commission for Africa, and laid down its terms of reference (Annual Report of the Economic Commission for Africa, E/4354, annex III for terms of reference, and annex IV for rules of procedure). At the same time the Council also decided upon Addis Ababa, Ethiopia, as the headquarters of the Commission. The Economic Commission for Africa is thus the youngest of the four United Nations regional economic commissions.

5. The initial purpose which motivated the establishment of ECA and ECAFE was economic reconstruction of war-devastated areas. Subsequent

concern in ECE and ECAFE was directed - as in ECLA and in ECA - towards the wider field of economic co-operation and development in the respective regions. The basic aim of all the regional economic commissions is to assist in raising the level of economic activity in their respective regions, and to maintain and strengthen the economic relations of the countries in each region both among themselves and with other countries of the world. When ECA was established its terms of reference included a provision for dealing with the social aspects of economic development and the inter-relationship between economic and social factors.

6. The regional economic commissions operate under the general supervision of the Economic and Social Council and of the General Assembly. Within the framework of the policies of the United Nations, the commissions provide a means whereby regional groupings of members may jointly develop their own policies and take practical action for economic development. By promoting concerted inter-governmental action and a continuous exchange of experience of common problems, the commissions render services that have become increasingly appreciated by the participating States. The General Assembly by its resolutions 1709(XVI) and 1823(XVII) took a decision which endorsed the trend to decentralize the economic and social activities of the United Nations and strengthen the role of the regional economic commissions.

7. The terms of reference of the Economic Commission for Africa require that the Commission should:

- Initiate and participate in measures for facilitating concerted action for the economic development of Africa;
- Make or sponsor investigations and studies of economic and technological problems and development;
- Undertake or sponsor the collection, evaluation and dissemination of economic, technological and statistical information;

- Perform such advisory services as countries of the region may desire, provided that these do not overlap with those provided by other bodies of the United Nations or by the specialized agencies;
- Assist the Economic and Social Council, at its request, in discharging its functions within the region in connexion with any economic problems, including problems in the field of technical assistance;
- Assist in the formulation and development of co-ordinated policies as a basis for practical action in promoting economic and technological development in the region;
- Deal as appropriate with the social aspects of economic development and the inter-relationship between economic and social factors.

8. The Economic Commission for Africa is empowered to make recommendations on any matters within its competence to the Governments of the region and the specialized agencies concerned; however, it is required to submit for the Council's prior consideration any proposal for activities that would have important effects on the economy of the world as a whole. All recommendations are submitted to the member States concerned and compliance by them is voluntary. The terms of reference of ECA specifically provide that no action by the Commission can be taken in respect of any country without the agreement of that country.

9. The tasks assigned to ECA are carried out by:

- (1) Arranging for the exchange of knowledge and experience of common problems at a technical level by means of conferences, meetings and seminars attended by experts from African countries and supported by consultants from African and non-African countries; and by arranging meetings between African leaders for the formulation of policy recommendations to governments, or for negotiating multinational economic arrangements or the establishment of common institutions;

- (ii) Increasing the opportunities for training of African national supervisory or executive personnel through short, intensive ~~training~~ courses, and through the establishment of training centres and institutes;
- (iii) Providing, through the regional advisory service and in other ways, on-the-spot assistance to governments in development planning, public administration, trade promotion, natural resources development, etc.;
- (iv) Collecting, collating and disseminating statistical information; and, the conducting and publishing of economic surveys and analytical studies.

10. The ECA in interpreting its mandate and designing its activities has had to take into account the unique historical situation of a continent in transition from colonial rule to independence. In April 1958 there were only nine African States (including the Union of South Africa) which had qualified for full membership of the Commission and another eight which had been admitted to associate membership. Between 1960 and 1968 inclusive, 32 African countries achieved independence and subsequently became full members of the Commission. Inevitably, in the first ten years, the Commission's work and preoccupations were determined by this historical experience; and it had above all to cope with the fact that the rapid transition from political dependency to self-rule imposed great strains upon the governments of the emerging nations, not the least of which were those arising from an acute shortage of trained personnel.

11. The significance of the Commission to the African States was appreciated by almost all speakers attending its first session (28 December 1958 - 6 January 1959). The expectations thus expressed by the African States were well set out in the welcoming speech of His Imperial Majesty, Haile Selassie I, Emperor of Ethiopia:

"Only a few years ago meetings to consider African problems were held outside of Africa, and the fate of its peoples was decided by non-Africans. Today, the tradition of Berlin and Algeciras

has been repudiated, and it is thanks to the Conference of Accra and now of Addis Ababa that the peoples of Africa can, at long last, deliberate their own problems and future".

12. The Secretary-General, Mr. Dag Hammarskjöld, in his message, defined the role which the United Nations expected the Commission to play:

"New States are emerging with geographic boundaries which, in most cases, are not best suited to the requirements of rapid economic growth. If such growth is to take place, concerted action and joint endeavours will be needed among countries and territories, each with its own particular political status. New economic links are to be forged among entities belonging to different monetary areas. And all of this should be achieved without losing the present advantage deriving from existing relationships with the rest of the world. These complicated processes can be greatly enhanced and facilitated by the existence of some flexible institutional arrangement such as the Commission can provide."

13. The geographical scope of the Commission's work is the whole continent of Africa, Madagascar and other islands bordering on the African continent.

14. When the Commission was established on 29 April 1958, the Economic and Social Council opened full membership, as then defined, to the following States: Belgium, Ethiopia, France, Ghana, Italy, Liberia, Libya, Morocco, Portugal, Spain, Sudan, Tunisia, the Union of South Africa, the United Arab Republic, the United Kingdom, and provision for subsequent membership of any other State in the area which might later become a member of the United Nations. On 12 December 1958 Guinea thus became a member of ECA. In 1958 full members of the Commission comprised ten independent African States and six colonial powers.

15. The associate members admitted by the Council on 29 April 1958 were: the Federation of Nigeria, Gambia, Kenya, Zanzibar, Sierra Leone, British Somaliland Protectorate, Tanganyika and Uganda. On 28 July 1958, the Italian-administered Trust Territory of Somaliland was also admitted to associate membership.

16. The African member States of the Commission, from the earliest years, were concerned that certain non-self-governing territories were not represented in the Commission as associate members, whereas certain non-African States with territorial responsibility in Africa were full members. The African members were firmly of the view that it was their collective responsibility "to take decisions affecting Africa without the said decisions being influenced by the opposing votes of non-African powers", and they, therefore, insisted on the full membership status of the colonial powers being altered or terminated and on an African participation on behalf of non-self-governing territories [resolutions 42(IV), 68(V), 69(V), 84(V), 94(VI), 151(VIII)].

17. Italy ceased to be a member of the Commission in 1960 upon the cessation of its territorial responsibility for what has now become the Republic of Somalia; and, Belgium in 1962, upon the achievement of independence by Rwanda and Burundi. France, Spain and the United Kingdom eventually agreed to a reduction in their status to associate membership and to allow, in accordance with the will of the Commission, the non-self-governing territories under their administration direct representation as associate members. The position was ratified by the Economic and Social Council by an amendment to the terms of reference in 1963 [see Economic and Social Council resolution 974 D I (XXXVI)]. Thus, in 1963 Fernando Po and Rio Muni (administered by Spain) and Mauritius, Basutoland (now Lesotho), Bechuanaland Protectorate (now Botswana), Swaziland, the Federation of Rhodesia and Nyasaland, and Gambia (all administered by the United Kingdom) became associate members. In 1964 Fernando Po and Rio Muni were, on their own request, admitted as a single associate member under the name of Equatorial Guinea. After the Federation of Rhodesia and Nyasaland (the Central African Federation) was dissolved, Northern Rhodesia (now Zambia), Southern Rhodesia (now Rhodesia) and Nyasaland (now Malawi) attended as separate associate members in 1964.

18. African member States expressed opposition to the apartheid policies of South Africa, which was a full member of the Commission

[resolutions 44(IV) and 88(V)]. Because of this continuing opposition, the Economic and Social Council, by its resolution 974 D IV(XXXVI), eventually suspended South Africa from participation in the work of the Commission "until conditions for constructive co-operation have been restored by a change in its racial policy." In 1963 the Council expelled Portugal from membership of the Commission for non-compliance with resolutions of the Commission and the General Assembly [Economic and Social Council resolution 974 D III(XXXVI)]. The illegal declaration of independence by Rhodesia in November 1965 was not recognized by the General Assembly; and, consequently, the associate membership of Rhodesia in the Commission ceased.

19. The Commission continues to be seized with the question of how the non-self-governing territories of South West Africa (previously a mandated territory under the administration of South Africa) and of Angola, Mozambique and the so-called Portuguese Guinea (under Portuguese administration) can participate in the work of the Commission [resolution 151(VIII)]. These territories are legally associate members of the Commission, in terms of Commission resolution 42(IV) and its ratification by the Economic and Social Council resolution 974 D I(XXXVI). The problem is how the Commission can serve the interests of these territories and arrange for their direct representation by Africans.

20. There are now two categories of membership: (i) full member and (ii) associate member. To qualify for full membership a country must be independent, a member of the United Nations, and belong to the African continent and its associated islands. Associate membership is conferred upon non-self-governing territories in the African region; and, upon members of the United Nations who do not belong to the area but are responsible for the international relations of non-self-governing territories in the African region. Associate membership ceases upon the cessation of such territorial responsibility. Associate membership confers the right to participate in the regular sessions of the Commission but without a vote, though representatives of associate members may participate and hold office in the subsidiary bodies of the Commission.

21. As of December 1968 there were forty-one full members of the Commission: Algeria, Botswana, Burundi, Cameroon, Central African Republic, Chad, Republic of Congo, Democratic Republic of Congo, Dahomey, Ethiopia, Gabon, Gambia, Ghana, Guinea, Ivory Coast, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Niger, Nigeria, the Republic of South Africa, Rwanda, Senegal, Sierra Leone, Somalia, Sudan, Togo, Tunisia, Uganda, the United Arab Republic, Swaziland, Tanzania, Upper Volta and Zambia.

22. Like other commissions, and following the practice of the ECOSOC, ECA is authorized by its terms of reference to invite any member of the United Nations not a member of the Commission to participate in the work of the Commission in a consultative capacity in its consideration of any matter of particular concern to that non-member. At the eighth session of the Commission held in February 1967, the following countries sent observers: Australia, Austria, Belgium, Bulgaria, Canada, Chile, Czechoslovakia, Finland, Greece, Hungary, India, Iraq, Israel, Italy, Japan, Netherlands, Norway, Poland, Romania, Sweden, Syria, Trinidad and Tobago, the Union of Soviet Socialist Republics, the United States of America and Yugoslavia. Under special arrangement the Federal Republic of Germany and Switzerland are invited to the sessions of the Commission as observers.

CHAPTER II

GENERAL SURVEY OF ECONOMIC CONDITIONS

23. The problems which confronted African countries on the attainment of their independence and which have preoccupied the Commission throughout its existence have been long in the making. In 1960 per capita product in developing Africa was US\$100 or less, and in 1964 no developing African country had universal primary education and more than thirty such countries could enroll less than 50 per cent of the relevant age group in the primary schools. African States embarked on their pursuit of progress in circumstances in which the supply of skilled personnel was grossly inadequate in relation to requirements. In these circumstances African countries have been obliged to depend heavily on expatriates, many of whom have rendered yeoman service. Nevertheless, the number of skilled persons available from all sources has been and still is too low.

24. The main economic features of developing countries in Africa between 1960 and 1966 were low levels of development at the beginning of the period and generally slow rates of growth in total output during the period. Available information suggests that in 1960 twenty two countries had levels of product per capita below US\$100; and that in some twenty countries product per capita fell between US\$100 and US\$400 (with per capita product in most of these countries being less than US\$200). Moreover, more than 60 per cent of the total population of developing Africa in 1960 lived in countries in which product per head was less than US\$100; and more than 90 per cent of the population lived in countries in which product per head was less than US\$200.

25. Between 1960 and 1966 the real gross domestic product of developing Africa increased at an average annual rate of 3.4 per cent; and the corresponding increase in product per capita was about 1 per cent per annum. Twenty-four countries, comprising about 45 per cent of the 1966 population of developing Africa, recorded average annual rates of

growth of GDP per capita of less than 1 per cent between 1960 and 1966; a further six countries, comprising more than 28 per cent of the 1966 population, recorded rates of growth which fell between 1 and 2 per cent; five countries, comprising almost 20 per cent of the population, recorded rates of growth which fell between 2 and 3 per cent; and only seven countries, comprising little more than 7 per cent of the population, recorded rates of growth which were in excess of 3 per cent per annum.

26. In some countries, and to some extent more generally, it is possible to explain the disappointing progress in terms of special circumstances associated with the attainment of independence and its immediate aftermath. Graphic examples of this are provided by Algeria and the Democratic Republic of the Congo where long-term economic prospects are certainly much more cheerful than could be inferred from recent experience. In many African countries which gained their independence in 1960 or subsequently the assumption of power was frequently as abrupt as the need to develop was strong; and, given previous neglect of these matters, many countries felt obliged to divert considerable resources to the essential, but not directly productive, task of creating a government machinery appropriate to independent States determined to promote economic and social progress.

27. In the period under consideration Africa's population increased by about 2.3 per cent per annum. This increase was among the highest in the world and was surpassed only in South Asia and Latin America. Most of the African increase could be attributed to a growing excess of births over deaths; and there is evidence to suggest that the addition of young people to the population was greater than the increase of productive capacity. In fact, a comparison of rates of growth of per capita product and rates of growth of population in some 40 African countries between 1960 and 1966 reveals a statistically significant negative correlation between them.

28. In terms of structure, African economies are heavily oriented to agricultural and, in some cases, mineral production. In these circumstances, it is not surprising that imported goods and services weigh heavily in total available resources and that exported goods and services account for a high proportion of final demand. In the long run any given growth of African GDP will require a more than proportionate increase in imports and thus a corresponding rise in export earnings and/or capital inflows; and even in a brief survey of African economic conditions it is important to consider whether income growth was facilitated or constrained by changes in the foreign sector. In the present case such consideration is inhibited by lack of data relating to the balance of payments and in particular to capital inflows.

29. As far as foreign exchange earnings from the export of goods is concerned, the experience of developing Africa between 1960 and 1966 was relatively favourable; and the level of such earnings rose at an annual average rate of 8 per cent over the period. This was considerably higher than the corresponding rate of increase for developing countries as a whole, but somewhat lower than the rates recorded by the centrally planned and developed market economies respectively. The favourable African experience was partly due to special circumstances which are unlikely to operate with the same force in the future. The increase of petroleum exports, for example, was based almost entirely on new discovery and exploitation and accounted for almost 50 per cent of the absolute change in the value of total exports from developing Africa between 1960 and 1966. The increase in coffee earnings accounted for another 8 per cent of the total increase; and it is again unlikely that the fairly rapid growth of coffee exports which made this contribution possible can be repeated within the context of the International Coffee Agreement. Other commodities which made a significant contribution to the total increase in export earnings were copper, iron ore, groundnuts, diamonds, phosphates, citrus fruits and tin metal.

30. The favourable aggregate changes in developing Africa's export earnings between 1960 and 1966 reflected fairly high rates of growth in such earnings in a large number of individual countries; and some twenty countries recorded rates of growth in export values of 7 per cent or more per annum over the period. Additional circumstances apart, high export earnings can be substantially offset by adverse changes in other parts of the current account and there is thus no automatic mechanism which ensures the translation of export earnings into development-oriented imports. Information on the current account of the balance of payments of African countries is meagre; but reasonably complete information is available for fifteen countries. In nine of the fifteen, increases in export earnings were more than offset by increasing deficits on the invisible account.

31. That rapid growth of export earnings is at most a necessary, but not sufficient, condition for import growth may be adduced from the fact that the import growth rate in developing Africa between 1960 and 1966 was a mere 4 per cent per annum. This slow rate of increase (which was lower than those recorded by developing countries as a group, centrally-planned economies and developed market economies) was due in considerable part to the special circumstances of Algeria, where imports fell by about US\$500 million. If Algeria is excluded the import growth rate rises to about 6 per cent per annum at current prices. Yet even when Algeria is excluded, it is obvious that the aggregate import growth rate is still lower than the corresponding rate for exports; and about one-third of the individual countries which experienced fairly rapid increases in export earnings were apparently unable to translate this experience into correspondingly high relative increases in imports.

32. As far as import prices are concerned, the unit values of imports into developing Africa rose rather slowly - by about 1 per cent per annum - between 1960 and 1966. Even this modest increase was, however, greater than the rise in African export values; and some US\$237 million from the 1966 export earnings was required to offset the higher rate of increase of import prices.

33. Between 1960 and 1966 international reserves are known to have declined in ten African countries and to have increased in eleven countries. In two countries (Libya and Mauritania) the increase in reserves was due to an increase in the exploitation of natural resources which greatly outpaced any plausible increase in the short run. In other countries in which reserves are known to have increased, it is most likely that the increase reflected transitional limits to absorptive capacity due to low levels of development. Moreover, if 40 per cent is taken as the minimum ratio of reserves to annual imports to permit reserves to be used to finance economic growth, then the number of countries in developing Africa (from the present sample) which could afford to use the reserves for such purposes fell from twelve in 1960 to three in 1966. More generally, the favourable export experience of the 1960's notwithstanding, the longer-run expectation about the foreign sector in the context of African development is that it will continue to be important and troublesome. A limited number of mineral-rich economies apart, most countries must continue to expect poor or uncertain export prospects for the range of commodities they presently produce; they must also expect a continued deterioration on the invisible account; and they cannot be unduly sanguine about the prospects for securing public and private capital inflows in amounts and on terms which would enable them comfortably to bridge the gap between their export earnings and their import requirements.

34. In 1960 agriculture accounted for almost 40 per cent of total output in developing Africa; commerce and other services accounted for almost 27 per cent; manufacturing industry just over 11 per cent; public administration about 8 per cent; transport almost 6 per cent and mining and construction each for just more than 4 per cent. Prospects for economic growth and development in Africa depend critically on agriculture and industry (including mining). Measured by value added, agricultural output increased at a real average annual rate of 1.3 per cent per annum over the period in question; and the question as to why GDP per head grew so slowly in developing Africa can to a large extent be

converted to the question as to why agricultural output grew so slowly. Far short of an exhaustive answer to the latter question, it may be pointed out that subsistence production still accounts for as much as 50 per cent of total agricultural output. In addition, much agricultural produce destined for the market is still produced by the same non-modern methods as are used in the subsistence sector. This means that the level of output is still largely determined by the weather and that output per head is likely to fall as population increases and the possibilities for more extensive cultivation decline. Bad weather conditions did have a retarding effect on agricultural output in some African countries between 1960 and 1966; and a modest increase in the absolute volume of foodstuffs - which account for about 80 per cent of total agricultural production in value terms - was not sufficient to prevent output of foodstuffs per capita from declining.

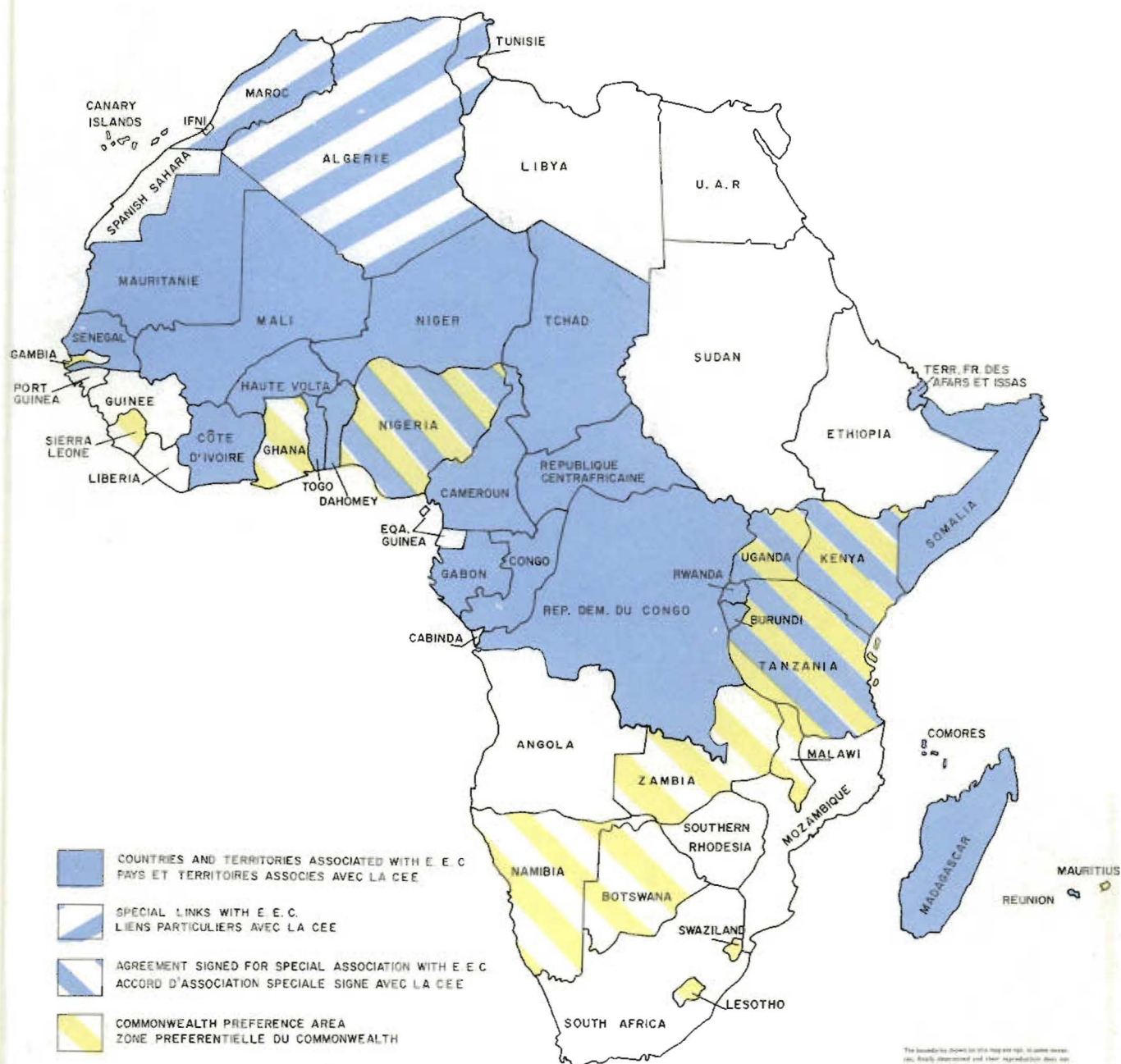
35. Since agriculture is the main form of economic activity, structural rigidity a common characteristic and lack of foreign exchange of actual or potential concern, the decline in the per capita output of food is disturbing since it has led to increased dependence on imports. This is true of cereals, meat and dairy products; and higher rates of agricultural output would not only make a direct contribution to higher increases in GDP, but could also make an important indirect contribution to growth by releasing foreign exchange to finance a higher volume of development-orientated imports.

36. Between 1960 and 1966 manufacturing output increased at a real rate of 4.2 per cent per annum. Nevertheless manufacturing was still contributing less than 12 per cent of the total GDP by 1966; and it was largely concentrated on easily produced consumer goods and a limited range of intermediate goods. Mineral output over the period in question increased by 13.4 per cent per annum and was thus the fastest-growing sector. The rapid growth of mineral output owed a great deal to petroleum and, to a lesser extent, iron ore.

37. Manufacturing industry represents, par excellence, the modern sector of the economy. It is in this sector that technical progress is most heavily embodied and output per head is highest. Therefore most countries see economic development as a process of industrialization; and this is why the Economic Commission for Africa is and has been seeking to promote sub-regional economic co-operation which would enlarge the scope of the market and thus enable more and more viable industries to be established. The central policy question which now arises in relation to economic growth in developing Africa concerns the relationship between agricultural and industrial programmes. Since the weight of agriculture in GDP is almost twice that of industry, an increase of 1 per cent in agricultural and industrial output would at present add 0.4 and 0.2 per cent respectively to the GDP.

EXTERNAL LINKS OF AFRICAN COUNTRIES (1 NOVEMBER 1968)

LIENS EXTERIEURS DES PAYS D'AFRIQUE (1 NOVEMBRE 1968)



CHAPTER III

TRADE AND ECONOMIC CO-OPERATION

A. Trade

38. Ten years ago the greater part of Africa was economically and politically tied to a few European colonial powers. Its commercial, monetary and financial arrangements had, with few exceptions, been designed to attach the individual African territory to the European metropolitan power. The institutional structures were based on military, political, or administrative, rather than economic, considerations. Where economic motives predominated, the primary aim was to promote trade between the colony and the industrial world. Even the few independent developing African countries had economic structures binding them to a limited number of non-African countries.

39. As a result more than two-thirds of Africa's trade was conducted with Western Europe and only about one-twentieth was traded among African countries. And around two-thirds of its exports consisted of agricultural products, while mineral products and metals made up the remainder.

40. When the Commission at its inception considered the specific problems facing its African developing member States in the trade field, it consequently placed great emphasis on studying their relations with countries outside the region. There was a clear desire to clarify the relationships of the continent to the former metropolitan powers.

41. At the time the Commission met at its first session, the European Economic Community had just started to function. In view of the impact this could have on the trade and development of African countries the Commission considered that this was a matter of concern and requested the Executive Secretary to study the questions involved. Following the examination of this study (E/CN.14/29) at the second session, it requested the Executive Secretary to prepare studies on the effects of European economic groupings on African economies for examination by an ad hoc committee of representatives of members and associate

members [resolution 7(II)]. The ad hoc committee, which met at the beginning of 1961, suggested in its report (E/CN.14/100) inter alia that the secretariat should maintain a constant review of developments in EEC which might effect African economies and examine the impact of other preferential systems linking countries in Africa to non-African countries. At the third session, the Commission accordingly requested the Executive Secretary to keep under constant review the continuous and changing impact of the European economic groupings on African economies. Reports on Western European developments in so far as they concerned African countries were therefore presented at the third, fourth and fifth sessions of the Commission (E/CN.14/72, E/CN.14/139 and E/CN.14/207) as well as at the first session of the Standing Committee on Trade (E/CN.14/STC/4).

42. The spread of independence brought with it prospects of increasing trade within Africa and with the rest of the world. The Standing Committee on Trade at its first session recommended that the secretariat should keep under review the development of trade with centrally planned economies with particular reference to the experience of African countries and study African trade with Asia. (E/CN.14/174, recommendations II and III). A report on African trade with centrally planned economies was prepared in 1962 (E/CN.14/STC/5) and a study on African trade with Asia was presented at the second session of the Standing Committee on Trade (E/CN.14/STC/6). Another study on African trade with Eastern Europe was completed in 1968.

43. The predominant role of primary commodities in their economies naturally makes African countries keenly interested in any action for commodity stabilization. A brief discussion took place at the first session of the Commission, which requested to be presented with studies on commodity trade and marketing. Following a request [resolution 18(II)] that the Executive Secretary should pay particular attention to problems of stabilization of commodity prices, a report examining the general problem of commodity instability was presented at the third session (E/CN.14/68).

44. In response to resolution 25(III) of the third session of the Commission, a meeting of African primary producing countries was held in Lagos, Nigeria, in 1962, in co-operation with FAO, to discuss joint action to counter the downward trend and the violent fluctuations in commodity prices. Documentation for the meeting included papers on national marketing boards and price stabilization funds in Africa as well as a number of commodity studies (E/CN.14/141; E/CN.14/STC/CS/1 to 11). The main conclusion of the meeting was that the problems facing African countries in the commodity field should be approached on a world-wide basis (E/CN.14/205). With a view to keeping members of the Commission informed about significant developments in the commodity field reports on commodity stabilization and on terms of trade of African countries were submitted to the Standing Committee on Trade at its second session. The Surveys of Economic Conditions in Africa 1960-1964 and 1967 analysed the trends in Africa's commodity exports.

45. Within its general concern to promote external trade, the Commission from its inception has recognized the importance of attempts made by the United Nations family to rationalize the world trading system. In particular it has since the establishment of the United Nations Conference on Trade and Development attached great importance to the work of that body. At its fifth session in 1963 the Commission called upon the secretariat to assist, on a priority basis, in the preparation and elaboration of studies of relevant African trade problems and urged African governments to support the Conference [resolution 79(V)]. Resolution 97(VI) affirmed the need to establish an African co-ordinating committee and requested the Executive Secretary to assist this committee and provide all information and expert services necessary to the attainment of the aims of UNCTAD. At the seventh session, the Executive Secretary was requested to elaborate concrete proposals and recommendations on all issues of particular interest to Africa resulting from the Conference [resolution 135(VII)]. Resolution 165(VIII) finally confirmed the readiness of the African countries to

contribute to the preparatory work for the second session of UNCTAD, and endorsed the convening of the co-ordinating meeting of developing countries in Algiers.

46. Following these resolutions the secretariat submitted two studies to the Preparatory Committee of the Conference on the importance of intensifying trade exchanges amongst the low-income countries and on approaches to African economic integration (E/CONF 46/PC 29 and 30). For the first conference three documents were prepared; one on the activities of ECA related to the Conference (E/CONF 46/82); one on intra-African trade (E/CONF 46/83); and one on foreign trade plans of selected countries in Africa (E/CONF 46/85).

47. A secretariat team serviced the Co-ordinating Committee of the African countries participating in the Conference and the Co-ordinating Committee of the 77 developing countries, and assisted individual African delegations.

48. The Working Party on Intra-African Trade met twice jointly with the OAU Committee of Fourteen on Trade and Development between the first and the second session of UNCTAD to co-ordinate the policies of African countries in UNCTAD. The documentation for the two meetings included studies on the relevance of UNCTAD to Africa's trade problems (E/CN.14/WP.1/4) and the African approach to the second session of UNCTAD (E/CN.14/WP.1/12).

49. The final African position, established at meetings of the African Group in Algiers in October 1967 (E/CN.14/WP.1/12 and Add.1) were incorporated in the Algiers Charter, and adopted by the Ministerial Meeting of the Group of 77 later that same month in Algiers. The ECA secretariat prepared documents and assisted in the servicing of both Algiers meetings (CONF. Papers 1 and 2). The trade paper prepared for the Algiers meeting was considerably expanded for presentation at the second session of UNCTAD (E/CN.14/UNCTAD II/1); and it was supplemented by a special study of obstacles to the exports of products of interest to Africa (E/CN.14/UNCTAD II/2). The secretariat also assisted in the servicing of the African Group at the Conference.

50. The immediate result of the creation of a large number of independent African States, each possessing economic and monetary autonomy, led to a fragmentation of African markets, and to numerous different trade regimes and payments systems. Questions on the ways and means of increasing trade, and thus economic contacts, between African States were raised at the very first session of the Commission, which requested a study analysing specific aspects of intra-regional trade, including an analysis of the major trade flows within Africa, while the ad hoc committee of government representatives which met at the beginning of 1961 recommended that first priority should be accorded to studies of intra-African trade and payments. In response to these requests, and also as recommended at the second and the third sessions by the Commission [resolutions 8(II) and 31(III)], studies dealing with, respectively, trade problems in West Africa and East Africa were presented in the Economic Bulletin for Africa (Vol. II, No. 4). The studies demonstrated that there were considerable possibilities for economic co-operation between African States.

51. The first operational attempt to tackle intra-African trade problems was made in the second half of 1961 when a working party met under the auspices of the Standing Committee on Trade to study problems of customs administration in West Africa. The Working Party, which examined a detailed secretariat enquiry, recommended inter alia that the countries of West Africa which had not yet adopted the Brussels Tariff Nomenclature should use it as a basis for establishing their national customs tariffs; the organization by the Economic Commission for Africa of a panel of experts to undertake a thorough study of transit problems in West Africa; and training courses for customs officials (E/CN.14/138).

52. This meeting gave the first impetus to the beginnings of concerted action in the West African sub-region, and subsequently to the formulation of recommendations and policies in other sub-regions also.

53. The expert panel on transit traffic in West Africa met in 1962. The documentation included a paper by the secretariat on the problems of customs transit of goods in West Africa as well as papers presented by the experts, which adopted a number of recommendations (E/CN.14/206). The most important was a recommendation for the adoption and putting into force of the Customs Convention on the International Transport of goods under cover of TIR Carnets. Following this recommendation discussions were initiated with West African governments and those of countries bordering the sub-region with a view to preparing the way for a transit convention in conformity with the principles of the United Nations Convention on Transit Trade of Land-locked States. A model convention has now been prepared (E/CN.14/STC/WPCA/7). If it is successful, the project will be extended to other sub-regions.

54. At its fourth session the Commission affirmed that increased co-operation among African countries was required in order to promote intra-African trade, industrialization and economic development in general; and by the time of the fifth session the desire for greater economic integration was widely manifest. At that session considerable emphasis was given to this work; and two important resolutions 86(V) and 87(V) requested the Executive Secretary to undertake intensive studies on the major problems of an African common market and a study of the possibilities of establishing a clearing system within a payments union of the African countries. A background paper on the establishment of an African common market was prepared for consideration by the Standing Committee on Trade at its second session (E/CN.14/STC/20 and Add.1) and trade studies were submitted to sub-regional meetings on economic co-operation in West and East Africa (E/CN.14/INR/102 for the Lusaka Conference in 1965; E/CN.14/WA/ECOP/3 for the Niamey Conference in 1966; E/CN.14/ECOP/WA/7 for the Accra Conference in 1967; E/CN.14/WA/EC/12 and Add.1 and 2 for the Dakar Meeting in 1967). A study entitled "Trade Expansion in Eastern Africa: An Outline for a Programme of Action" (E/CN.14/EA/EC/2) was prepared for the first meeting of the Interim Economic Committee of the Economic Community of Eastern Africa in 1967.

55. With a view to extending intra-African trade, a joint meeting of ECA Working Party on Intra-African Trade and OAU ad hoc Committee of Fourteen on Trade and Development was convened in Addis Ababa (February-March 1966). The following papers concerning African trade were submitted to the meeting:

"Elements of Model Convention for Sub-regional Common Markets in Africa";

(E/CN.14/WP.1); "General Review of Activities in Trade and Customs"; (E/CN.14/WP.1/3); and "Questionnaire on Intra-African Trade"; (E/CN.14/WP.1/5 and Add.1 and 2).

56. The lack of highly skilled trade specialists is a serious impediment to export promotion. Annual courses in foreign trade and commercial policy have been organized jointly with GATT for both English-speaking and French-speaking participants since 1962. Customs training courses for senior officials from African Customs Administrations have also been run annually since 1962. The secretariat has also assisted a number of African countries in the transposition of their tariffs to the Brussels Tariff Nomenclature (E/CN.14/413).

57. The lack of relevant commercial information is another major obstacle ~~hampering~~ African exports. With a view to helping fill this gap a Foreign Trade Newsletter has been published (E/CN.14/STC/FTN); and about twenty issues have appeared since the Newsletter was launched in 1962. The Newsletter contains detailed information on current developments in Africa in the areas of international trade agreements, foreign assistance, trade restrictions, monetary and banking matters, tourism, economic co-operation and commodity trade. Following a recommendation from the Standing Committee on Trade the secretariat has also assisted member States in the building up of national trade intelligence services by supplying lists of publications and periodicals on commercial matters of current interest to them.

58. As far as available resources have permitted, the secretariat has endeavoured to assist member States in the trade field. During these

efforts over the last ten years several problems and problem areas which have been identified suggest a number of conclusions regarding the ECA's work programme for the beginning of the next decade. The following main, broad lines of action seem to emerge:

- (a) The African region, which will continue to depend upon trade in primary commodities for the bulk of its export earnings for a long time to come, should seek a general acceptance of the need for a reform of the international commodity marketing system during the discussions which are envisaged following the second session of UNCTAD. Any attempt to replace completely the present system with a new one would probably not be feasible. But an extensive modification of the present institutions and instruments for international commodity trade should not be impossible. In particular, a reform of the system as it applies to tropical products should be an important objective of African countries.
- (b) A principal objective of African countries should be to secure a reduction of the high tariffs in developed countries on manufactures and semi-manufactures, and especially those on semi-processed agricultural products, without reciprocal concessions on the part of the African countries. These tariffs in effect constitute a high rate of taxation by developed countries on the value added in the processing industries of the African countries.
- (c) The value of such reductions would be greater if they were on a preferential basis so that the African processing industries stood at an advantage against similar processing industries in more advanced countries. The African countries should make sure in the next phase of the international discussions that due attention will be paid to the place of semi-processed and processed agricultural products in any preference scheme. The inclusion or exclusion of such products may make all the difference between the ability or

inability of African countries to compete in the export markets of the developed countries since they start from a much lower level of industrial development than the other developing countries.

- (d) The African region has the overwhelming proportion of the countries of the world that can be classified as being the least developed. And even the level of development of the more developed parts of the region is generally low in comparison with average international standards. African countries should therefore search for special measures in favour of the region as a whole during the discussion of general measures in the field of trade policy.

59. With a view to assisting African Governments to achieve the above objectives, the work programme for the immediate future will be formulated to make a shift from general studies to operationally oriented analysis of specific questions. More particularly the secretariat will:

- (a) Carry out special case studies on African commodities or groups of commodities most suitable for commodity negotiations;
- (b) Study and advise on marketing problems of African manufactures in developed countries;
- (c) Provide substantive assistance to African countries in negotiations for the establishment of general preference systems;
- (d) Maintain an African initiative in the forthcoming studies and negotiations on special measures for the least developed among the developing countries.

B. Economic co-operation

60. The future economic advance of Africa may be hampered by the political and economic fragmentation of the region following the attainment of independence. The size of the national market in most African countries is too small and their individual resources too limited to permit the development of industrial specialization and the achievement of economies of scale. Economic co-operation among sovereign States offers the only practicable means for creating more viable economic units in the region.

61. African countries have repeatedly expressed their determination to take measures aimed at overcoming the adverse effects of this fragmentation of the continent. Thus, at the very first session of the Commission, the Executive Secretary was requested to provide studies on intra-African trade. More specifically he was requested, subject to the consent of the governments concerned, to make a factual study listing the principal areas in which the countries and territories of West Africa could derive mutual benefit by increasing their economic contacts with each other and to determine the different aspects, particularly agricultural and industrial, of a Maghreb economic unit.

62. At its first session the Commission further requested the Executive Secretary to prepare, in collaboration with other competent bodies, a summary of ways and means of co-ordinating international and inter-governmental programmes; to render to the governments expert assistance in formulating their needs for economic and technical assistance within the framework of established machinery; and also to study the possibilities of obtaining assistance from universities and scientific institutions in member or associate member States with a view to accelerating the solution of technological and economic problems affecting Africa.

63. A resolution passed at the second session recognized the importance of stimulating intra-African trade and sub-regional projects [resolution 8(II)], while at the third session the Commission declared

that the economic development of Africa should be based on African continental realities, with a view to establishing maximum co-operation, and particularly the creation of markets large enough capable of supporting African industrialization [resolution 31(III)]. The Commission further set up the Standing Committee on Trade [resolution 28(III)], to inter alia prepare and bring into operation a rational organization of intra-African trade. At the fourth session, in resolution 43(IV), it was decided to establish a Standing Committee on Natural Resources and Industrialization to inter alia determine and promote the most effective means of advancing industrialization on a national, sub-regional and regional basis. At the same session it was also decided to establish sub-regional offices of the Commission [resolution 64(IV)] to encourage the creation of a sub-regional framework for co-operation.

64. The importance of economic co-operation as a strategic element in economic development was given even greater emphasis at the fifth session of the Commission when, pursuant to recommendations of the Standing Committee on Trade (E/CN.14/174) and the Working Party of the Whole of the Standing Committee on Industry and Natural Resources (E/CN.14/192) resolution 86(V) was passed requesting the Executive Secretary to undertake intensive studies on the major problems of an African common market, having particular regard to the balanced integration of economic development in the various African countries, and to lend the support of all the technical facilities of the secretariat to whatever body African Governments might set up to examine the question of an African common market.

65. This was the first time a recommendation of this kind had been made in explicit form, although a number of projects previously undertaken by the secretariat could be considered preliminary spadework. Instances of this can be found in some of the operational activities in African trade as well as in industry and transport. The secretariat had in other words already started work along lines which logically should converge towards the basic issues raised by the possible establishment of an African common market.

66. By resolution 100(VI) the Executive Secretary was requested to give special consideration to quantitative restrictions which were imposed on the movement of goods between the African countries and the possibilities of removing them; to the possibilities of increasing trade between the African States by a fair distribution of productive activities; to means of ensuring an equitable distribution of benefits resulting from the establishment of an African common market; and to report on the progress made in the field of monetary co-operation between African States on the basis of the results of the periodical meetings of African monetary authorities.

67. In addition, a resolution of the Summit Conference of independent African States held in Addis Ababa in 1963 recognized that the establishment of a free trade area, a payments union, clearing system and a common external tariff in Africa was an essential part of the economic development process; and the first United Nations Conference on Trade and Development, held in Geneva in 1964, expressed support for the promotion of economic integration among developing countries.

68. Eventually there was no section of the secretariat in which the objective of integration was not pursued: general development planning, agriculture, industry, transport and natural resources, trade, monetary and fiscal matters. Almost all the projects were carried out by the secretariat in response to resolutions and other general instructions of the Commission and its committees. But by the middle of the decade the initiative started to come from groups of interested countries which were envisaging setting up inter-governmental machinery within which their co-operation problems could be discussed and resolved.

69. At its seventh session, in 1965, by resolution 142(VII), the Commission took note of the efforts which had been taken towards economic co-operation in Africa at both the regional and sub-regional levels and in particular in the East African Common Market; the Senegal, Niger and Chad Basin Commission; the economic co-operation institutions of the Maghreb countries; and the Conference on Industrial Co-ordination

in West Africa, held in Bamako. It was considered, therefore, that the setting up of an institutional framework for economic integration would accelerate the attainment of an African common market. Accordingly, the Commission advised all member States to set up inter-governmental machinery at the sub-regional level for the harmonization of economic and social development; and suggested that in the creation of this machinery, account should be taken of existing institutional arrangements inside and outside Africa. It further recommended that inter-governmental consultation on the setting up of appropriate machinery be undertaken at an early date. The Executive Secretary was requested to provide, as early as possible, the necessary assistance for the establishment of such machinery at the invitation of the governments. A progress report on economic co-operation was presented at the eighth session (E/CN.14/386). The African sub-regions are regarded as viable economic units within which economic and particularly industrial development can be planned on an integrated basis. The establishment of such sub-regional institutions of economic co-operation should also facilitate the establishment of links between existing integration groups and neighbouring countries in the sub-region.

70. Further work in the field of economic co-operation was requested at the eighth session. By its resolution 176(VIII) the Commission made detailed recommendations to the Executive Secretary regarding the action to be taken in each of the four sub-regions.

71. In all the four regions there existed some form of on-going inter-State organizations that might provide the nucleus for grouping together a larger number of States into a still more viable economic unit. Some of the most important successes achieved in economic co-operation have consisted in the reconstruction of arrangements which were inherited from the colonial period. Thus, the East African Common Market was rebuilt to meet the fact that Kenya, Tanzania and Uganda were independent States rather than colonies whose trade and economic policies were determined by a common metropolitan power. The common markets which France built up in its colonies in West and Central Africa were given new institutional forms and a re-defined content.

72. In response to the Commission's resolutions, sub-regional meetings were convened to consider ways and means for implementing them. But so far progress made has been rather uneven. In particular, up to the present time none has built up a strong technical arm to work out policies and projects.

73. In West Africa, thirteen countries (Dahomey, Gambia, Ghana, Ivory Coast, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Togo and Upper Volta) signed Articles of Association for the establishment of an Economic Community of West Africa and set up an Interim Council of Ministers in 1967 (E/CN.14/399). At its first meeting the Council discussed a draft treaty and agreed that the ultimate aim of the Community was the achievement of a common market. At a Conference of Heads of State and Government of West Africa, in which nine States participated, in Monrovia, at the beginning of 1968, it was decided to establish a West African Regional Group. The Articles of Association were made an integral part of the Protocol establishing the Regional Group.

74. In Eastern Africa, governments agreed to set up an Economic Community which would aim to establish a common market and initiate at an early date a programme for the development of sub-regional or multinational industries (E/CN.14/346). An Interim Council of Ministers was established and ten countries (Burundi, Ethiopia, Kenya, Madagascar, Malawi, Mauritius, Rwanda, Somalia, Tanzania and Zambia) signed or initialled terms of association which are to govern economic co-operation pending the formal establishment of the Community (E/CN.14/352). Subsequently, a meeting in late 1967 of an Interim Economic Committee, comprising senior officials of the member States of the Community, recommended practical methods whereby all trade barriers within the Community should be progressively eliminated, the establishment of a short list of potential sub-regional industrial projects to be studied intensively, and the establishment of a small secretariat (E/CN.14/EA/EC/11).

75. In Central Africa, a Meeting on sub-regional economic co-operation in 1966 recommended that the Heads of State and government of the sub-region should set up a ministerial committee to consider institutional arrangements. (E/CN.14/351). Though no firm time-table for achieving this objective was laid down, a number of studies have identified several opportunities for enlarging the scope of economic co-operation in the sub-region.

76. In North Africa, three sub-regional meetings on economic co-operation have been held, the last in 1966 (E/CN.14/354 and Add.1). The secretariat of ECA has carried out a series of studies in the fields of industry and agriculture, covering especially the Maghreb countries; further studies are being carried out on maritime transport and tourism and on the possibilities for trade liberalization between the countries of the sub-region. The four Maghreb countries (Tunisia, Morocco, Algeria and Libya) have developed effective machinery for economic co-operation amongst themselves with the assistance of the secretariat. Consultative committee have been formed covering large-scale industries, transport, tourism, energy and trade.

77. During these efforts over the last ten years several problems and problem areas have been identified.

78. While the countries in each of the four sub-regions have taken a first step towards closer economic co-operation at the sub-regional level, the specific measures of co-operation have yet to be elaborated. It is now widely recognized that trade liberalization has only a limited impact in the short term on the economic structure of developing countries. If integration is to make an effective contribution to the industrial development of African countries, it will have to include more than trade liberalization.

79. Theoretically the approach best suited to meet the development objectives of African countries would be comprehensive planning at the sub-regional level. But given the political, technical and administrative obstacles, a selective, commodity-by-commodity approach would

raise fewer problems. Within each sub-region recent programmes of national industrialization for import substitution have increased local capability to supply the demand for manufactures, but this is often embodied either in sub-optimal sized, and therefore high cost, industries, or else in adequately sized industries with under-utilized capacity. It might, therefore, be possible to negotiate selective tariff concessions on goods which can be traded within the sub-region. Such an apparently selective system of tariff preferences could after a few rounds of negotiation bring most of the sub-regional trade under a free trade regime.

80. From the point of view of ECA the essential points are that:

- (a) Each sub-regional group should have an agreed programme of multinational development in which each member country finds some reasonably equitable benefits;
- (b) The areas of possible joint programmes must be studied at a level of technical and economic detail which makes it possible for groups of countries to negotiate final commitments;
- (c) At the successive stages of economic co-operation the various programmes must be opened up in some sort of order so as to retain the cohesiveness of the sub-regional group;
- (d) Sub-regional economic co-operation presupposes the establishment of institutions to plan and execute the sub-regional programmes.

81. The above considerations suggest a number of conclusions regarding the ECA's work programme for the beginning of the next decade. With a view to assisting African Governments in this field, the work programme will be formulated to facilitate the following main, broad lines of action:

- (a) African countries will have to set up or strengthen their multinational institutional machinery within which they can discuss and take decisions on, their collective policies and projects;

- (b) An essential part of the multinational machinery should be a civil service to advise on and promote their joint undertakings;
- (c) African countries should agree on, and find the material means for implementing, a number of concrete development projects which increase economic contacts between their countries.

C. Money, banking and public finance

82. The financial and monetary situation in Africa before 1958 was characterized by:

- A considerable degree of dependence on the main former colonial monetary zones : the franc zone and the sterling area. None of the French territories in Africa except Morocco had had central banking arrangements until 1955. The right of bank note issue had been until then the monopoly of certain authorized private banks. The key monetary institutions in the former African colonial territories of the sterling area were the Currency Boards.
- Trade and payments relations to the former metropolitan powers which resulted not only in an isolation of the African States from other world areas but also in divorcing them from neighbouring African countries belonging to other monetary zones.
- Public finance and taxation systems of African countries aligned to those existing in the pre-independence period. The Commission, therefore, from the very beginning of its activities undertook to reorient the financial and monetary structures and policies of African developing countries.

83. The work of the secretariat relating to money, banking and public finance was initiated by a request of the Commission at its first session to the Executive Secretary to prepare a study of the conditions under which capital formation would be best promoted and the mobilization of local savings for this purpose maximized. As a result of this request, problems of capital formation were considered in the Economic Survey of Africa 1950 (E/CN.14/28). Mobilization of domestic savings has been a continuing theme of the ECA studies on utilization of domestic resources for productive investment.

84. In 1961, at its third session, the Commission included in its programme of work the establishment of an African Development Bank [resolution 27(III)] and studies of African monetary systems in the context of promoting intra-African trade and economic development [resolution 30(III)].

85. The idea of an African Development Bank reflected the importance of project identification, evaluation and financing in economic co-operation and development. Under resolution 27(III), the Executive Secretary was requested to undertake a thorough study of the possibilities of establishing an African Development Bank. The study was submitted to the Commission at its fourth session (E/CN.14/129). The Commission accepted the principle of setting up the Bank and constituted a Committee of Nine to carry out a number of specified tasks and to prepare a report to be submitted to the governments of all the member States. In February 1963 the Commission at its fifth session reviewed a report on progress made towards the establishment of an African Development Bank (E/CN.14/204 and Add.1), which described briefly the recommendations of the final meeting of the Committee of Nine and the steps which had been taken to convene a Conference of African

Finance Ministers in conformity with Commission resolution 52(IV). The Commission urged all African member States to participate in this Conference and to take necessary final steps for the early creation of the African Development Bank [resolution 76(V)]. In response to this resolution the Executive Secretary convened in July/August 1963 a Conference of African Finance Ministers in Khartoum to examine the Committee of Nine's report (E/CN.14/FMAB/1). The Conference approved the text of the Agreement establishing the African Development Bank and opened it for signature by member States on 4 August 1964. The Agreement entered into force on 10 September 1964 and the first meeting of the Board of Governors of the African Development Bank took place in Lagos on 4 November 1964.

86. Pursuant to the studies in the monetary field which were recommended in 1961 by resolution 30(III), a resolution at the fifth session [resolution 87(V)] requested the Executive Secretary to study the possibilities of establishing a clearing system within a payments union between the African countries. A study prepared by the secretariat (E/CN.14/STC/21) was presented at the second session of the Standing Committee on Trade. In addition, a report on the possibilities of establishing a compensation and payments union in Africa (E/CN.14/STC/APUR.1) was prepared by Professor Robert Triffin and examined by a group of experts which met in Tangier in January 1964. The propositions and recommendations made by the group of experts (E/CN.14/262) were submitted at the sixth session to the Commission, which invited the Executive Secretary to prepare a survey of the monetary institutions of African countries, the difficulties experienced in effecting their financial settlements, both between each other and with outside countries, and means of overcoming these difficulties [resolution 95 (VI)]. A report on these questions was submitted to a meeting of African monetary authorities assembled in Tokyo for the annual session of the International Monetary Fund in September 1964. It was considered that the question, because of its complexity and its relationship to the development of trade relations between African countries in general and to the emerging sub-regional economic communities in Africa, in particular, required

further study. The Commission therefore, at its seventh session requested the Executive Secretary to continue his efforts towards the establishment of an African payments union and a pan-African clearing system [resolution 131(VII)].

87. Under the terms of reference of the Commission and to promote economic co-operation, the following additional studies were undertaken: "Bilateral Trade and Payments Agreements in Africa" (E/CN.14/STC/24/Rev.1); and, for the sub-regional meeting in Lusaka in 1965, an evaluation of the balance of payments problems of African countries (E/CN.14/LU/ECOP/3).

88. The activities of the secretariat in the field of public finance began as a response to a resolution of the Commission at its third session in 1961 [resolution 30 (III)]. This resolution called for an expansion of the secretariat's efforts in the broad monetary field; and, accordingly, in September 1961 the Workshop on Problems of Budget Reclassification and Management was held. It was organized in co-operation with the Department of Economic and Social Affairs of the United Nations Headquarters; and provided the participants with an opportunity for a useful exchange of ideas and experiences. In 1965 and 1966, studies were prepared on the classification of revenue and expenditure of African Governments on public debt in Africa and on some aspects of public finance and industrial development in the East African sub-region. In December 1965, an Advanced Seminar in Current Problems and Training Needs in Tax Administration was convened in Addis Ababa (E/CN.14/FISC/1).

89. In keeping with the recommendation of this Seminar further meetings have been organized: one Seminar on Budget Planning and Management held in Addis Ababa in October 1966 (E/CN.14/365) and one on Budget Planning and Management held at Kinshasa in October 1967 (E/CN.14/410), for the member States of the Central African sub-region. At each of these meetings emphasis was put, on the one hand, on the need for co-ordination of national development plans and national budgets and, on the other hand, on the fact that, despite recent progress in most countries the efforts made to modernize public finance should be intensified.

A study of public finance development in African countries was completed in 1967 (E/CN.14/BUD/9).

90. Following the first Conference of Governors of African Central Banks in Addis Ababa in 1966, an Interim Committee composed of representatives of ADB, IDEP and ECA prepared a draft of statutes for an Association of African Central Banks. The Articles of Association were adopted at the second Conference of Governors of African Central Banks held in Accra, August 1968 (E/CN.14/AMA/16).

91. After the establishment of UNCTAD, financial aspects of international trade and financial aid became the concern of the Fiscal and Monetary Affairs Section of ECA. Thus a study on international co-operation in financing of trade and development (E/CN.14/UNCTAD/II/3) was prepared for the second session of UNCTAD in February/March 1968. Following the Conference, a study has been prepared of supplementary financial measures which might benefit African countries.

92. The range of monetary and fiscal problems in the context of African economic development is wide. The secretariat has made a modest start in tackling these problems. But much remains to be done; and among the important tasks are those of:

- (a) Elaborating some sub-regional patterns for payments or clearing arrangements conceived as a transitional stage to a pan-African payments union;
- (b) Securing some improvement in international schemes for channelling foreign financial aid to developing countries;
- (c) Improving the financial infrastructure needed for economic and social development of the member countries; and
- (d) Improving budgetary planning and management as well as ensuring appropriate procedures necessary for harmonizing development plan and budget.

93. The next immediate steps in the financial and monetary fields will be harmonized with efforts undertaken to strengthen the sub-regional economic communities newly established. A study on payments or clearing arrangements needed for trade liberalization among the partners to the West African Regional Group will have high priority. A similar study will be undertaken in order to find ways for trade liberalization between the members of the East African Community and countries applying for membership of the Community.

CURRENCY AREAS (1 NOVEMBER 1968)

ZONES MONÉTAIRES (1 NOVEMBRE 1968)



The boundaries shown on this map are, in some instances, slightly different from those represented on maps which may still be in use. The boundaries shown on this map are the result of the latest available information at the time of publication. The boundaries shown on this map are the result of the latest available information at the time of publication.

CHAPTER IV

RESEARCH AND STATISTICS

94. At the very first session of the Economic Commission for Africa, the Executive Secretary proposed the implementation of a long-term programme (E/CN.14/4). When this project was approved by the Commission, the secretariat's first objective was to call a Conference of African Statisticians to establish priorities and determine the successive phases of a statistical survey programme for Africa (E/CN.14/18). The first conference was held at the end of 1959, and the conclusions reached in the final report were submitted at the second session of the Commission (E/CN.14/25). Since then the Conference of African Statisticians has become a regular institution holding meetings every other year, its report (with recommendations regarding the secretariat's work programme) is submitted at sessions of the Commission, which in turn comments on, and adopts the work programme of the secretariat.

95. The interest displayed by the countries in the region in the Conference of African Statisticians (which, in principle, is attended by the directors of national statistical services), is exemplified by the attendance of member States. At the first conference held in 1959, 19 countries were represented by 39 participants; at the third, there were 23 countries represented by 42 participants and at the fifth, held towards the end of 1967, the figures rose to 31 countries and 48 participants.

96. At the sessions of the conference, the secretariat sets out the problems arising from ECA sessions or from sessions of the International Statistical Commission, gives an up-to-the-minute account of the work of the secretariat in the various sectors of its activity, and presents a draft work programme for the secretariat on statistics and demography for the coming years. The report of the sessions of the conference is submitted at the ECA session and, as a rule, the work programme is approved by member States.

97. The recommendations of the Conference of African statisticians and the Commission's resolutions giving effect to them have been concerned particularly with the following fields:

- Staff training for statisticians and demographers;
- Improving and harmonizing concepts, methods and definitions, and adapting them to African circumstances, in the context of statistics and demography;
- Organization of regional advisory units;
- Demonstration, research, training and co-operation for statistical data processing;
- Collection, distribution and exchange of information.

A. Training of statisticians and demographers

98. The secretariat has examined the training requirements for statisticians and demographers in the countries of the region, and given assistance towards the establishment of regional and sub-regional centres and the organization of study tours and demonstration centres.

99. In 1960, a study tour and training course in population census techniques in Ghana was attended by participants from several West African countries (E/CN.14/STAT/L.14 and Add.1). With the co-operation of the Governments of France and Gabon, and assistance from the specialized agencies, a training course in household budgets was organized in Gabon in 1961. That very year, a study tour, organized jointly by the secretariat and FAO, and attended by fifteen participants was conducted in the UAR and Morocco, to review the various statistical activities taking place in those countries.

100. As joint projects of the governments of the countries concerned and the United Nations, three middle-level training centres were established in 1961, at Achimota (Ghana), Addis Ababa (Ethiopia) and Yaounde (Cameroon). That very year, under the auspices of the Governments, two middle- and higher-level training centres, for international use, were set up at Abidjan (Ivory Coast) and Rabat (Morocco); later

the latter centre was converted into an institute with assistance from the United Nations Special Fund.

101. In 1964, in co-operation with the Governments of France, Ghana, Tunisia, the UAR and the USSR, the secretariats of the United Nations Economic Commissions for Europe and Africa organized a study tour on the relations between statistics and planning.

102. In 1965, a middle-level training centre was established jointly at Dar-es-Salaam (Tanzania) by the East African Common Services Organization (EACSO) and the United Nations. Concomitantly, middle-level training centres for national purposes were set up at Tunis (Tunisia) and Dakar (Senegal).

103. In 1966, the Universities of Ibadan and Addis Ababa with assistance from the United Nations and, in 1967 from Dar-es-Salaam, introduced the teaching of statistics leading to higher-level degrees in statistics for their nationals.

104. Apart from those centres where teaching is in French or English, mention should be made of the statistical training centre in the Faculty of Economic Sciences at the University of Cairo (UAR) and the Statistical Studies and Research Institute where teaching is in Arabic.

105. Further, at its third and fourth sessions, the Conference of African Statisticians requested the ECA secretariat to produce detailed figures on the situation as it affects statistical staff and training requirements in the region, to enable training centres to adjust their training resources to present and future demand by member States.

106. An initial survey was carried out in 1965 E/CN.14/CAS.4/9 and a second one in 1966, (E/CN.14/CAS.5/13) with the co-operation of the national statistical services. Figures were collected or estimates established for most of the African countries, with the exception of the Republic of South Africa, South West Africa and countries under the authority of Portugal or Spain. Since training requirements in Arabic were largely met by the UAR training centres, these surveys put the emphasis mainly on training requirements in English and French.

107. For all the countries in the region with the exception of the UAR, the Republic of South Africa, South West Africa and the countries under the authority of Portugal or Spain, the 1968 estimate is as follows:

In active employment:

600 statistician-economists and junior statisticians;

1,000 assistants and technical agents;

In other words, a total of 1,600 persons, 850 English-speaking and 750 French-speaking.

In training:

240 statistician-economists and junior statisticians;

200 assistants and technical agents.

It is proposed to train the following over a period of 5 to 7 years:

800 statistician-economists and junior statisticians;

1,500 assistants and technical agents.

This would give a total of 2,300 new comers, bringing the strength of statistical staff to 3,900, 1,800 English-speaking and 2,100 French-speaking.

108. The only establishments at present catering to these needs in the English-speaking countries are the following university establishments which offer statistics as an optional or specialist subject: the University of Ghana, the University of Nigeria, the Haile Selassie I University (Ethiopia) and the University College of Dar-es-Salaam (Tanzania).

109. As part of the aid programmes of the United Nations, and in order to define the steps to be taken to improve statistical educational and training methods in Africa, the Secretary-General of the United Nations designated an expert group who held deliberations in Addis Ababa from 13 to 21 January 1966. Their recommendations were to the effect that the existing training centres should be maintained and developed, and an institute established in East Africa for the training of English-speaking professional statisticians (E/CN.14/353).

110. The above proposal was endorsed by the secretariat, and arrangements made to implement it. In 1968 the University of Makerere (Uganda) started to give courses. The UNDP Special Fund has agreed to offer financial assistance in 1969.

111. The following training centres exist to meet the needs of middle-level cadres:

- Achimota Training Centre (Ghana);
- The Training Centre of the Federal Office of Statistics, Lagos (Nigeria);
- The Addis Ababa Training Centre (Ethiopia);
- The newly created Dar-es-Salaam Training Centre.

112. At present the four centres can train 90 to 110 assistants and technical agents, but when the Dar-es-Salaam Training Centre reaches its peak training capacity, the number will probably rise to 130.

113. For training higher-level cadres in the French-speaking countries the following centres are available:

- Rabat Institute of Statistics and Applied Economics (Morocco) which trains classes of 20 to 40;
- The Abidjan School of Statistics (Ivory Coast), with classes of 10 to 20;
- And, outside Africa, but specially established to train statisticians in the associated African States of the European Economic Community, the Centre européen de formation des statisticiens pays en voie de développement in Paris (France) which, on the average, takes classes of 30 to 45 pupils.

114. The following establishments cater for middle-level cadres:

- The Tunis School of Statistics (Tunisia) which has had trained Tunisian assistants and technical agents from 1965;
- The technical assistants branch of the Rabat Institute of Statistics and Applied Economics which caters specifically to Morocco's needs;
- The Collège de la statistique de l'Ecole nationale d'économie appliquée in Dakar (Senegal) which provides training for technical assistants only;

- The Abidjan School of Statistics (Ivory Coast), which trains assistants and technical agents;
- The International Statistical Training Centre at Yaounde (Cameroon) which also trains technical assistants and agents.

115. In pursuance of resolution 146(VII) of the Commission, the secretariat succeeded in getting the UNDP Special Fund to sponsor this centre financially. It now remains for the Government of Cameroon to make an official request, on the understanding that Special Fund contributions will become effective as of 1969.

116. Since their establishment at the end of the 1967 - 1968 school year, the middle-level training centres at Abidjan, Achimota, Addis Ababa, Yaounde and Dar-es-Salaam, which have until now kept their training activities at the international level, have all told registered a total attendance of 923.

117. Apart from assistance by way of fellowships, teachers' salaries and the supply of equipment, the secretariat has striven to co-ordinate and standardize statistical training activities in the region by organizing in 1963 and again in 1965 meetings which were attended by directors of middle-level training centres, to exchange ideas and decide upon common teaching norms, and the adaptation of courses to the special circumstances of African life. (E/CN.14/CAS.3/4 and E/CN.14/CAS.4/3).

118. In the matter of demographic training, a North African Demographic Research and Training Centre was established in Cairo in 1963 by the UAR Government with United Nations assistance to serve the countries of the North African sub-region and the Arabic-speaking countries of Western Asia. A new convention has just been signed by the UAR Government and the United Nations to enable the activities of the centre to continue. At present, the centre organizes special courses on the evaluation of basic demographic data, while some attempt has been made to ensure regular teaching throughout the year in English and Arabic, thus enabling a larger number of African countries to make use of the training facilities available at the centre.

119. The secretariat's contribution in this respect has gradually borne fruit, and led to the effective Africanization of the statistical and demographic staff of the national statistical services in the region.

120. This is reflected in the growing number of African statistical service chiefs who participate in the Conference of African Statisticians. At its first session only 54 per cent of the participants came from the region but at the third conference the percentage rose to 74 and was further increased to 86 per cent at the last conference in November 1967.

B. Improvement in definitions and methods

121. The secretariat bent its energies particularly to the task of improving and harmonizing concepts, definitions and methods. The object was to adapt them to the special circumstances of Africa and to ensure a sufficiently large body of valid, standardized statistical material that could be compared and, what was even more important, calculated in sub-regional and regional studies.

(a) Foreign trade

122. Since foreign trade statistics are an offshoot of customs activities which are the main source of revenue for African budgets, all the countries in the region keep foreign trade statistics, either at the national or customs union level. This does not mean that nothing more remains to be done in the field of foreign trade since, as it happens, available statistics are not nearly accurate enough to give a true and faithful picture of trade. Intra-African trade, for example, which is generally conducted across land frontiers of States, reveals a substantial degree of sub-registration, and this compels the users of such statistics, like national accountants, to make adjustments if a true picture of imports and exports is to be gained.

123. One of the main objectives of the secretariat's statistical activities has been to improve statistics and make them easy to compare. Two working parties met at Addis Ababa, one from 29 November to 7 December 1961 (E/CN.14/120) and the other from 25 to 28 September 1963 (E/CN.14/CAS.3/TRAD 6). The main purpose of the first working

party was to give participants the standard international trade classification which had been revised the year before, and secure approval of the secretariat's work programme for the years ahead. The second working party, which was of a more technical character, dealt essentially with quanta, foreign trade indices and the grouping of imports for final use.

124. To render comparison of foreign trade statistics easier, especially the discussion of trade and tariff agreements, the Commission, at the very outset emphasized the need to adopt a uniform customs nomenclature. Accordingly, at the sixth session, resolution 107(VI) was passed urging member States to adopt the Brussels Customs Nomenclature (BCN) without delay. Almost all the countries which had previously used SITC have converted to BCN with assistance from the secretariat. Although they still continue to publish their foreign trade statistics in accordance with SITC norms, the trade statistics of most African countries are prepared by mechanical processes, sometimes using standard equipment, but usually computers, and this makes for quicker publication. Moreover, the secretariat obtains foreign trade statistics from practically all African countries, and is now able to make the necessary regional and sub-regional totals with only a small margin of error following a standard classification, and converting the different values expressed in the various national currencies, into a standard unit of measurement, the US dollar, which was accepted as the unit of international calculation.

(b) National accounts

125. In the past decade the progress registered in this field was remarkable and encouraging, both qualitatively and quantitatively. This was due partly to the size and importance of national accounts in the formulation and evaluation of national economic and social development plans, partly to the tireless efforts of international organizations like the United Nations Statistical Office and the secretariat in the field of methodology and training. The United Nations Development Programme made a financial contribution by way of experts working in the

countries concerned, and the Centre for Development Planning Projections and Policies strenuously endeavoured to secure sufficiently accurate national statistics for research and projections.

126. In 1959, when the secretariat got down to work, the national accounting statistics available in the region were anything but satisfactory. Only a handful of countries could boast of estimates and, even so, in some cases only for specific years. Besides, there was a substantial qualitative variation from country to country. It was difficult to compare data internationally because of different systems in use by the countries concerned, with the inevitable corollary of wide variations in definitions and classifications. In individual countries, comparison in time was often difficult, as the definitions used varied from year to year.

127. To make for easier data comparison between countries using the United Nations national accounting system (the majority of the English-speaking countries), and the French-speaking countries which followed the Courcier method, derived from the French system, some of the experts from the working party were invited to a joint meeting convened almost annually since 1960 by the secretariat and the United Nations Statistical Office.

128. In the effort to get national accounting under way, it soon became obvious that the United Nations System (UNS) was difficult for most of the countries in the region to implement. Instead of emphasizing revenue, the countries thought it preferable to use the method of commodity flows, because of the almost general lack of national statistics on revenue. And so, in 1962, the secretariat formulated an "intermediate system" of national accounts which it has since tried out on a token number of countries. As a result of this experiment, the revision of UNS for use on a world-wide scale received fresh impetus. The active participation of African countries in the revision of the United Nations System which, when completed, put an end to experimentation with the "intermediate system", is worthy of note.

129. A summary is given below of the progress made in national accounts from 1959 by the countries in the region.

- (i) Countries which for the first time prepared evaluations: Libya, the Ivory Coast^{1/}, Sierra Leone, Liberia, Ethiopia^{1/}, Rwanda, Burundi, Lesotho, Botswana, Angola and Mozambique. Some of these countries have initiated a fairly developed system of accounts with such elements as origin of GDP per branch, expenditure attributed to GDP, sectoral accounts (households, enterprises, central government, transactions with the rest of the world), evaluations at constant prices, etc.
- (ii) Countries which have substantially increased the spread of their accounts from 1959: Uganda, Ghana, Tanzania and Tunisia, which began to establish evaluations at constant prices around 1960, and Madagascar, Algeria, Togo, the Central African Republic, and Gabon, inter alia, which produced evaluations annually on a uniform basis.
- (iii) The Africanization of national accounts made possible by middle- and higher-level training programmes conducted by member States and the secretariat from 1959, was followed as a general policy in all the countries of the region.
- (iv) There has been real improvement in the quality of estimates in the countries of the region. This is due largely to the development planning needs and the ceaseless efforts to develop basic statistics in member States.

130. In order to make national accounting data easier to compare internationally and promote the study of methodology in the region, nine working parties were arranged for the period 1959-1968.

- 1960 Working Group on the Treatment of Non-Monetary (Subsistence) Transactions within the Framework of National Accounts (E/CN.14/60; E/CN.14/NAC/3);

^{1/} Although accounts were available for Ethiopia (1957), the Ivory Coast (1958) and Libya (1958), these were rudimentary, and it can be maintained that only after 1959 did real national accounting begin in those countries.

- 1961 Working Group on the Uses of National Accounts in Africa (E/CN.14/84; E/CN.14/NAC/4);
- 1962 Working Group on the Adaptation of the United Nations System of National Accounts for Use in Africa (E/CN.14/221/Rev.1);
- 1963 Working Group on Problems of Estimating Capital Formation (E/CN.14/CAS.4/CF.4);
- 1964 Working Group on Problems of National Accounts in Africa (E/CN.14/319); (E/CN.14/NAC/11);
- 1965 Working Group on the Adaptation of the Revised SNA to Africa (E/CN.14/CAS.4/NAC/21);
- 1966 Working Group on National Accounts at Constant Prices (E/CN.14/CAS.5/NAC/24);
- 1967 Working Group on the Adaptation of the Revised SNA to Africa (E/CN.14/CAS.5/NAC/27);
- 1968 Working Group on Income Distribution. (E/CN.14/CAS.6/7) E/CN.14/NAC/33).

131. Four of these parties considered the basic problems of national accounting, two other meetings were concerned with formulating and experimenting with the "intermediate system" of national accounting for use in African countries (1962 and 1964). The working parties which met in 1965 and 1967 devoted all their energies to discussing proposals for revising the United Nations System and adapting it to the circumstances of Africa. The five other meetings were concerned with the examination of special national accounting problems such as processing non-monetary transactions (1960), using data from national accounts (1961) for planning in Africa, evaluating capital formation (1963), dealing with constant price evaluations (1966) and income distribution statistics (1968).

(c) Industrial production

132. Although industrial production statistics are published regularly by the African countries, industrial production as a rule refers only to quantity and, incidentally, is more efficiently and regularly dealt with in the case of crude oil, iron ore etc., than for the more finished industrial products. These bare statistics do not convey an adequate picture of industrial activity in the countries of the region. For this reason, some fifteen of the larger African countries conduct complete industrial censuses fairly regularly, thus facilitating the collection of data on the identity and characteristics of industrial establishments, as well as detailed information on the activities of such establishments and the quantity and value of their manufactures.

133. The data obtained from these censuses are generally brought up to date through surveys conducted annually or at shorter intervals.

134. As an inducement to African countries to secure fuller statistics on industrial activity and publish them in a manner that will facilitate comparison, two seminars were organized by the secretariat. The first held from 6 to 15 June 1962 (E/CN.14/173) was concerned primarily with facilitating exchange of experience among African statisticians and also with preparing the world census of basic industrial statistics scheduled for 1963. The second was held from 12 to 17 December 1967 (E/CN.14/CAS.5/STAT/8), and it examined the integrated system of industrial statistics and some of the uses and principles to be applied to industrial surveys held annually or more frequently in the African countries. A third seminar is scheduled for the autumn of 1969, and will be mainly concerned with the examination of international recommendations for the world census scheduled for 1973, and with possible adaptations to the needs of the countries in the region.

135. Thanks to action taken by the secretariat industrial statistics in the African countries have improved, though they are still far from perfect. An increasing number of African countries are currently carrying out surveys, and the number of countries covered in the region has increased, thus making it possible to secure overall totals for the

sub-regions and the region, so very necessary for any studies on economic integration.

(d) Population problems

136. The secretariat was quick to embark on studies in this field and in 1962 an important seminar on population problems in Africa was held in Cairo. The secretariat submitted a number of studies and examined, in conjunction with African demographers, the action necessary in this field (E/CN.14/186). In the first phase, the objective was mainly to collect statistics on demography, and evaluate the validity of available data.

137. In 1964, the secretariat organized a seminar on vital statistics. This is a field in which administrative activity in Africa has not yet been fully displayed, and the registration of births and deaths still leaves much to be desired. African demographers who require such vital statistics for studies and projections, must obviously be associated with the preparation of legal documents on the registration of births and deaths, to enable them to include in administrative documents points examined at the meeting and which they consider absolutely essential (E/CN.14/333).

138. In 1965 and 1966, two working parties defined important problems to be examined around 1970 in connexion with world population and housing censuses, and amendments to be made in the general programme, to bring it more into line with the special circumstances of Africa. The secretariat published two handbooks summarizing the conclusions reached at those meetings African Recommendations for the 1970 Population Censuses (E/CN.14/CAS.6/1) and African Recommendations for the 1970 Housing Censuses (E/CN.14/CAS.6/2)7.

These publications will be a guide to member States in conducting censuses.

139. In 1966 at Ibadan (Nigeria) the Population Council and the University of Ibadan jointly organized an international conference on the population of tropical Africa. It was attended by 70 participants, and

was the first attempt of its kind to bring together so large a number of persons responsible for questions of demography in Africa, to discuss African population problems.

140. Further, in 1966, in co-operation with the Danish Government, the secretariat organized a seminar on Housing Statistics and Programmes for Africa. The seminar was held in Copenhagen and was attended by 31 participants from 23 African countries. The report on this seminar was published in a fairly large volume in 1968 (E/CN.14/CAS.5/16).

141. As a result of the formulation of world population census programmes by the United Nations Statistical Office, the secretariat organized another seminar in 1968 on these very problems but, on that occasion, it dealt not with the content of questionnaires but with enumeration methods and procedures and data processing. (E/CN.14/423).

142. Another seminar was also organized by the secretariat on demographic data and studies for development plan preparation.

143. Early in 1968, a demographic mission jointly organized by the United Nations Population Division and the secretariat visited a number of countries in the region, to draw up a programme of demographic analysis and study that should be capable of implementation on the basis of vital data obtained from the 1970 censuses.

(e) Miscellaneous

144. Apart from the broad areas of activity treated above, the secretariat gave some attention to the improvement of statistics on problems of a more specific character.

145. For example there were seminars on household surveys (1961), food consumption (1963), payment balances (1963), retail price indices (1967), sample survey methods (1968). The net result of these meetings was the production of uniform methods and the working out of formulae applicable to the countries in the region.

146. In response to a request made at the third Conference of African Statisticians, the secretariat arranged for a working party of statisticians and planners to meet at Addis Ababa in 1965 to discuss

statistical development in the region, bearing in mind the data and studies required for development planning. An initial document on statistical development in Africa exists (E/CN.14/CAS.4/DEV.1), but it was agreed that as new developments occurred, more working parties would meet to bring the document up to date.

C. Technical assistance and regional advisers

147. As part of their assistance in the field of statistics to the countries of the region, the United Nations and the specialized agencies granted fellowships to attend conferences of statisticians, study fellowships and also provided equipment for training centres. The United Nations also made available to member States statistical experts and teaching staff who were recruited for many months and, in some cases, years.

148. In addition to these long-term services, for short-term advisory services lasting a few weeks were also found to be necessary. To meet these requirements with the minimum delay, the secretariat set up a regional statistical advisory service which has gained steadily in importance.

149. During the first year of this service, missions were undertaken to eighteen countries in the region by the appropriate regional adviser, assisted by secretariat staff. In view of the increasing demands to be met, the numerical strength of regional advisers was increased to four in 1961, and later to 5 in 1962, which made it possible for something like twenty-five missions on the average to be carried out each year.

150. A number of missions looked into the possibilities of organizing and conducting population censuses. These missions were often followed up by further visits to finalize details of census implementation. Further missions dealt with data processing after completing field work. At present, a number of countries have already made use of these missions for census operations within the framework of the 1970 World Population and Housing Censuses.

151. Missions have also been undertaken to examine existing systems for registering vital statistics and studying the steps to be taken to improve them and adopt new systems. For the time being, however, efforts have been devoted rather to the development of sampling methods as a temporary birth and death rate evaluation technique, pending the availability at registry offices of required basic data for the preparation of vital statistics.

152. The missions on public finance statistics intended to provide assistance to governments in the establishment of permanent offices for the economic and functional analysis of public sector accounts have been somewhat protracted. Not infrequently, the work dealt with the detailed analysis of accounts for a whole year, to serve as an example and a means of training staff responsible for the offices established. In other cases, the missions were conducted simultaneously with the mechanization of official accounts, but more recently missions have been concerned with questions of financial planning.

153. As regards the development of national accounts, only a few countries have derived any benefit from the services of regional advisers. These missions were inevitably long, and involved a detailed examination of methods already in use and changes to be introduced in response to the basic principles of the United Nations revised system on national accounts.

154. Some missions also dealt with problems of the organization of statistical services, foreign trade statistics, and industrial statistics; but a number of countries availed themselves of the services of regional advisers in the use of sampling methods in their surveys on population, households, consumption, industry and various other fields. These missions dealt particularly with the preparation of detailed sampling plans and the preparation of survey implementation programmes. But, quite often, they were followed up by other missions as surveys got under way. In recent school years, assistance in the teaching of sampling methods was also given to statistical training centres.

155. In 1963 and 1964 there was an increased demand for advisory services in the region, but because the regional advisers were in the meantime posted permanently at the sub-regional offices (in other words away from secretariat headquarters), difficulties were encountered in co-ordination, and in satisfying the numerous demands on the secretariat. About twenty-five missions are undertaken regularly every year, although they tend to be centred on a few privileged countries.

156. In 1964, three secretariat staff members were sent to reinforce the team of regional advisers in the North African sub-regional offices, and in those serving West and Central Africa. Thirty missions on an average were undertaken in 1965 and 1966, in spite of the loss of one unit.

157. In 1967, bearing in mind the operations in progress in connexion with the population and housing census programmes scheduled for 1970, the four-man advisory team comprised two advisers on demographic statistics instead of one, as in previous years. Further, the services of an inter-regional adviser on demographic statistics were made use of for eighteen months in the region. The countries of the region also availed themselves of the services of another inter-regional adviser, a specialist in the use of computers.

158. As of 1967, all regional advisers on statistics have a permanent office at the secretariat headquarters; similarly, three statisticians from the secretariat who were previously posted to sub-regional offices, were brought back to headquarters in 1968.

159. In 1968 as in 1967, the number of advisory missions undertaken by regional advisers and secretariat staff rose to thirty a year. Following the recommendations of the Conference of African Statisticians (E/CN.14/255; E/CN.14/CAS.4/17 and E/CN.14/405) and Commission resolution 174(VIII) the number of regional statistical advisers is to be increased to meet the growing demand from member States.

160. Where long-term missions in the countries of the region are concerned, the secretariat's responsibility is to brief the experts and

follow up the progress made in carrying out their assignment. In 1968 the United Nations and the specialized agencies made available to the African countries for long-term missions approximately 120 statistical experts, for work in the following fields of statistics: agricultural statistics, statistical training, national accounting, economic statistics, demographic statistics, sanitary statistics and the organization of national statistical services.

161. However, as their higher-level cadres are trained, the national statistical services increase their demand for short-term technical assistance on high level technical questions. In future, they will make even greater use of the regional advisory service than of long-term missions, as at present.

(a) Data processing

162. At their very first conference, African statisticians thought it would be useful to set up at secretariat headquarters a small computer centre for training and demonstration (E/CN.14/25). In future, the workshop will be equipped for processing statistical data and mounting it in tabular form in the interests of countries which lack the necessary equipment. This solution will be of particular interest and advantage to countries or territories where the volume of work does not justify setting up such equipment. A request was made to the secretariat by the fourth Conference of African Statisticians held subsequently, (E/CN.14/CAS.4/17) for the preparation of reports on computer facilities available to member States and on the progress made in data processing. (E/CN.14/CAS.5/1).

163. The secretariat's computer centre was established early in 1962, and actually helped with the processing of various surveys, which could not be undertaken by the countries themselves: censuses on specific towns, national statistics on foreign trade, a census on civil servants in the Republic of the Congo, a survey on consumption for Somalia, surveys on tuberculosis, a survey on delinquency and some surveys undertaken by African universities, etc. In its initial years, the centre dealt mainly with the centralization and conversion of the various

foreign trade statistics of member States expressed in the various currencies and units of weights and measures, in an endeavour to standardize the heterogeneous nomenclatures for weights, value and structure. This is the only foundation for the necessary basic data for studies leading eventually to economic co-operation are to be obtained.

164. The equipment then available to ECA was not sufficiently modern to be used for training and demonstration. Indeed, the surveys carried out by the secretariat in accordance with the recommendations of the Conference of African Statisticians, indicated that some countries in the region already had electronic computers and, consequently, any training which could be given to their agents in the use of the conventional equipment installed at the secretariat, would be of little use to them. The surveys were resumed, and a consolidated report published by the secretariat in 1966. (E/CN.14/CAS.5/1).

165. In April 1968 the secretariat acquired a modern computer, and in July 1968 ten Sudanese civil servants came over to familiarize themselves with this equipment which their country intends to adopt.

166. Further, the bulk of information required for research by the secretariat increases as the years go by. Some activities like the matrix inversions for sub-regional industrial projections require more sophisticated apparatus than the small computer installed at Addis Ababa, and could only be finally undertaken with the help of the more powerful computers at the Headquarters of the United Nations in New York.

167. It is proposed, in the near future, to add discs and magnetic tapes to the secretariat's computer, which will facilitate the storing of all statistics and records of figures available in Africa. This will also enable assistance to be given to national centres for complex calculations on elasticity, correlations, and simulations which cannot be profitably undertaken by individual countries.

(b) Data Collection and distribution

168. In accordance with the Commission's resolutions, the secretariat has assumed responsibility for collecting available statistical data,

setting them out in a manner that would make them easy to compare, publishing them and ensuring the preservation of such elements in them as are likely to be of use in future.

169. The ECA lost no time, after its establishment, in centralizing all data on foreign trade. By 1963 data on industrial production had been collected and standardized. Later, all the national accounts of member States were collected and put on punch cards, after all their component elements had been reduced to common norms. The new computer has facilitated the storing of recorded data on every conceivable aspect of statistics. The broad spread of data now available to the secretariat and member States will certainly increase when the conclusions of the present studies on computer changes are carried into effect.

170. The secretariat also distributes to member States statistical information which is regarded as the principal indicators of economic growth. In its early years, the secretariat published a statistical supplement as an annex to the Economic Bulletin. In view of the growing needs of international organizations, that annex was converted into a Statistical Bulletin for Africa, and the first number was distributed in November 1965. It has since been published annually up to 1967. From 1968 this Bulletin was published every quarter to coincide with the publication of the African Yearbook on Statistics, an annual publication.

171. Simultaneously foreign trade statistics have had two sets of publications, one entitled: Foreign Trade Statistics (Series A) : Direction of Trade and the other Foreign Trade Statistics (Series B) : Trade by Commodity.

172. The series began to be published in 1962 and has since been improved and extended. Special care is taken to avoid duplicating the work of other international organizations in this field. For example, the secretariat will not publish the standardized data of a particular country, if such data have already appeared in the United Nations Statistical Office or the Statistical Office of the European communities.

173. In 1964, the secretariat undertook the publication of annual statistics on industrial production. This has been continued as a matter of course to date and, in 1968, a Demographic Handbook was also brought out. It should also be mentioned that the secretariat occasionally published short notes on methodology dealing with specific problems in the Statistical Newsletter, dating back to 1961. This quarterly digest also serves as a link between the various statistical services, and keeps African statisticians abreast of what is happening throughout the region.

174. Finally the secretariat, in compliance with a request made at various sessions of the Conference of African Statisticians, has produced a Bibliography of Statistical Publications on Africa. (E/CN.14/LIB/SER.C/2). It was first distributed in 1963, and brought up to date in 1966.

D. Planning and economic surveys

175. At the first session of the Economic Commission, a request was made for an analysis to be undertaken of the economic changes in Africa from 1950. In 1959, the Executive Secretary convened a meeting of a small group of experts to discuss development programming in Africa. At that meeting the experts emphasized the interest and advantage of plan studies prepared by member States, and the training of economists and planners.

176. As far back as 1960, the three broad lines along which the secretariat was to proceed were already laid down:

- The implementation of studies on the economic position of the countries and of the region as a whole;
- The formulation of planning methods and help to countries in this field;
- The training of economists and planners.

(a) Studies on the economic situation

177. In accordance with a request from the Commission, an Economic Survey of Africa Since 1950 was prepared (E/CN.14/28). Owing to lack

of staff (the secretariat's staff resources were rather slender in 1959), the secretariat could not undertake this study which was carried out by the Department of Economic and Social Affairs in New York. The document contains reflections on the transition from a traditional economy, especially a subsistence economy, to a monetary and exchange economy. Having stressed the absolute limit of export commodities upon which the African economies are based, and the need to obtain the necessary investment credits from foreign sources, it laid down the broad lines of future industrialization.

178. The secretariat subsequently undertook the publication of a series of studies on the economic position in the sub-regions. At the end of 1966, the first number on West Africa and South Africa was published (E/CN.14/370). The issue dealing with North Africa is now being printed (E/CN.14/403). The study on East Africa is completed and will be printed early in 1969. The number dealing with Central Africa which was drafted in French has been completed, and is now being translated. It will be printed in the first six months of 1969.

179. In 1966, the secretariat agreed to publish economic reports on recent changes in broad economic and social trends in the African countries. To preserve continuity with the first survey prepared in 1960 by the Department of Economic and Social Affairs, the first of these documents covered the period 1960-1964; the draft was completed in 1967 and published in 1968 (E/CN.14/397). The following number dealt with changes from 1965-1967 and was entitled Economic Survey of Africa 1967 (E/CN.14/409), emphasizing the secretariat's determination to prepare an up-to-date document giving annually a detailed, almost up-to-the-minute picture of changes in the African economy. The draft was completed early in 1968 and printers were invited to submit tenders. The Economic Survey of Africa 1968 is already being drafted. This publication seems now to have taken final shape, coming out once a year with up-to-date information.

180. Along with this series and in accordance with the wishes of the Commission, another publication was produced by the secretariat. The Economic Bulletin examines specific problems on limited but topical subjects. Eight publications have appeared since 1961, almost regularly each year, and three more have been drafted completely, only awaiting translation or printing. A variety of subjects are dealt with, including studies on payment balances in the African countries, as well as statements on demographic problems in West Africa, the administrative infrastructure for economic development in Ethiopia, elements of the first five-year plan of the Democratic Republic of the Congo, etc.

(b) Planning and research

181. As indicated earlier, as far back as 1959, the secretariat called a meeting of a small group of experts to examine procedures for securing economic growth in the African countries. They recommended, inter alia, a study on development programming techniques in use in Africa at the time (E/CN.14/42 and Add.1).

182. The proposal was approved by the Commission (E/CN.14/54) and in January 1962 the secretariat organized a working party on economic and social development, to exchange views on planning experience gained by African countries, and review problems of common interest. The working party discussed three main fields of interest: development policy and programming; the establishment of an African Institute for Economic Development and Planning (IDEP) and the creation of an African Development Bank (E/CN.14/127). At its fourth session the Commission adopted these proposals, IDEP was established in 1963, [resolution 58(IV)] while the African Development Bank came into operation in 1964 [resolution 27(III)].

183. At the end of 1962, a meeting of experts was organized by the secretariat to give a more precise definition of certain points raised by the previous working party: comprehensive development planning (E/CN.14/182). The experts emphasized the fact that comprehensive planning called for a thorough analysis of the existing economic and

social structure of the country, and suggested further probing of the problem of whether the detailed models of comprehensive planning could be applied to Africa. No better answer to this problem could be given than that made by persons who are actually responsible for development planning in African countries.

184. This proposal was in conformity with views expressed earlier and the secretariat decided that as in the case of the statisticians, periodical meetings of African civil servants working on national plans could be organized. The suggestion was adopted at the Commission's sixth session, and the first Conference of African Planners was convened at the end of 1964. The work programme and recommendations adopted by the Conference dealt with plans and development organizations, statistical requirements for planning, co-ordination of African development plans and staff required for planning (E/CN.14/331). This first meeting was held at Dakar, in close conjunction with IDEP, to ensure that the organizations responsible for African plans and training institutions did not follow divergent paths.

185. The second Conference of African Planners was held at Addis Ababa at the end of 1967 (E/CN.14/407). In accordance with the Commission's resolutions, it examined the integration of national plans with sub-regional and regional development programmes. Nevertheless, it is worth pointing out that, in this field, the integration of national development plans implies prior economic co-operation and the preparation of trade agreements to harmonize protective tariffs, fiscal policies, investment codes, etc. as a first step to any genuine integration of national plans.

186. At the second Conference of African Planners, the Executive Secretary decided to set up an advisory planning service. It was actually established with a solid body of secretariat staff members who undertook brief missions to the member States, beginning 1 January 1968. By 31 October 1968, Zambia, Somalia, Niger and Uganda had had eleven adviser/months. In conjunction with the Centre for Development Planning,

Projections and Policies (CDPPP), the secretariat rendered assistance to the third session of the Committee for Development Planning held at Addis Ababa in April 1968. The committee's task was to put to the General Assembly the objectives and ways and means to be agreed for the Second Development Decade. The third session dealt specifically with the African economies and this explains why the secretariat decided to invite such a large number of participants.

187. During the latter half of the year, still in conjunction with CDPPP, the secretariat carried out two extensive surveys to promote economic co-operation in West and East Africa, and the secretariat's divisions or units responsible for problems of research and planning, gave help and assistance in the preparation of projections and perspectives, indicating the broad lines along which economic co-operation would move. This problem is examined in greater detail in the section specifically devoted to intra-regional co-operation.

188. Finally the secretariat, to improve the chances for research and planning, succeeded in making provision in its budgets for three regional adviser posts. One of the advisers, a specialist in economic analysis, is already at his post and thus available to member States. Two others are being recruited; one of them will be concerned with economic planning and the other more particularly with the social aspect of planning.

189. The amalgamation of research, economic and statistical analysis in a single division (which is what the secretariat achieved early in 1968) provides it with a better instrument for the implementation of a development programme, in which those three disciplines are inextricably interwoven.

(c) Training of planners and economists

190. As far back as 1962 the secretariat organized a summer course in economics for African university students at Addis Ababa. Later, with the establishment of IDEP it was possible to provide a nine-month course for fifty students on methods used in development planning.

Shorter courses lasting a few weeks were organized by IDEP at the national or sub-regional level, on special problems designed to provide special training for 200 to 300 participants on subjects of a more specific character.

191. The secretariat has availed itself also of the opportunity of providing in-training for economic planners, and at the end of 1968 two young African civil servants did some work at the secretariat, and returned home after two years, with added experience and a better grasp of their subject.

CHAPTER V

NATURAL RESOURCES

192. The work programme of the Commission in natural resources has been determined by three major groups of recommendations and decisions. The first was the concern expressed in the first session of the Commission over the lack of comprehensive and organized knowledge of the natural resources of the Region and a request to UNESCO to undertake a survey of what was known, and to identify gaps which had to be filled to provide the basis for industrial and agricultural development. UNESCO's study was published in 1961. There were two elements in the discussions in the first session which deserve special notice. The first was the association of work on natural resources with industrial and agricultural development and the second a directive to the Executive Secretary to make provision for expert staff in the secretariat to assist member States in carrying out surveys.

193. The second group of decisions and recommendations derive from the work of the Standing Committee on Industry, Transport and Natural Resources established by resolution 43(IV) under the title of Standing Committee on Natural Resources and Industrialization, which held two meetings at the end of 1962 and of 1963. The recommendations of this Committee were adopted by the succeeding sessions of the Commission and reinforced by resolutions in the sixth, seventh and eighth sessions. 113(VI), 143(VII), 164(VIII)7.

194. The third source of influence on the Commission's work programme has been the considerable number of resolutions of the Economic and Social Council and of the General Assembly. In recent years the most striking have been the resolutions on sovereignty over natural resources, on a five-year survey of selected natural resources, on water and on resources of the deep sea. These resolutions, the implementation of which is mandatory on appropriate organs of the United Nations including the regional economic commissions, have been influenced by growing recognition of the often incalculable effect of the development of science

and technology on the exploration, technical evaluation, uses and economic value of specific forms of natural resources. In actual operations a considerable share of the secretariat's work has depended directly and indirectly on the activities of, or assistance from, bilateral agencies.

195. In the paragraphs which follow, the work of the Commission is treated in broad but fairly definable segments. It must, however, be pointed out that in practice the specific shape of decisions was often dictated by particular needs such as those of arid and semi-arid zones for water, or for non-conventional forms of energy in areas believed to be deficient in the conventional forms. An increasingly consistent approach to natural resources is slowly emerging partly out of hindsight and partly as a result of the acceptance of development planning.

196. The first noticeable lack of Africa in the field of natural resources is of machinery for policy-making and implementation. In only a very few African countries is there a policy-making machinery to guide work on exploration, technical assessment and methods of exploitation for both domestic use and for export. In some cases, responsibility for natural resources policy-making is vested in a ministry of agriculture ill-equipped to deal with so large and assorted a subject. Planning ministries, in so far as different forms of natural resources are concerned, depend on assessments by the technical agencies in relation to specific projects or groups of projects in immediate view. In two areas, fuel and energy and water, the deficiencies are outstanding. On closer examination the main fault is seen to be in a lack of qualified manpower for relating natural resources development to planned rates of growth, external market prospects and changes in science and technology. The same factor affects even more the preparation and implementation of projects for which African countries depend heavily on the competence and preferences of foreign private companies whose interests are world-wide and bear no particular relation to national or multinational development objectives. Increasing reliance for specific and limited projects has, particularly in the 1960's, come to be placed on United Nations agencies operating on behalf of the United

Nations Development Programme and on assistance from bilateral agencies.

197. The object of the preceding comments is to bring out the practical implications of the Commission's stress since its first session on natural resources surveys, i.e., on increasing the quantitative, technical and economic knowledge of the natural resources of their countries by African governments for industrial and agricultural development.

198. African countries already encounter serious difficulties in building up detailed knowledge of the natural resources within their territorial land boundaries. They are now confronted with the growing recognition that valuable natural resources may be located in territorial waters with whose hydrographical features they are unfamiliar and whose international status is, in substance, if not formally, unsettled. Since sovereignty requires not only detailed knowledge but also the power to establish a claim to and to protect property rights effectively against misappropriation or misuse, the reality of African sovereignty is clearly very limited. Moreover, the claim to sovereignty, proposed as fundamental in the reports and resolutions of the Economic and Social Council and of the General Assembly referred to, is of diminishing significance as the science and technology of exploration and exploitation of natural resources in the deep sea, that is outside territorial waters and continental shelves, develop and threaten the economic value and export prospects of known natural resources within territorial land boundaries. Policy-making at the national level has also to take account of another unpredictable factor: the effect of science and technology on the uses and therefore on the demand for specific kinds of natural resources and consequent shifts in the geographical distribution of prosperity and poverty.

199. In the case of policy-making and planning at the national level the first comprehensive approach to the problem was the joint organization of an International Conference on the Organization of Research and

Training in Africa in Relation to the Study, Conservation and Utilization of Natural Resources, held in Nigeria in 1964, out of which emerged an Outline of a Plan for Scientific Research and Training in Africa. Attention has been centred on the proposal to establish institutional facilities for training and research in natural resources inventory and management. This project was approved under the Work Programme for 1967-1969 and is still in the formative stage. At the level of multi-national policy-making and planning the secretariat has prepared proposals for sub-regional machinery to deal with natural resources as a whole. It is important that proposals for such machinery should be examined on their own merits irrespective of the institutional framework proposed for economic co-operation inasmuch as the setting up of such machinery in no way commits governments to more comprehensive arrangements or inhibits their emergence.

A. Cartography

200. In cartography the work programme has been determined by the recommendations of the first and second United Nations regional Cartographic Conferences held respectively at Nairobi in 1963 and Tunis in 1966. The most important of the recommendations of these two conferences were:

- (i) The establishment of multinational training centres in photogrammetry, photo-interpretation and airborne geophysical surveys [resolution 10 of the first Conference; resolution 6 of the second Conference; and resolution 164(VIII) of the Commission];
- (ii) The establishment of multinational centres for carrying out surveying and mapping work requiring sophisticated modern surveying techniques [resolution 12 of the first Conference, resolution 6 of the second Conference and resolution 164(VIII) of the Commission];

- (iii) The establishment of a regional institute for research into numerous problems affecting aerial surveying in Africa [resolution 6 of the second Conference and resolution 164(VIII) of the Commission].

201. In regard to the first and second projects the secretariat has conducted extensive inquiries regarding their need, design, location, organization and financing and has now reached a stage where further action cannot be taken until concrete decisions are made by governments on these matters. It is expected that such decisions will be taken in 1969 to enable the secretariat to proceed with the implementation of these two projects.

202. As regards the third, the secretariat has already taken action to carry out the extensive consultations which were recommended by the second Regional Cartographic Conference as a prerequisite of further work on the institute. It will be noted that there is a close link between the proposal for accelerating the training of nationals in airborne survey techniques and the provision of an institute for research into aerial surveying, since without trained staff it will be impracticable for governments to make full use of the work of the institute.

203. In addition to these projects the Regional Cartographic Conferences also placed emphasis on a number of activities, principally the promotion of cadastral surveys (resolution 4 of the second Conference) and of topical mapping (resolution 18 of the first Conference; resolutions 10 and 11 of the second Conference), and on the means by which planning officials and governments could be made more thoroughly familiar with the great significance of surveying and mapping work in development planning (resolution 3 of the second Conference). The secretariat's efforts in regard to this last recommendation have so far proved unsuccessful and it is to meet this requirement that an exhibition of modern surveying and mapping work is being planned as part of the activities of the ninth session of the Commission.

204. Except for minor contributions to the preparation of a coal map for Africa, little has been done in regard to topical mapping and the

recommendation regarding cadastral surveys has been deferred until the significance of surveying and mapping in general is fully recognized by governments. It has to be borne in mind that in regard to cadastral surveys there are issues which touch government policies, and the interest of social and cultural groups very closely. The demand for dissemination of information not only on cartographic matters but also on natural resources in general has been met by the publication three times a year of a Natural Resources Newsletter and in particular by the establishment of a Map Documentation and Reference Centre and the institution of arrangements with United Nations and bilateral agencies for the exchange of maps relating to the African region. This has been supplemented by the preparation of studies on the status of mapping in the region (resolution 7 of the second Conference).

205. The section responsible for work in cartography has increasingly become the centre of great activity as the demand for maps for use within ECA and by users from outside increases.

B. Minerals

206. Until the event of independence the responsibility for both mineral exploration and for the grant of concessions for exploitation was in the hands of the former colonial powers, who maintained geological survey and mineral exploration services of excellent quality. These surveys were staffed by expatriate personnel, who could rely when necessary on the well-staffed and well equipped laboratories of their home countries.

207. The new independent African countries, themselves not fully aware of the exploration work already done, and yet conscious that mineral resources would be an important element in their economic development, asked the secretariat's help, at the first session, in preparing a bibliography of surveys already carried out and in identifying gaps which had to be filled to provide the basis for industrial and agricultural development. They also asked help in considering methods of obtaining international assistance for surveys, and in making available from its staff experts to advise them (E/CN.14/18).

208. In 1963 and 1964 the African countries emphasized the need for the secretariat's help in the technical training of African personnel to carry out the surveys and other necessary mineral development work. It was noted that there was a shortage of qualified mining research staff and the secretariat was requested to evaluate the situation and propose remedies.

209. The course of the secretariat's work in the minerals field has been largely shaped by these expressed wishes of the Commission's members. A bibliography of the Natural Resources Surveys of Africa containing a chapter on geology, was presented at the second session and eventually published by UNESCO in 1963 (A Review of the Natural Resources of the African Continent, Natural Resources Research. I).

210. A series of missions were initiated by the secretariat to carry out a reconnaissance survey of the possibilities of industrial and agricultural development on a multinational basis. This activity has become more clearly articulated through the establishment of a mineral unit as proposed by the Working Party of Industry and Natural Resources in December 1962 and confirmed by the Commission in February 1963. The work of the unit has centred upon the necessity to provide increasingly detailed information on the mineral resources of the sub-regions to enable the Division of Industry to formulate its major programmes for national and multinational industrial development. Contributions on mineral development and utilization were made to the reports of the three industrial co-ordination missions to West Africa (E/CN.14/246), East and Central Africa (E/CN.14/247) and North Africa (E/CN.14/248). Later studies included individual papers on each of the West African countries and of East Africa (Review of Mineral Resources, 1965). A study of raw materials in Africa for iron and steel manufacture was contributed to an inter-regional Symposium on the Application of New Steel Technology in Developing Countries held in 1963 (discussion paper ECA/1).

211. In 1965 a study of the mineral resources of the Islamic Republic of Mauritania was carried out in conjunction with an investigation of the comparative advantage with regard to access to raw materials, markets and other facilities and of sites for the location of an integrated iron and steel plant serving the West African sub-region (E/CN.14/INR/54 and Corr. 1).

212. A coal map of Africa on a scale of 1/10,000,000 and accompanying explanatory notes were published in collaboration with the Association of African Geological Surveys in 1966. Work on other mineral maps of Africa continues. These maps show the type of deposit, reserves, as well as the quality of the minerals, and will not only be of value to geologists and mining engineers, but basic for development planning.

213. In fact information on mineral resources was provided regularly to ECA's industrial planning experts for their work and pre-feasibility studies on industrialization.

214. In 1968 a Seminar on New Metals and Minerals, attended by experts from ten member States and by four consultants invited from developed countries, was held to examine the prospects which advances in technology had opened up for minerals and metals of hitherto minor significance in international trade and to consider the facilities by which governments could evaluate resources in these metals and take advantage of current and perspective market opportunities (E/CN.14/MIN/20). A considerable number of concrete proposals were put forward by the Seminar which have been incorporated in the secretariat's work programme for 1969-1973. However, three proposals have been already followed up namely: (a) the preparation and circulation of a list of geologists, mining engineers and other technicians in mineral resources development employed by African governments, (b) the collection and dissemination of information about the production of the new minerals outside Africa, and (c) the preparation of information on the production of new metals and minerals by other countries of Africa not represented at the seminar.

215. Staffing was a major problem in the early days, and it was not until 1963 that a regional adviser on mineral matter was available to give advice to governments in compliance with the request made at the first session. In 1963, the regional adviser served as a member of an ECA/World Bank mission to Zambia which drew up a development plan for that country. Since then, the regional adviser on duty has visited many member States at their request, assisted them with technical service, and on occasion has helped in formulating their requests to the UNDP or other agencies for assistance. Close contact was established and maintained with the UNDP experts working in Africa and concerned with mineral resources development. It was possible in several instances to give direct assistance to the experts, e.g. for the designing of simple mining machinery which can be manufactured locally for alluvial gold extraction in the Republic of the Congo.

216. In recent years the problems of manpower resources and manpower needs for the mineral industry and geosciences have become a major concern. A survey of existing training facilities and of present and prospective manpower requirements in fifteen countries was made in 1967 in collaboration with UNESCO and with assistance from the United States Agency for International Development. Recommendations for a solution of the problem were presented including the alternatives:

- (i) Creation of regional institutions;
- (ii) Strengthening of national institutions;
- (iii) Creation of strengthening of national institutions with regional vocation.

Simultaneously, attention is being given to a project for the establishment of sub-regional mineral research centres and an examination is currently in progress of the different forms such centres have taken in other parts of the world, the services they provide, and the methods by which they are financed. The object of establishing these centres is to complement the present inadequate national facilities for

advanced testing and evaluation of mineral resources in particular and for the provision of on-the-job training and for research work designed to assist governments in planning the more effective use of their mineral resources.

217. The considerations under which concessions are granted for the exploration and exploitation of mineral resources especially of petroleum and natural gas, should provide maximum benefits for the granting countries. It was possible for the secretariat to give assistance in this respect, e.g. with mining legislation projects in Ethiopia, Liberia, Rwanda and Upper Volta. Mining policies, legislation and agreements in twenty-three African countries were assembled together with some international agreements, in preparation for an eventual seminar on exploration for petroleum and natural gas in Africa.

218. The elaboration of further work depends on the appointment at the sub-regional level, including working parties, of senior geologists and mining engineers to examine in greater detail some of the more technical and far-reaching common problems of the development of mineral resources in the African region and to establish habits of mutual consultation and co-operation.

219. The approach which ECA is adopting to enhance mineral development in the region, shaped by the expressed wishes of the member States, is governed by three major considerations:

- (i) The encouragement of co-operation amongst African countries in all aspects of mineral development;
- (ii) The strengthening of the technical basis for future mineral development through the establishment of high-quality professional training institutions for African nationals and through the establishment of African mineral research centres;
- (iii) Assistance to African countries in planning for the local processing and utilization of minerals as a basis for industrialization in Africa.

C. Water

220. Africa's water resources are very unevenly distributed over the continent. While certain areas are blessed with abundant and reliable rainfall, limited rainfall and water resources seriously hamper development in other areas. One factor that complicates the efficient exploitation of water resources is the fact that many river basins are shared by two or more countries.

221. It is only since 1962 that the staffing situation of the secretariat has made it possible for the Commission to undertake action on some of the crucial problems of water resources development in Africa. The work programme adopted by the Commission at its fifth session indicated clearly some of the fields in which action was essential if benefit was to be derived from water resources development. These fields were training in adequate numbers of specialized personnel at all levels, as well as facilitating the acquisition of experience by higher personnel; improvement and strengthening of national planning of water resources development; close co-operation of and collaboration among riparian States to enable the development of river basins shared by two or more countries. In addition, the work programme adopted at the sixth session stressed the need for the collection of hydrological data and the establishment of adequate networks of hydrological and meteorological observation stations.

222. No sustained progress can be made regarding the use of water resources without the availability of personnel to undertake the various tasks such as data collection and analysis, surveys and studies of water resources, project design and implementation. The training of personnel at all levels, including lower- and middle-level technicians, engineers and post-graduate students should be based on an assessment of future demands, regarding both numbers and specialization. In accordance with the work programme, studies were made of the existing facilities and of the needs of middle-level hydrological personnel in the East Africa sub-region. This was followed by a study with the help of the Hungarian Government on the desirability and the conception of

a water resources development institute for the region. Discussions are in progress with the interested Governments on the implementation of this project. In the later part of 1968 a survey was made of West Africa's manpower and research requirements in water resources. This survey undertaken jointly with UNESCO, FAO, WMO and WHO analysed the adequacy of existing training and research facilities for all grades of personnel in the various aspects of water resources development, viewed in the light of expected future demands. Its findings should form a sound basis for strengthening the present pattern of training and research facilities. Similar studies are being planned for other parts of Africa.

223. Training at universities or specialized institutions is of course not sufficient to obtain the breadth of view and experience so much needed by those responsible for water development. Study tours appear to be an appropriate means of widening experience. In collaboration with the Office of Technical Co-operation (OTC) and the Government of the United States of America, two study tours were arranged, one in 1967, the other in 1968, to important organizations and water resources development projects in the United States of America. One group of participants consisted of officials responsible for river basin development in West African countries, while the participants of the other group came from East and North African countries. In view of their apparent usefulness, it is proposed to organize similar tours to other countries.

224. The large investments often associated with the development of water resources call for careful planning based on adequate data. A study, undertaken by ECA and WMO in 1965 showed that hydro-meteorological networks in many countries do not have the density and quality required for the planning of water development. While progress has been made in the recent decade regarding the collection of data, this has often been limited to specific areas and associated with technical assistance projects. As a step towards the rational use of the often limited funds available for the collection of hydrological data, ECA, in co-operation with WMO organized in 1967 a training seminar on

hydro-meteorological instruments, methods of observation and the establishment of networks. As a continuation of this activity, the secretariat is setting up, jointly with the World Meteorological Organization, a scheme through which short term technical assistance will be given to member countries to help design appropriate hydro-meteorological networks.

225. The science of hydrology and use of data in the design of works and land use management is advancing rapidly. It is now eight years ago that a meeting of African hydrologists was held and the secretariat considers that the time has come to review the present state of African hydrology. It is hoped to organize in the next few years, within the framework of the International Hydrological Decade and in co-operation with other organizations, a meeting on African hydrology.

226. The need for such data, and the contribution that their proper use can make to the efficient planning of natural resources development, transport, etc., is not always sufficiently appreciated. To enhance the understanding of their value, the secretariat organized in September 1968 a seminar on the role of meteorological services in economic development in Africa. This seminar, held with the co-operation of WMO at the University of Ibadan, brought together for the first time meteorologists and economic planners of member countries. The secretariat will continue to promote the understanding by those responsible for economic planning of relevant aspects of natural resources development, in particular of water resources and related subjects. With this aim secretariat staff will be made available from time to time to the African Institute for Economic Development and Planning in Dakar to conduct appropriate courses.

227. The contribution water resources can make to economic development is rarely fully reflected in the national planning process. Whilst it is intended to continue the practice of making expert staff of the secretariat available for limited periods to governments to assist in water resources development planning, the strengthening of national

planning agencies, to enable them to cope with water development planning, will be one of the secretariat's key activities. This will be done, inter alia, by organizing appropriate seminars.

228. Item 23-02(f) of the work programme adopted in February 1963, requested the secretariat to investigate, in co-operation with the appropriate agencies, the development of important international waterways and river basins and promote international co-operation and co-ordination for their further development.

229. The importance of co-operation by African governments in the development of water resources should be clear from the fact that Africa has fifty-four river basins which are shared by two or more countries. A few river basins are shared by as many as nine countries, while fourteen basins out of the fifty-four each cover an area of 100,000 km² or more.

230. Undeniable progress has been made in recent years regarding inter-governmental co-operation for the study and development of some of the larger river basins. In 1963 the four States sharing the Senegal river basin concluded a convention setting out the common aims in respect of the development of this basin, and established an inter-State committee which was charged with the promotion and the co-ordination of studies and works in the basin. In 1963 and 1964 the nine riparian States of the Niger river basin signed treaties which, inter alia, established the Niger River Basin Commission to maintain liaison between the States in order to ensure the most effective use of the waters and resources of the basin. Also in 1964, the four States of the Lake Chad basin signed a treaty which provided for machinery to co-ordinate and harmonize the activities of the participants in the exploitation of the resources of the Lake Chad basin. The secretariat actively assisted these three river basin agencies, both in the preparatory stages leading to their establishment and in the undertaking of surveys and studies, including arrangements for bilateral technical assistance.

231. The development of international river basins cannot be planned independently of national development and sub-regional economic co-ordination. This is, of course, well appreciated by the governments concerned, as is shown by the orientation of the activities in which the river basin agencies have been engaged. The secretariat intends to continue to give active support to the work of these agencies with the means at its disposal. The participation of ECA staff in missions designed to secure United Nations assistance to these river basin agencies, while only a part of ECA's activities for river basin development, is nonetheless significant when seen as an acceptance of the secretariat's role in promoting economic co-operation.

232. Progress has also been made in co-operation in the development of the Nile basin water resources. Five out of the nine riparian countries are participating in a large-scale hydro-meteorological survey of the Lake Victoria and Lake Albert catchments. It is hoped that this is the beginning of a plan for developing the resources of the Nile basin in which all the riparian countries will participate. With a few exceptions, little progress has been made in international collaboration for the development of other river basins. Here lies a major task for the future and the progress achieved in some basins, as outlined above, gives hope that here also success will prevail. Accordingly, the secretariat will continue to promote the joint exploitation of river basin resources shared by riparian countries.

D. Energy

233. In none but a few African countries immediately after independence, was there any infrastructure for energy. In the few exceptional cases its existence, which facilitated the exploitation of agricultural and mineral resources for export, was dictated by an outward-looking development policy.

234. Prior to 1958, the energy position in Africa was characterized by an almost total absence of any idea of planning or co-ordination. The inventory of Africa's natural resources, especially in energy, had

hardly begun and the half-hearted attempts in this direction were made by the colonial powers for reasons of prestige, rather than from a genuine desire to secure balanced economic development.

235. It was only when they became sovereign and independent, that some African States realized that a country's development, irrespective of its economic system, depended to a large extent on the development of its energy resources and its chances of obtaining a supply of energy beyond its borders. They had to accept the idea of planning energy requirements, particularly in the context of industrial and mechanized agricultural development.

236. In meeting this basic requirement, a number of obstacles were encountered such as lack of qualified staff, the unsuitability of existing technical and administrative structures, shortage of money and also the deliberate "wait and see" policy of the former colonial powers and their calculated tactical retreat. It became necessary to establish an organization for aid and co-ordination, to sustain the action of African Governments by way of assistance, and build up a solid body of trained personnel well disposed to the idea of effective, multinational economic co-operation, at the sub-regional and regional levels.

237. As soon as it was established, the Commission realized the importance and advantage of energy development in the general economic growth of the African countries. In its programmes of work and priorities, as in various resolutions adopted at different sessions, the Commission prepared the framework of a priority programme on research and the solution of problems of energy, designed to transform the African countries rapidly into modern industrialized States.

238. Consequently, at its very first session, the Commission indicated in its work programme that a study should be undertaken, setting out the States and territories in West Africa which might benefit most from the mutual advantages to be derived from better economic relations. The Commission held the view that Africa stood in great need of surveys on natural resources, including resources that could be used for industrialization and sources of energy, such as solar energy (E/CN.14/18).

239. At its second session, the Commission adopted a resolution on the inventory of natural resources in Africa, which should include the various resources in primary energy [resolution 13(II)]7.

240. At its third session, the Commission expressed the view that the utilization of Africa's energy resources would narrow the widening gap between the underdeveloped and highly developed industrialized countries. The Commission's view was that the implementation of such a policy would be a factor making for expansion in world economy and social advancement in the African countries. Accordingly, it requested the Executive Secretary to draw up a detailed inventory of energy resources in Africa, and undertake a careful study of their systematic implementation [resolution 33(III)]7.

241. A number of resolutions were later adopted on the study of Africa's natural resources and the setting up of a standing committee on natural resources and industrialization [resolution 34(III), 43(IV) and 143 (VIII)]7.

242. At its sixth session the Commission devoted some attention to the lack of conventional sources of energy in most of western Sahara, where climatic conditions are favourable to experimentation in the use of solar energy. Convinced that the use of solar energy would prevent that area from becoming deforested, contribute to its economic and social development and raise the living standard of the inhabitants concerned, the Commission adopted a resolution on the use of solar energy [resolution 113(VI)]7. In that resolution the Commission expressed the hope that the governments of the countries with physical features not unlike those of western Sahara would do everything in their power to use solar energy for various purposes, and made the following recommendations:

- (i) The technical experts in solar energy (of the governments concerned) should meet with a view to exchanging useful information on that subject;

- (ii) In conjunction with the sub-regional office of the Commission at Niamey, a solar energy experimental centre should be set up to perfect the various prototypes of solar apparatus and disseminate the results of research and experience.

243. Those were the main **tasks to** be undertaken by the secretariat as part of the work of its **standing** committee on natural resources and industrialization, and also of the energy section of the Natural Resources and Transport Division. In spite of a notable lack of qualified staff and physical equipment, the secretariat buckled to the task to the best of its ability.

244. The first African Electric Power Meeting was held in Addis Ababa from 21 to 31 October 1963 (E/CN.14/INR/32), in pursuance of resolution 33(III). The main objectives of that meeting were to facilitate contact between civil servants and experts dealing with problems of energy, especially electrical energy in Africa; to promote exchange of views on energy resources in Africa and on the extent to which use is made of them; to evaluate the foreseeable growth in demand for electrical energy and how it can be met; to supply documents on methodology and economics likely to facilitate the solution of common problems facing certain countries; to distribute various documents on those subjects and define the problems which call for further study, especially **problems** where a solution on the basis of international co-operation would be desirable.

245. At its first African Electric Power Meeting, the Commission's secretariat submitted the following documents on:

- (i) The situation, trends and prospects of electric power supply in Africa; (E/CN.14/EP/3, Parts, I, II and III);
- (ii) The economy of electrical energy development, with special emphasis on the need and importance of individual countries defining a general policy on energy in response to the special circumstances and factors of each (see E/CN.14/EP/2, 5 and 5 Add. 1);

- (iii) Financing electric power development (E/CN.14/EP/6 and 7 Add. 1, 2, 3, 4 and 5);
- (iv) Non-conventional sources of energy (E/CN.14/EP/9, and 9 Add.1, E/CN.14/EP/11 and 12)
- (v) Training professional and semi-skilled personnel for electric power undertakings in developing countries (E/CN.14/EP/13 and 13 Add. 1);
- (vi) International co-operation in the use of energy resources (E/CN.14/EP/14/Add.1 - E/CN.14/EP/15, 16 and 17); in particular through the development of watercourses of common interest;
- (vii) Experience gained in certain fields of electric power industry (E/CN.14/EP/19, 20 and 20 Add.1 and 2, E/CN.14/EP/22 and 23);
- (viii) Electric energy statistics (E/CN.14/EP/25 and the annual statistical bulletin on electrical energy, EEC).

246. That conference was firmly and unanimously of the opinion that the documentation submitted as well as the discussions, could be regarded an extremely useful contribution to all the African countries in the field of electrical energy. Its recommendations contain the outline of an important programme for the future of what might perhaps be described as a genuine Charter on Energy in Africa.

247. The secretariat was requested to proceed on the following lines:

- (i) Take all necessary steps for the preparation and convening of such meetings and request member countries to participate in the preparation of the documentation to be submitted;
- (ii) Take into account in its future work the co-ordination required to set up a development policy for the various forms of energy;

- (iii) Proceed to the general circulation of a printed version of document E/CN.14/EP/3 in its revised form, and submit a similar document every three years to plenary conferences on electric power, so as to account for changes in that field taking place in Africa;
- (iv) Undertake a study of the possibilities of producing electric equipment in Africa at the sub-regional level, bearing in mind the competitive nature of the market;
- (v) Publish a complete version of document E/CN.14/EP/7/Add.1 on the terms and conditions of financing by the specialized agencies, international, regional and national institutions;
- (vi) Draw the attention of the competent United Nations bodies to the advisability of studying appropriate means of obtaining credits under more advantageous conditions, thus reducing the rates on money advanced by IBRD to developing countries;
- (vii) Undertake a study of the conditions in which electric power consumption for industrial and agricultural development in Africa might be increased; such a study should include inter alia, a review of possible propaganda methods, an analysis of various tariff systems and of the methods to be used to increase the use of simple and cheap appliances;
- (viii) Examine with the competent United Nations bodies the possibility of undertaking in the various member countries, systematic surveys of solar radiation and wind conditions to serve as a basis for future studies on the extent to which the use of these two new sources of energy would be economic, these records and studies being entrusted, possibly, to future sub-regional institutions;
- (ix) Prepare a study on non-commercial sources of energy;

- (x) Proceed, as far as possible with assistance of the competent United Nations bodies, to undertake detailed sub-regional studies on the possibilities of co-operation between African countries in either the joint hydro-electric or multi-purpose development of international rivers, or in the development of power exchanges between neighbouring countries or, more generally in fuel exchange with a view to improving the supply of various countries under optimum economic conditions, and to make itself available to those governments which so request in order to facilitate negotiations on the study and implementation of the possibilities of co-ordination;
- (xi) Undertake a study of the possibilities of producing electric power by means of small generators, especially by the use of small-scale hydro-power plants;
- (xii) Undertake a comparative study of the organization of services responsible for electric power at both governmental and commercial level;
- (xiii) Transmit to member countries, so far as possible, the recommendations adopted in the field of standardization by CCTA;
- (xiv) Make a systematic collection of the electric power statistics of participating countries with a view to their future publication, within a general framework to be determined in accordance with the United Nations Statistical Office and the UPDEE definitions which had also been adopted by EEC.

248. At that meeting the secretariat's terms of reference in regard to energy were re-defined, extended and given greater precision. In the ensuing years, the secretariat's section on energy would devote its energies to a systematic, gradual implementation of those general tasks. The work programme for 1964-1965 attached a great deal of importance to energy-producing industries and regarded the following as permanent high priority activities and projects:

- (i) The preparation of a survey on electrical energy in Africa;
- (ii) Assistance to Governments in their efforts to foster development in energy production.

The following are specially selected high priority projects:

- (i) Studies on standard methods for the production of electrical energy;
- (ii) Development of new sources of energy;
- (iii) Laying the groundwork for future development in rural electrification and installing self-generating power plant;
- (iv) Preparatory arrangements for a meeting on petroleum and gas.

249. From 1964, a preliminary study on energy problems in North Africa was undertaken with the assistance of the ECA secretariat, and at the same time data on all forms of energy in the region began to be collected.

250. In accordance with the work programme prepared for 1965-1967, the secretariat got down to studying measures for the sub-regional development of electrical energy, petroleum and natural gas and also for a comparative analysis for each sub-region of the price of electrical energy, with a breakdown of production costs, an examination of the effects of the selling price of electricity on consumption, steps to be taken to secure improvement in this field, and consider how these prices impinged on the development of the national economy and vice versa, etc.

251. In 1965, document E/CN.14/EP/3 was brought up to date and printed for wide distribution. Enquiries are still in progress on the possibility of establishing a solar energy research and exploitation centre at Niamey on the conclusions of a mission to countries with physical features similar to those of western Sahara.

252. A number of expert missions have travelled through Africa to prepare special studies on energy in 33 African countries. Their monographs have been communicated to the governments of the various countries

which were requested to check the information and, if necessary, amplify it. Those documents facilitated the preparation later of sub-regional studies on energy, which were submitted at various meetings on economic co-operation at the different sub-regions. For example, at the sub-regional meeting on economic co-operation in East Africa, held at Lusaka from 26 October to 6 November 1965 one of the papers submitted was document E/CN.14/INR/104, dealing with energy development in the countries of the East African sub-region.

253. In 1966, a number of documents were prepared by the secretariat, especially for the sub-regional meeting on economic co-operation in West Africa held at Niamey in October 1966:

E/CN.14/INR/106 on energy development in the countries of the sub-region;

Working Paper No. 1 which was a digest of document E/CN.14/INR/106;

E/CN.14/INR/136, a preliminary study of the possibilities and prospects of co-operation in the field of energy in West Africa.

254. The Niamey meeting adopted a recommendation for the setting up of a sub-regional committee on co-operation in energy, together with a resolution recommending co-operation between Ghana, Togo and Dahomey in the use of available hydro-electrical resources and existing electrical plant in Ghana.

255. A study on perspectives of energy consumption in Central Africa was undertaken by an expert of the Economic Commission for Europe, as part of the mission on economic co-operation in Central Africa. In accordance with the recommendations of the Brazzaville meeting, one of the Commission's regional advisers visited the countries of the sub-region to study the development of energy in Central Africa, and also the possibilities of multinational co-operation in that sub-region.

256. A regional adviser visited eight countries in the East African sub-region, and submitted a report containing concrete proposals and

recommendations for solving problems of energy in each of the countries of that sub-region. At the request of the countries in the North African sub-region, a study was made on inter-connecting electrical networks in the Maghreb States.

257. In 1967, a number of documents were prepared by the secretariat for the first sub-regional meeting on energy for Central Africa:

E/CN.14/EP/30, Energy development in the six countries of the Central African sub-region, consolidated report;

E/CN.14/EP/31, The development of energy in the six countries of the Central African sub-region, country-by-country reports;

E/CN.14/EP/32 on energy in Zambia;

E/CN.14/EP/33 on energy in Burundi;

E/CN.14/EP/34 on energy in Rwanda.

258. Some of the other important studies prepared by the secretariat are as follows: a report on the meeting of experts in energy convened by the Secretary-General of the United Nations to prepare a United Nations five-year programme on the use of resources of geothermal energy, bituminous shale and small electrical power stations in the developing countries; a preliminary study on the possibilities of applying electrical energy to areas where industries are being established in West Africa, etc.

259. In 1968, the sub-regional meeting on energy for Central Africa (E/CN.14/EP/35) was held at Brazzaville from 2 to 4 April. That meeting was organized by the secretariat, in accordance with resolution 176(VIII). It recommended the establishment of inter-governmental machinery for co-operation in energy in the countries of that sub-region, and defined the committee's terms of reference after adopting the documents and recommendations submitted by the Commission.

260. In accordance with the recommendations made at that meeting, the secretariat actively participated in the formulation of a draft request

to the United Nations Development Programme (Special Fund) to provide the Standing Committee on Energy in Central Africa with administrative and technical infrastructure. This draft was submitted to the governments of the countries in the sub-region for approval.

261. Apart from its participation in the preparatory work on certain seminars and conferences scheduled for 1968, the Commission prepared its work programme for the five coming years. That programme merely confirmed the policy followed in the past ten years in the field of energy, and may be summed up as follows:

- (i) An inventory of all primary energy resources in Africa. For this purpose, a primary and an electrical energy map of Africa are currently in preparation;
- (ii) Collecting and bringing up to date all data on developments taking place in various forms of energy (for publication);
- (iii) Study of measures likely to promote the use of all available forms of energy, sub-regionally and regionally;
- (iv) Multinational co-operation in the enhancement and use of energy resources in Africa;
- (v) Production of a charter on energy, in general, and electrical energy, in particular, as regards production, transport, distribution and use.

262. In such a programme, priority must necessarily be given to non-conventional sources of energy for industrial and agricultural purposes, in close co-operation with the Resources and Transport Division at Headquarters and the competent specialized agencies.

E. Science and technology

263. The terms of reference of the Economic Commission for Africa call for investigation and study of technological problems, collection, evaluation and dissemination of technological information, and assistance to member States in the formulation and development of co-ordinated policies for promoting technological development.

264. Although the importance of science and technology as a parameter in the development process was early recognized in its terms of reference, the Commission during its first five years concentrated its attention primarily on the exploration and exploitation of natural resources. Action in the field of science and technology was taken by various specialized agencies for the solution of outstanding scientific and technological problems on a discipline-by-discipline basis.

265. However, from time to time, the United Nations itself gave expression to a recognition of the need to study and initiate action on the solutions of technological problems within a comprehensive framework which would relate such solutions, to the economic, social and political requirements of the member nations. Such United Nations initiatives resulted in the following conferences devoted to scientific and technological problems:

- Scientific Conference on the Conservation and Use of Natural Resources (1948);
- Conference on the Peaceful Uses of Atomic Energy (1955);
- Second Conference on the Peaceful Uses of Atomic Energy (1958);
- Conference on New Sources of Energy (1961).

266. Between 1960 and 1962, science and technology figured conspicuously in discussions within the United Nations on the proposed Development Decade. The year 1963 saw a turning point in the United Nations approach to the subject when it organized an International Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas. The principal outcome of this conference was the recognition that the United Nations as a whole should not only give high priority to the application of science and technology to development in its various work programmes, but that the ordering of this priority and the realization of the new objective should be determined within a framework that was rational, both conceptually and administratively. For this purpose two major steps were taken. ECOSOC by its resolution 980 A (XXXVI) established an Advisory Committee on the

Application of Science and Technology to Development. In December 1963, the General Assembly by its resolution 1944(XVIII) approved the creation of the United Nations Advisory Committee on the Application of Science and Technology to Development, and requested UNACAST to examine the possibility of establishing a programme of international co-operation in science and technology for economic and social development, which would study the problems of developing countries and explore suitable solutions.

267. Perhaps the most significant feature of the emergent arrangement endorsed by the General Assembly was the request to the Administrative Committee on Co-ordination "to present to the Advisory Committee, through the Secretary-General, the comments of its Sub-committee on Science and Technology on the assistance which the participating organizations, including the Regional Economic Commissions, might render within a United Nations framework." As a result of this request, each of the United Nations Regional Economic Commissions is recognized as a focal point for the consideration of matters relating to the application of science and technology to development.

268. A parallel change took place in the Commission's handling of the subject. Up to 1963 it might be said that the work of the Commission in the field of science and technology was disparate and incoherent. The report of that year cites work in the fields of water and mineral resources, cartography, surveying and a study of energy problems in North Africa. The decision to sponsor jointly with UNESCO a conference on "Organization of Research and Training in Africa in Relation to the Study, Conservation and Utilization of Natural Resources" marks a turning point. This conference was held in Lagos in 1964, and its Report was submitted to the seventh session. By resolution 127(VII), the Commission welcomed the conclusions of the Lagos Conference, and recommended that the Executive Secretary in co-operation with UNESCO, other Specialized Agencies, the Special Fund, the Expanded Programme of Technical Assistance and the Organization of African Unity, should assist member States in their attempts to implement the Lagos Plan. The resolution also took note of a paper submitted by UNESCO on

Scientific Research and Planning in Africa (E/CN.14/311), and emphasized the importance of the subject in relation to the development of natural resources in Africa. Although science and technology still continued to derive their driving force from concern with natural resources, a close study of the report and recommendations of the Conference reveals the extent to which the significance of the former was acknowledged.

269. Between 1964 and 1966, the secretariat tentatively explored alternative lines of advance towards implementation of the Lagos Conference recommendations, but it lacked the means of taking direct action. However, a new phase in the evolution of the Commission's activities emerged as discussions in the Advisory Committee clarified the relationship between development and science and technology. The Advisory Committee, in order to ensure that its proposals to the Economic and Social Council were closely related to the differing problems and needs of Asia, Latin America and Africa, established three Regional Groups from its own members for the three regions, Asia and the Far East, Africa and Latin America. The Regional Groups were to keep a close watch on the needs, opportunities and obstacles to the application of science and technology to development. These groups meet regularly with members of the secretariats of their respective economic commissions.

270. The first consultative meeting was held in Addis Ababa between the African Regional Group and ECA secretariat, but it was the report of the second meeting that demonstrated most clearly the value of the contributions which regional commissions could make to the work of the Committee and, by implication, to the design and implementation of the United Nations programme in this field. Accordingly, in its third report submitted to the ECOSOC at its forty-first session in July-August 1966, the Advisory Committee recommended that the regional economic commissions should be responsible for certain specified tasks. This recommendation was approved by ECOSOC in its resolution 1155(XLI). In consequence the secretariat established as from May 1967, a Section for science and technology.

271. The secretariats of the regional economic commissions participate in the sessions of UNACAST, and also in the meetings of the ACC Subcommittee on Science and Technology. The contributions of the regional economic commissions to the discussions of these two bodies have led to the increasing devolution of additional responsibilities on the regional economic commissions, culminating in their being entrusted with the preparation of the regional components of the World Plan of Action in the Application of Science and Technology to development, and for ensuring that the regional components accord with the specifications of the Second-Development Decade. In all these developments the secretariat owes a debt of gratitude to the African Regional Group of UNACAST and particularly to its Chairman.

272. The very nature of the task of the Science and Technology Section of the secretariat calls for collaboration with various United Nations agencies and with other governmental agencies including OAU. In 1967, ECA participated in the meeting of the OCAM Committee for Scientific and Technological Research, and presented a note on the Perspectives of International Co-operation in the Application of Science and Technology to African Development. The resolutions of the meeting included a recommendation that OCAM/CRST (Comité pour la recherche scientifique et technique) should take note of the preliminary proposals of ECA for the United Nations World Plan of Action for the Application of Science and Technology to development, and invited their Research Committee to establish formal links with the ECA programme.

273. A joint ECA/UNESCO Staff Meeting has been established to provide a basis for mutual co-operation, and to co-ordinate the work programmes of the two organizations. At its second meeting, the problems of the application of science and technology to development in Africa and, in particular, co-operation with UNESCO in the preparation of regional meetings in 1969, were discussed.

274. The secretariat was represented at the seventh session of the International Standards Organization held in Moscow in 1967, and has

established working arrangements with ISO for the implementation of the resolutions of that meeting regarding development of standards in developing countries. The secretariat also participated in the meeting of the Group of Experts on marine science and technology convened in pursuance of General Assembly resolution 2172(XXI) to survey the present state of knowledge of the resources of the sea beyond the continental shelves and of the techniques for exploiting these resources.

275. The year 1968 saw the commencement of regular programming by the Commission in the field of science and technology. During this year, the Science and Technology Section co-sponsored two seminars. The first was organized in Berlin in co-operation with the German Foundation for developing countries, and dealt with science and mass media. The object of this seminar was to create an awareness in African countries of the development potential in the application of science and technology. The second, organized in co-operation with WMO, dealt with the Role of Meteorological Services in Economic Development in Africa. This was held in Nigeria. As part of its activities in this field, ECA also participated in the UNESCO/OAU Conference on Education and Scientific and Technical Training in Relation to Development in Africa which took place in Nairobi in July 1968, and submitted a paper on "Africa's Economic Transformation and its Implications for Educational and Manpower Development" (E/CN.14/WP.6/18).

276. Science and technology constitute the weakest point in the armoury of all member States. It is also the field in which the Economic Commission for Africa has the least achievement to show. It might even be said that spectacular progress is not likely to take place in the immediate future. This gloomy prospect is the result of a combination of factors. Schools and educational institutions in Africa have yet to adapt their programmes to prepare trainees for courses in science and technology. The process of redressing this situation goes even further, since teachers have first to be trained to teach science courses at the secondary school level.

277. The Commission has drawn attention to a number of implications of the recommendations and proposals for science and technology put forward by other United Nations bodies. In particular, the Commission has stressed a number of hitherto inadequately recognized aspects of the problem of applying science and technology to development. The first of these is that a great deal of scientific knowledge valuable for utilization in African conditions has not been made use of because of a failure to recognize the importance of organizing the demand, in contrast to the overwhelming emphasis on the supply side. This implies that the African countries require to develop not only an awareness of how science and technology can be utilized for development, but also the necessary structures to formulate and implement policies and plans to utilize the knowledge available in these fields.

278. Another aspect stressed by the secretariat is the significance of social forces in determining the effectiveness with which science and technology can be applied in the African region. Another consideration to which the Commission has drawn attention is the inadequacy in the range of specializations as well as in the orientation of the products of faculties of science and engineering in institutions of higher education. This applies particularly to the failure to organize teaching to provide for practical experience relevant to the current and prospective needs of the communities to be served by the products of these institutions.

279. The Commission's Work Programme aims at providing advice and assistance to governments in the development of human resources for the application of science and technology, but this involves the training programmes of several government departments as well as the spheres of competence of several United Nations specialized agencies. The Commission's initiative lies primarily in the determination and study of the needs of the African countries and the formulation of proposals and plans for action. Expeditious action can, however, only be achieved within the United Nations system if African governments, the Commission and UNACAST can secure the wholehearted co-operation of the specialized agencies.

280. A second aspect of the Commission's programme concerns the creation of institutions to increase national capability for planning and administration of science and technology. This requires the setting up of governmental machinery primarily concerned with the overall formulation of government policy and national plans for science and technology. Crucial areas in which policy-making and planning are required for development include education in science and technology as well as the provision of institutions for vocational, technical and technological training and for scientific research. Special institutions are also needed for the exploration and exploitation of natural resources including marine resources. These may take the form of special **institutes** with research and advisory responsibilities. The need for adaptation of technology is such that institutes for industrial research will have to be given a place of prominence in such planning.

281. The situation which African countries face today poses at least two problems. The first concerns the exploitation of known resources to increase the development **capacity** of individual countries. This need is being partially met by technical assistance. The second concerns the development of national human potential for the exploration, exploitation and administration of these resources. In other words, assistance is needed to remove the financial and material constraints on development, in combination with a long-term programme for independent national action in this field. African member States expect the programmes which are gaining more coherence within the United Nations framework to aid them in overcoming their present difficulties.

CHAPTER VI

TRANSPORT

282. Transport facilities in individual countries in the region such as they were in 1958 had been designed by metropolitan powers primarily for the transportation of raw materials to ports for shipment abroad, and for the importation of merchandize or for reasons of administrative security. This situation constituted a serious handicap especially for the land-locked countries which had to export their commodities not by the most economical routes through neighbouring countries but rather through areas controlled by the same metropolitan power. This pattern inhibited the development of trade and other economic contacts between neighbouring countries. Taking these factors into consideration, the Commission, at its first session, requested the secretariat to study possibilities of co-operation in the use of roads, railways and harbours. The purpose of the study was to determine areas in which joint or collective action could bring mutual benefit to groups of countries.

283. At its second session, the Commission re-iterated its concern about the African transport situation, and in resolution 16(II) requested the secretariat to examine the problems of industrialization and transportation in African States in their national and regional context. The first part of the study of selected transport problems (E/CN.14/63 and Add.1) was presented at the third session. This study dealt with problems in relation to economic development in West Africa and recommended the construction of secondary and feeder roads as a pre-condition for increase in production and economic development generally. The specific projects recommended concerned the establishment of intra-regional transport links which would involve the construction of roads, and the operation of traffic and standardized traffic regulations. The report further stressed the need to study the problems of inland waterways, railway tariff policies, ports administration, air transport, and the collection of reliable transport statistics which would form a basis for planning (E/CN.14/94 and Corr.1). By resolution 32(III) the Commission requested that

a West African Transport Conference should be held to examine the proposals contained in the report mentioned above. The Conference discussed inter alia, standardization of vehicle legislation and signals and called for a study of soil stabilization in roads, concrete surfacing, and the use of local materials for road construction. It suggested that a permanent body be established in West Africa to supervise the creation and running of a sub-regional transport network which could meet the needs of these countries in the sub-region which had no access to the sea (E/CN.14/147 and Corr.1).

284. The Commission next turned its attention to East Africa, and by resolution 35(III), requested the secretariat to undertake similar studies and convene a meeting of ministers of transport and/or public works, to discuss a concerted programme for development of transport in that sub-region. In response to this request, a document (E/CN.14/148) on Eastern African transport problems was prepared by the secretariat, and discussed by the Conference which took place in Addis Ababa in 1962. In addition to the discussion of the problems of the various modes of transport and operational questions, the Conference gave attention to pre-investment studies, financing, frontier formalities and training. Special consideration was given to the acute shortage of transport specialists, and the almost total absence of research into the development of transport.

285. The Commission had been thinking not only in terms of co-operation between neighbouring States, but also of the establishment of links between the geographical regions of Africa. Thus by resolution 61(IV) it recommended at its fourth session that a study should be undertaken in connexion with the development of transport facilities across the Sahara. This study: The Problems of Transport Across the Sahara (E/CN.14/194 Add.1) was presented at the fifth session. In December 1964, a Committee of four countries, i.e., Algeria, Mali, Niger and Tunisia met in **Algiers** to consider whether there was a prima facie case for a transport link across the Sahara. A report of that Committee

formed the basis of an application to UNDP to finance a pre-investment study, the first phase of which has now been completed.

286. Since the main object of the Commission is to correct the bias of the colonial pattern of transport, work in transport has been predominantly linked with the possibilities of development and specialization among African countries in agriculture and industry and the volumes and patterns of trade which these make possible.

287. In 1964, following the preliminary surveys of possibilities of development on a multinational basis carried out in 1962 and 1963 the secretariat secured bilateral agreements for studies of sub-regional transport networks. A team of specialists from the Federal Republic of Germany prepared a study which covered Niger, Upper Volta, Ghana, Togo, Dahomey and Nigeria. A Belgian team prepared a report on possible transport developments in an area embracing Chad, Cameroon, the Central African Republic, Gabon, the Republic of the Congo, the Democratic Republic of the Congo, Burundi and Rwanda. A French team studied similar problems in Mauritania, Mali, Senegal, Gambia, Liberia and the Ivory Coast. An Italian team studied transport developments in the Sudan, Somalia and Ethiopia. In the East African sub-region earlier proposals for a transport network study were superseded by two studies currently in progress. The first covering the Copperbelt area of the Democratic Republic of the Congo, Zambia, Tanzania, Malawi, Uganda, Rwanda, Burundi and Botswana sponsored by USAID is nearing completion. The second, a study of transport needs and organization in Kenya, Uganda and Tanzania sponsored by UNDP is expected to become available within the first half of 1969.

288. This effort to provide transport links between African countries includes a current study of the navigability of the Niger River between Tossaye and Yebwa with assistance from the Government of the Netherlands and the collaboration of the riparian States. Some preliminary studies have also been conducted on the possibilities of using the Great Lakes system of East Africa and of the Zambezi River for navigation purposes,

and more detailed investigations are under consideration in respect of the former.

289. Another component in this effort is the examination in two stages of the technological and economic problems of linking African railway systems of different technical specifications. The preliminary survey completed in 1967 is now being followed by a study in greater depth.

290. A preliminary study of eight proposed road links within the Chad Basin area has been completed at the request of the Chad Basin Commission and its major recommendation accepted. USAID is in the process of completing a study of Middle Africa transportation which will cover the Copperbelt area of the Democratic Republic of the Congo, Zambia, Tanzania, Malawi, Uganda, Rwanda, Burundi and Botswana.

291. At the seventh session, the Commission requested the Executive Secretary by resolution 147(VII) to consolidate the completed studies into a preliminary plan for the whole of Africa, and in 1968 a meeting of representatives of the African Development Bank, IBRD, UNDP and ECA approved a programme for a review of all available surveys, to enable financing authorities to determine priorities for the development of transport in Africa.

292. In West Africa, the consideration of transport problems has gone beyond the preliminary examination of proposals. As a result of a meeting which took place in Lomé in March 1968, it has been recommended that pre-investment studies be made of the following links: (a) Ouagadougou-Lomé trunk road through Koupela and Blitta, (b) Ouagadougou-Niamey trunk road, (c) links between Upper Volta and Dahomey, (d) liaison between Niger and Dahomey, and (e) trunk roads from east to west. A similar development in areas west of the Ivory Coast will mark a significant advance towards the creation of a West African road network extending from Mauritania to Nigeria.

293. In the late fifties and early sixties, the ownership of a national airline became a prestige symbol. The West African Airways Corporation jointly owned and operated by Nigeria, Ghana, Sierra Leone and Gambia

with the support of the United Kingdom disintegrated. Other newly independent States such as Mali and Guinea launched their own air services. Given the smallness of the local market for freight and passenger traffic and inability to compete with long established services, it is not surprising that most of the new national airlines ran at a loss, and became a drain on limited resources for economic development. It was against this background that at the fifth session the Commission requested the Executive Secretary to study measures - with the assistance of ICAO - for the development and co-ordination of air transport facilities in Africa.

294. The secretariat identified the most critical and urgent weaknesses such as the duplication of services which result in unhealthy competition, the lack of standard equipment, technical facilities and training of personnel (E/CN.14/INR/43). In its study the secretariat recommended: (a) the pooling and co-ordination of traffic, (b) standardization of equipment and pooling of technical facilities, (c) centralization of common technical services, and (d) training of personnel.

295. A Conference on African Air Transport jointly sponsored by ECA and ICAO was held in November 1964 (E/CN.14/TRANS/26). The Conference welcomed the idea of sub-regional airlines, and requested ICAO and ECA to undertake a programme of training of personnel in all aspects of air transport service. It also recommended the establishment of an African organ which would be charged with the consideration of African civil aviation problems. Following this Conference, consultations were organized in Nairobi and Lagos in 1965 to consider the implementation of these recommendations. After discussions in West Africa, Nigeria convened a meeting to examine proposals for the integration of West African airlines. The proposals put forward by Nigeria amounted, in effect to the re-integration of the former West African Airways, since all the French-speaking States in West Africa, with the exception of Guinea and Mali, had become partners in Air Afrique. Ghana and Nigeria have already agreed to pool their technical resources, and to operate

joint coastal services. There are indications that wider multinational co-operation is gaining acceptance in West Africa.

296. Three meetings were held in East Africa, the last on the instructions of a meeting of heads of East and Central African States. Although Central African Airways has, like West African Airways, disintegrated into the three national airlines of Malawi, Zambia and Rhodesia, the East African Airways (embracing Kenya, Uganda and Tanzania) has remained intact. As in West Africa, the number of potential participants to collaboration is small, but there is considerable disparity in their relative importance and progress has been slow. Integration remains, as the Conference in 1964 recognized, a distant goal.

297. The North African countries invited the secretariat to examine the problems of civil aviation development and to make proposals for closer co-operation among the airlines on their merger to form a North African sub-regional airline. Recommendations submitted have been followed by more detailed studies sponsored by the Maghreb countries, as a result of which they have agreed to pool their resources. Thus steps are being taken to achieve a considerable degree of integration.

298. At the continental level three developments may be noted. The East African Airways, Ethiopia, Nigeria and Ghana now pool their resources. A Memorandum of Agreement to regularize this arrangement has been signed by all the participating countries. The African members of the IATA had preliminary discussions in Manila in 1967, and have agreed to form an Association of African Airlines (AAFRA). An organizational meeting was held in Ghana in April 1968, and since then fifteen member States have signed the letter of agreement, and other African carriers have been invited to join the Association. A legal document which will form the basis of co-operation among members of the Association is being prepared with the assistance of ECA.

299. After protracted discussions OAU, ICAO and ECA have reached agreement on the design and functions of an African civil aviation

commission, the inaugural meeting of which is scheduled for January 1969. Thus the realization of one of the major recommendations of the Conference of 1964 is in sight.

300. In the field of air transport, African countries are beginning to understand the threat to their national efforts posed by the advent of giant planes. Moreover, the losses already suffered as a result of their earlier ventures immediately after independence have had a sobering effect. The objective of multinational action has now been set within reach, and it is hoped that beginning with an emphasis on co-operation, integration may be achieved eventually.

301. The control by non-Africans of shipping lines engaged in coastal as well as inter-continental trade has been a continuing concern of member States of the Commission. This control extends to the management of port and harbour installations. African Governments have felt that they are deprived of a portion of their potential foreign exchange earnings accruing to invisible transactions. Moreover, fluctuations in freight rates are suspected to have been engineered by shipping interests organized into freight rate fixing cartels. The Commission, at its sixth session, requested the Executive Secretary, to convene a meeting of shipping companies and users of their services to discuss arrangements for the standardization of freight rates at levels comparable to those prevailing in other parts of the world [resolution 101(VI)]⁷.

302. In response to this resolution, the secretariat undertook a survey on shipping freight rates in West Africa in which arrangements for improving the efficiency of ports and possible forms of co-operation between existing shipping lines and prospective national lines as well as the training of African personnel for merchant shipping were discussed.

303. Following the West African study, the secretariat undertook to examine conditions in East Africa. The study drew attention to the possibilities of increasing the efficiency of East African coastal and

lake ports, and suggested the need to develop shipping lines in East Africa, if possible on a multinational basis. As in the case of West Africa, the report stressed the need to start training programmes for African personnel needed in the shipping industry (E/CN.14/TRANS/27, Part I and Part II). The East African study covered Central African countries such as the Democratic Republic of the Congo and the Republic of the Congo.

304. In 1967, the Maghreb Standing Consultative Committee invited the Commission to undertake a similar study in North Africa. A preliminary study was completed in 1968, and a report has been submitted to North African countries for consideration.

305. The feeling of African countries on the subject of shipping and freight rates is clearly set out by resolution 160(VIII) which recommends that "the Executive Secretary prepare a report on the effects of the monopoly of a few shipping and maritime transportation companies on the foreign trade of African countries, and particularly the effects of the costs of services and freight rates which these companies impose, and the impact of this on the export earnings of the African countries, this report to deal with the policies to be adopted so as to alter the old pattern of this sector".

306. The Commission continues to concern itself with problems of maritime freight rates. The secretariat is co-operating with UNCTAD experts who are engaged in the study of freight rates in all parts of the world. Alongside the consideration of current problems, the secretariat is participating in the study of new freight handling techniques. It was represented at the Inter-regional Seminar organized by the United Nations in London on containerization and other unitized methods for inter-modal movement of freight.

307. A balance will have to be struck between shipping which African States can conveniently carry and activities of international and well-established shipping lines. Such a balance, it is expected, will enable normal freight rates to be established. The situation has changed

since 1958 when there were practically no African shipping lines. Today fifteen African countries operate such lines. It is the hope of the secretariat that these lines will be multinational and that the governments of land-locked countries will be able to participate fully in their operation and share the benefits to be derived from such services. For the future, the secretariat looks forward to close co-operation between African shipping lines and international companies and also to fruitful negotiations which will help stabilize freight rates and thus provide additional guarantee to the producers of export commodities.

308. Certain parts of the region have developed a tourist industry. Morocco, Tunisia and Algeria have for a considerable period served as resorts for French and an increasing number of other European nationals. Their concern has been to improve and expand existing facilities. In the UAR, developments in this field have succeeded in making tourism a significant foreign exchange earner. In East and Southern Africa, the seasonal influx of visiting friends and relations as well as the existence of game parks and hotel facilities have stimulated a tourist industry particularly in Kenya. Planning for the expansion of this industry has to concentrate on hotel and other facilities, co-ordinated attractions, training of personnel and financing. Air travel fares perhaps constitute the most difficult obstacle which may be met partially by multinational co-operation within the area to provide attractions sufficiently varied to justify the high cost of travelling to East and Southern Africa. Co-operation among airlines and package deals with inclusive fares may result in reductions in costs which could attract broader layers of tourists. In tropical Africa, with the exception of the Democratic Republic of the Congo, tourism is a relatively new venture. Hotel and other facilities are beginning to be provided; but the tourist market has yet to be built. Finally, there is Ethiopia whose natural attractions and climate rival those of East and Southern Africa. Growth in tourism is noticeable, facilities are increasing and there is every reason to believe that it is destined to become one of the tourist centres of Africa.

309. It is against the background set out above that the Commission has been developing its work in tourism. The secretariat completed a study of tourism in North Africa in 1967(E/CN.14/TRANS/32). A preliminary report on East Africa has been circulated to interested member States. The United Nations Headquarters and the African Development Bank are jointly undertaking a study of tourism in fourteen West African countries. The secretariat plans to complete this round of studies with a report on the prospects for tourism in the Central African sub-region. The next phase of work in this field will be the promotion of tourism in promising areas.

310. In recent years, as work on inter-country connexions took clearer shape, attention has shifted towards other matters of importance. One of these is the problem of manpower particularly the education and training of personnel for analysing problems of overall transport development and co-ordination and for the management of major transport enterprises. To meet this need the secretariat is organizing a survey of the existing and prospective needs of education and training, as a basis for making proposals for the improvement of existing facilities.

311. Another matter of importance is research. Although this is, in general, a wide field rapidly expanding under the impact of science and technology the secretariat is concentrating attention on a limited aspect of great importance: the scope and quality of research on road construction with special reference to foundations and surfacing and the effectiveness of the arrangements by which the results of such research are incorporated into designs, specification and construction work.

312. The third so far less evident in the secretariat's work programmes is the role of transport in accelerating the integration of rural and urban sectors of national economies. To provide a background of experience in this subject the secretariat organized a study tour of a small group of African civil engineers to India in 1968.

313. In the field of transport it can be claimed that some progress has been made during the ten-year period under consideration. The principle has been accepted that without an appropriately planned network, intra-African trade will be difficult if not impossible to foster. Moreover, it has been accepted that machinery for economic co-operation in each sub-region will include a specialized body in the field of transport. The scattered efforts of multilateral and bilateral donors are being brought together, and if under the leadership of the ADB priorities can be established, a programme in which individual countries, sub-regional groups and international organizations could carry out allotted functions could be launched. This programme could determine targets for attainment during the next Development Decade.

CHAPTER VII

INDUSTRIAL PROMOTION AND DEVELOPMENT

314. The programme of work and priorities for 1960-1961 approved by the Commission at its second session, included industrialization in the list of priorities; and the appointment of the Standing Committee on Natural Resources and Industrialization in February 1962 focussed even greater attention on industrialization. The terms of reference of this Committee were, inter alia, to advise the Executive Secretary on the annual programme of work and research in the field of industrialization and to initiate investigations, seminars and conferences to determine and provide the most effective means of advancing industrialization. This Committee held its first meeting in Addis Ababa, 12-20 December 1962, and its second meeting, 3-13 December 1963, at the same place. The reports of these two meetings were presented at the fifth and sixth sessions of the Commission, respectively, and, broadly speaking, have provided the outline of a programme for the activities of the Commission in the field of industry from 1962 onwards, particularly in regard to multinational and sub-regional industrial co-ordination and extensive sectoral studies.

315. The Commission's activities in the field of industrial development during the last ten years can be divided into three somewhat overlapping phases: survey; the definition of strategy; and promotion.

316. The first three years of the Commission's work were devoted to reconnaissance and survey. Without familiarity with African problems, policy formulations would have been inadequate. The study Industrial Growth in Africa (E/CN.14/INR/1), which was completed in December 1962, threw light on the nature and magnitude of major problems and indicated the broad direction of required action. In particular, the prospects and potentials for the establishment of specific strategic industries were assessed. This assessment led to an emphasis on economic co-operation, since individual countries possessed neither the market nor the capital and technical knowledge to launch these industries.

317. At the fifth session held in February 1963, the Commission, called for assistance to be provided to Governments in the promotion of sub-regional co-operation in the development of industries (E/3727/Rev.1, paragraph 261); and a series of important initiatives were subsequently taken by ECA. Industrial co-ordination missions were sent to each sub-region to assess concrete possibilities of industrial development. The missions to the West and East African sub-regions (E/CN.14/246 and E/CN.14/247, respectively) took place in 1963, to the North African sub-region in 1964 (E/CN.14/248), and to the Central African sub-region in 1965 (E/CN.14/L.320). They served a dual purpose. First, they placed the problems and prospects of African industrialization in their appropriate economic setting. Secondly, they identified a number of multinational industrial projects and indicated the areas of sub-regional co-operation. Sufficient groundwork was thus done to make it possible for countries to co-operate on specific projects.

318. The Bamako Conference on Industrial Co-ordination in West Africa, held in October 1964 (E/CN.14/324), was a significant landmark in ECA's efforts in the field of co-ordinated industrial development and one that helped to usher in the second phase of ECA's activities. The project approach crystallizes specific areas of co-operation. However, a comprehensive framework setting out the scope for equitable industrial distribution and balance is essential to facilitate multinational negotiations on identified projects. Furthermore, interdependent as they are, industries thrive not in isolation but in complexes. It was, therefore, essential to formulate an overall strategy of co-ordinated industrial development - a master plan against which specific actions could be defined and evaluated.

319. The Commission's activities were therefore, directed mainly to sub-regional industrial harmonization studies. The first of this series of studies was undertaken for the East African sub-region and completed in 1965. The results were submitted to the Sub-regional Meeting on Economic Co-operation in East Africa, held in Lusaka in October that year (E/CN.14/346). In 1966, studies for the West African sub-region

were compiled and submitted to a similar conference held in Niamey in October (E/CN.14/366, E/CN.14/INR/144). Studies for the North and Central African sub-regions were completed in 1968.

320. The harmonization studies laid a firm and thus persuasive theoretical basis for economic co-operation. These studies furnished a detailed picture of inter-industry relationships and facilitated a more thorough analysis of the benefits of co-operation than could be achieved on the basis of project studies alone. They highlighted the key areas of sub-regional co-operation and demonstrated quantitatively the benefits that would accrue to each country in the different sub-regions. They also illustrated that no single country by itself could aspire to economic self-sufficiency and that economic co-operation was essential if industrial development was to be accelerated.

321. The broad outlines of a comprehensive strategy embracing the entire range of industries and directed towards the central objective of balanced industrial growth thus began to emerge. The harmonization studies suggested approaches to the problems of industrial distribution and compensation which had overshadowed earlier attempts at co-operation on specific industrial projects.

322. The pre-feasibility reports which formed the basis of the harmonization studies revealed the sizable industrial possibilities of Africa in definite terms and demonstrated the economic viability of numerous individual projects. About forty major industry sectors were examined in each sub-region, totalling 160 studies for Africa, excluding South Africa. Each sectoral study was based on a careful survey and analysis of markets, natural resources, input factors, installed capacity and existing facilities. It also formulated proposals for new projects based on projections of demand to 1980 and indicated, inter alia, the investment and other input requirements.

323. The large number of industrial projects identified comprised four categories which follow the size of market required for a specific industry: sub-regional, multinational, national and inter-sub-regional.

The projects covered, inter alia, the following industries: bricks, ceramics, refractories, rubber, textiles, electronics, cement, cement-based industries, synthetic fibres, beverages, tobacco, bags and bagging materials, paint, glass, leather and shoes, non-ferrous metal industries, engineering industries, furniture, petroleum, iron and steel, chemicals and fertilizers, pulp and paper, and mechanized timber industries.

324. Based on the pre-feasibility studies, compendia of investment opportunities were compiled for each sub-region. By presenting investment opportunities in summary documents, the way was opened to attract increased investments, especially from external sources. This step heralded a turning point in the Commission's activities and ushered in an action-oriented phase of effort. The subsequent emphasis has been on the promotion of the scores of national, multinational, sub-regional and inter-sub-regional industrial projects identified by pre-feasibility studies.

325. The first positive step in this phase was taken when, in January 1967, ECA convened the Conference of Industrialists and Financiers at Addis Ababa (E/CN.14/392). This conference was attended by participants from industrialized countries and it reviewed the prospects and possibilities of the active participation of industrialists and financiers from these countries in African industrialization in the light of the investment opportunities identified. The Conference stressed the absence or inadequacy of appropriate machinery for the dissemination of information on industrial opportunities in Africa and recommended the establishment of industrial promotion centres. This view was endorsed by the Commission, at its eighth session. The secretariat took the necessary initiative immediately and teams of experts visited the sub-regions to appraise existing national promotion machinery. Based on their findings, a scheme for multinational promotion machinery was drawn up and considered by the Conference on Industry and Finance, held at Addis Ababa in March 1968 (E/CN.14/414). Correspondents were also nominated in the industrialized countries to keep in close touch with ECA in the field of industry.

326. So far as national industrial projects are concerned, governments are making increasing efforts of either strengthening existing agencies or establishing new ones for their promotion. Recent submissions to the United Nations Development Programme for assistance are clear indications of this. As a result of the Conference on Industry and Finance, which included representatives of African governments and chambers of commerce, efforts for the establishment of multinational promotion machinery received a powerful impetus. The establishment of this machinery and its effective functioning is a matter closely linked with the establishment and operation of the sub-regional co-operation machinery which can facilitate multinational negotiations and agreements. Steady progress is being achieved in this respect. Governments have agreed to the establishment of economic communities in their respective sub-regions and smaller groupings are already going concerns, e.g., the Central African Customs Union (UDEAC), the Maghreb Permanent Consultative Committee and the East African Economic Community.

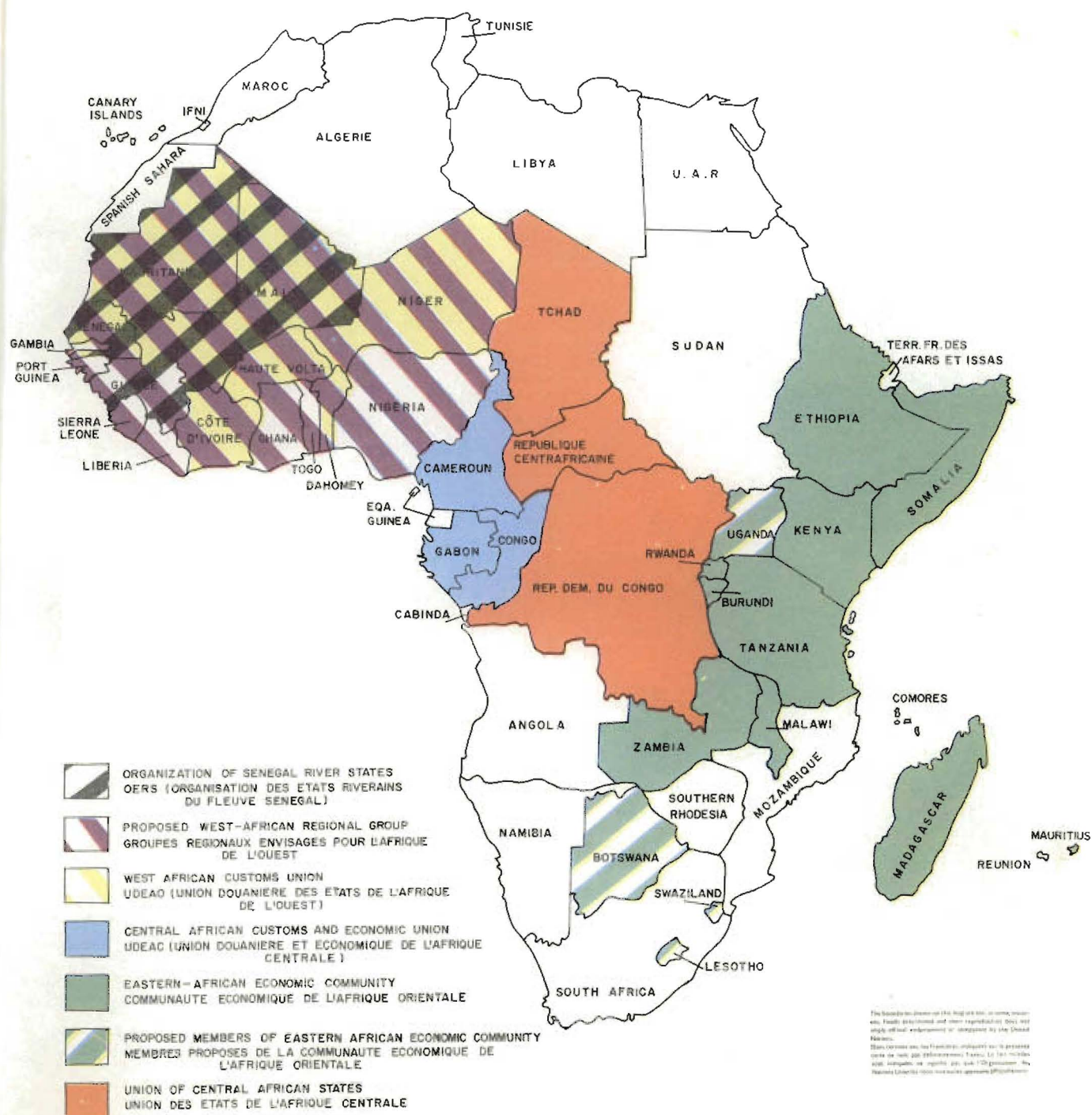
327. In addition to carrying out pre-feasibility studies and industrial promotion, the secretariat has also turned its attention to a wide range of other problems. The pre-feasibility studies themselves served to throw light on a number of problems in connexion with individual industries; and the Commission studied such topics as industrial planning and policy, legislation, financing, manpower and training, research and standardization, the construction industries, small-scale industries and export possibilities of manufactured and semi-manufactured goods to developed countries. As a result, it has been possible to formulate proposals in each field with a view to overcoming constraints on industrialization. In addition, ECA has extended technical assistance to governments on request in several of the fields mentioned above.

328. Great importance has been attached to small-scale industries. These hold prospects of immediate results and offer a suitable means for developing African entrepreneurial capacity. With a view to co-ordinating technical and financial assistance in this field, ECA set up a pilot advisory centre at Niamey in 1966, to serve the West African

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sub-region. The centre has channelled technical assistance to the governments of the sub-region and advised on the development of small-scale industry.

329. These, then, have been some of the major contributions of ECA in the field of industrial development. Such contributions cannot be measured in terms of the number of factories constructed, since there is no proper yardstick for measuring services essentially of an advisory nature. In a decade of activities, the central concern of ECA was to make industrialization a field for human attainment and not an ideal for human admiration. The advantages of accelerated industrial development through sub-regional co-operation are obvious, but they are not easy to achieve. Therein lies the challenge. Considerable groundwork has been done in the last decade to meet this challenge. The practical details of co-operation have been submitted to searching examination. The benefits of co-ordinated industrial development have been technically demonstrated. The essential institutions for accelerated industrial development are well on the way to their establishment. A conscious awareness of industrial opportunities in Africa has been generated.

330. Significant as they are, ECA is not fully satisfied with these efforts and cannot afford to be complacent. The work has started in earnest, but the pressure must not be relaxed. In the immediate future, effort must in particular be directed to two objectives: establishment of multinational industrial institutions for policy and programming, promotion, standardization and research and small-scale industries; and the realization of selected multinational industrial projects.

CHAPTER VIII

HOUSING, BUILDING AND PHYSICAL PLANNING

331. The housing situation in most African countries is unsatisfactory, quantitatively and qualitatively. The underlying factors are population growth, rapid urbanization and resultant overcrowding, finance, under-development of productive resources, and the failure to draw up and implement effective housing programmes.

332. The population growth in Africa over the last ten years has been at the rate of 2.4 per cent per annum while urban population has been increasing at the rate of 5 per cent. Assuming the present population of the continent to be 308 million and the urban population 46 million, the overall population and urban population in ten years will be 400 million and 80 million respectively (E/CN.14/393). In addition to the population growth rate, the housing situation is further aggravated by the high costs of construction.

333. The current cost of constructing a modern type of house (three rooms with sandcrete block walls and corrugated iron roof), including sanitary facilities, is, on the average, not less than US\$2,000 in urban areas. A similar situation exists in rural areas where the poor quality of the houses is a major problem. Construction materials are wattle, daub, timber, mud and clay. The construction of a decent dwelling would cost US\$500. The scarcity of domestic sources of finance and building materials has resulted in dependence on foreign aid (E/CN.14/HOU/WP/5/6, and 7/Rev.1).

334. The Commission, in its early years, recognized the magnitude of the problem. Targets for national housing policies and for elaboration of short- and long-term programmes were defined during the fourth and fifth sessions of the Commission [resolution 53(IV)]. At its fifth session, the Commission decided to set up a Standing Committee on Housing and Physical Planning. The Committee held its first session in 1964. It recommended that studies on housing should take account of: the rapid

growth of towns, the need for new techniques to provide adequate and improved housing, the necessity to consider types of land tenure which would encourage private initiative, and the need for low-cost housing schemes. The Committee also recommended that emphasis should be placed on the utilization of local raw materials for both urban and rural needs, and mobilization of domestic savings.

335. Based on the recommendations of the Standing Committee and the work programme established by the Commission at its seventh session, the secretariat established priorities for further studies, and defined areas in which direct assistance to governments would be most effective. The fields emphasized were: general documentation and systematic collation and analysis of data on housing, building and physical planning, aided self-help housing, finance, house-building costs and by-laws, health regulations, and resources.

336. A systematic collection and analysis of data on all aspects of housing was commenced in 1966. Dossiers on several African countries are now available.

337. As a follow-up to the Workshop on the Role of Physical Planning and Urbanization Policies held in 1964, the secretariat has carried out field investigations on urban and rural housing developments and planning. The object is to show how physical planning could be integrated with economic planning. With the assistance of the Netherlands Government through the Bouwoentrum, pilot operational projects on housing policy in overall development planning, preparation of development plans on house building, administrative and technical machinery for implementation, and use of local building materials, were undertaken in Ghana and Kenya in 1966 and 1967. Work is continuing on these pilot projects; it is hoped that the scheme will be extended to other sub-regions and, subsequently, all African countries.

338. Several countries are showing great interest in the aided self-help method of housing and have introduced this method of construction in their low-cost housing programmes. The secretariat has completed

a number of studies on how to improve indigenous methods of building without significantly increasing costs. The results of these studies are now being used for providing advisory services to governments. In this connexion, a project to popularize aided self-help methods and train government officials has been initiated through the technical assistance programme. The first sub-regional training course took place at Addis Ababa in January 1965; this was followed by a second East African sub-regional training course in April 1967, and by a West African sub-regional course in September-October 1968.

339. Preliminary studies on sources of finance and related community facilities have been completed. A study in depth on the whole question of housing finance, covering economic and technical aspects and land use policy and social problems is to be considered by a meeting held in January 1969 under the joint sponsorship of the Commission and the German Foundation for Developing Countries.

340. In 1966 the secretariat, in collaboration with the British Building Research Station, undertook a study on house-building costs and the costs of related services, particularly as regards urban residential units, land use and registration, land surveying, real estate and mortgage values. A Meeting of Experts on House-building Costs was held in April 1968 (E/CN.14/416). The meeting recommended the creation of permanent sub-regional groups to work closely with the secretariat. Training courses for African building contractors were initiated in 1968 (E/CN.14/417). Such courses have already been held in four countries. The programme is continuing.

341. The Building Research Station of the United Kingdom and the Centre scientifique et technique du bâtiment of France are collaborating with the Commission in preparing models of building bye-laws and health regulations for the erection of buildings. A series of publications is envisaged.

342. In collaboration with the World Health Organization, studies on the technical and economic aspects of community facilities related to

housing have been completed. These studies pay particular attention to the cost of water supply networks, sewage disposal and environmental sanitation problems.

343. The secretariat has completed a comprehensive study of the structure of the building materials industry in Africa and its prospects for growth (E/CN.14/AS/III/5; E/CN.14/HOU/WP/4). The recommendations of the study are now part of a number of industrial projects which have been selected for implementation during the next phase of the Commission's work.

344. The analysis of the housing situation in Africa, based on the decisions of the Commission and the priorities established by the secretariat, has revealed the immensity of the problem. The present situation is still unsatisfactory. It is unlikely that more than two houses per thousand inhabitants are being built annually. This can be compared with the United Nations call for ten houses per thousand inhabitants. It was pointed out in a preceding paragraph that population increase annually in member States has been estimated at 2.4 per cent on an average and the rate of urbanization is estimated to be about 5 per cent. In the light of these figures, tremendous efforts have to be made in both urban and rural areas to provide a sufficient number of dwellings. This will not be easy. There are several problems.

345. Planning machinery is still weak. In only a few countries has housing been integrated into economic development planning and the allocation of resources to housing is in most cases on an ad hoc basis. Progress has been made in establishing machinery for housing, but the existing organizations are generally under-employed and their operations are haphazard because of the lack of a stated policy and lack of a programme in housing geared to economic development. Generally, there are too many authorities and departments having direct or indirect influence on housing. The need is for co-ordinated decision-making to carry out a national housing programme in a systematic way.

346. The present level of costs is high as a result of a complex set of factors, most of which reflect the general level of development.

347. Domestic sources of finance are inadequate although there is scope for improvement, especially with regard to the utilization of the growing funds of social security schemes and of national loans or development loans, some of which are already being used for the financing of housing programmes in a few countries of the continent (E/CN.14/HOU/7/Rev.1).

348. In view of the inadequacy of domestic resources, most countries resort to external financing, but this does not solve the problem as a large share of the materials used in construction are imported, and aid has to be repaid in foreign currency. Increased utilization of local raw materials would contribute towards foreign exchange savings. The total consumption of building materials and components in the early sixties was estimated at around US\$1,200 million annually, of which 55 to 60 per cent is imported.

349. Added to the problems mentioned above is the quality of houses already built or under construction. In both urban and rural areas many dwellings are too small. There are many defects in design. Traditional materials such as mud, straw, etc., which are used especially in rural areas often lead to rapid deterioration, and the need for the early replacement of dwellings.

350. An action-oriented programme to tackle these problems has now been established as a result of the recommendations of the Commission and the surveys carried out by the secretariat. For the immediate future, the secretariat is adopting a phased operational programme. Emphasis will be on completing the collection of data on existing housing stock and machinery for project implementation. These data are to be used not only as a basis for future planning but also for providing advisory services on maintenance and repair operations to preserve the existing stock and improve obsolete dwellings at a comparatively moderate cost, thus contributing to alleviating current housing shortages.

In order to provide additional dwellings as quickly as possible low-cost and aided self-help housing programmes are to be accelerated, using a minimum number of standard designs. This would enable production of standard components and materials on a sufficiently large scale to reduce costs.

351. Increased attention will also be given to studies on the construction industry. In order to meet an accelerated low-cost housing programme, the construction industry has to be reorganized. Building firms have to be Africanized, building components standardized, and supplies made readily available. A reappraisal of the entire rent structure is necessary for the effective amortization of capital already invested.

352. An important aspect of short-term measures is the role of governments and public authorities. The housing problem in Africa, especially the provision of low-cost houses, requires action by governments and/or public institutions. In particular, the task of public authorities is to channel enough resources and ensure that they are used with maximum efficiency, and where necessary subsidize low-income housing by an adequate rent policy. To assist governments in this task, the secretariat will continue its efforts to find ways of improving existing financial and administrative national institutions and provide advisory services to governments on how these could be improved.

353. Three underlying long-term problems are housing policy, cost of housing and the production of building materials. Agreement has already been reached on the necessity for a housing policy to be an integral part of national development plans. The pilot operational projects on housing policy initiated in 1966-1967 are to be extended in all sub-regions. Within the framework of overall national development plans, housing needs, both rural and urban, are to be identified and priorities established so as to meet the needs of the greatest number of people and make efficient use of existing resources.

354. The best means of making better use of present resources is to reduce the cost of housing and related facilities. Future activities of the secretariat will be directed towards advising governments and

public authorities on improving marketing, handling, and transport facilities to reduce the cost of materials delivered to the building site; increasing the productivity of labour through a better organization of building operations on site and the use of simple tools and machinery; raising the qualifications of contractors; continuity in house-building programmes and closer association of all participants in the building process; development of better and more functional designs; modernization of existing bye-laws and regulations, and development of applied research.

355. Finally, the local production of building materials and components is another field where action by the Commission and the secretariat is required on a long-term basis. There is no shortage of natural resources in Africa, at least as far as cement, lime, clay, metallic ores and wood are concerned. In view of the hydro-electric power and oil potential of the continent, the present scarcity of economic fuel and power does not present an insurmountable problem. The most serious obstacle is presented by the relatively small national markets for household fittings, sanitary ware, hard-ware, etc., in a great number of African countries, a limitation which is further aggravated by the inadequacy of transport facilities.

CHAPTER IX

AGRICULTURE

356. That the Commission has faced and still faces its greatest challenge in the field of agriculture is obvious from the resolutions and recommendations adopted by the Commission and from the related studies the secretariat has been asked to prepare. Member States are aware of the continuing importance of agriculture, since much of Africa's economic growth to date has stemmed from the development of agricultural exports and since agriculture still generally constitutes the largest sector of the economy. Palm oil, cocoa, and groundnuts in Nigeria, coffee and cotton in Uganda, cotton in the UAR and the Sudan, coffee in Ethiopia, cocoa in Ghana, and sugar in Mauritius, are examples of agricultural products which have provided a basis for economic advance; and as late as 1966 there were at least twenty African countries in which agricultural activity accounted for 35 per cent or more of the GDP. Given the awareness of the importance of agriculture, the requests of the Commission to the secretariat and the United Nations Organization and specialized agencies have been specific and practical.

357. At its first session the Commission requested the Executive Secretary to prepare a study on measures needed to improve Mediterranean sea fisheries. This study (E/CN.14/34) was presented at the second session and the Executive Secretary was requested to collaborate with FAO in establishing a general fisheries board for the North Eastern Tropical Atlantic similar to the General Fisheries Council for the Mediterranean. A further study (E/CN.14/137) on fisheries administration was prepared in response to resolution 14(II); and a preparatory meeting was subsequently convened in Dakar in 1961 to examine the need to create a Consultative Fisheries Board in West Africa. Following a resolution of the tenth session of the FAO Conference and recommendations of this preparatory conference held at Dakar in May 1961, a Regional Fisheries Commission for Western Africa was established by resolution 1/36 of the FAO Council at its thirty-sixth session. The Commission held its first

session in November 1962. Its second meeting was to be convened in 1968, but because of disagreements over its internal make-up which rendered it inoperative for some time, the FAO Technical Conference on the Fisheries of West African countries held in Dakar in July-August 1967 endorsed a resolution of the FAO Council at its forty-fifth session in June 1967 authorizing the Director-General of FAO to establish a Fisheries Committee for the Eastern Central Atlantic. This Committee is scheduled to meet in 1969.

358. At the first session, the Commission requested a study of the special factors affecting the development of esparto grass reserves in North Africa. The Executive Secretary submitted a report (E/CN.14/33) which indicated that contact with some of the countries concerned had revealed that esparto steppes in the Northern African countries produced a relatively low yield and that the grass was expensive compared with other raw materials for paper manufacture. Since then, however, the Maghreb countries, particularly Tunisia, have gone ahead with the development and exploitation of esparto grass in their new cellulose industry.

359. Member States of North Eastern-Africa have been particularly concerned to see action taken to combat infectious diseases which attack livestock, especially rinderpest. In response to this concern, FAO submitted a note on measures needed in North-Eastern Africa to eradicate infectious diseases (E/CN.14/31). The Commission's resolution 56(IV) requested the Executive Secretary to undertake a study of measures for the improvement of livestock. This request was interpreted to include examination of endemic diseases and natural fauna which provide a reservoir of infection in cattle-producing countries in most parts of Africa. This subject was taken up by the FAO/ECA African Regional Meeting on Animal Production and Health in 1964 and also in a study of the situation of livestock and meat production in five West African countries (Niger, Mali, Upper Volta, Ghana and Nigeria) which was submitted to the Sub-regional Meeting on Economic Co-operation in West Africa at Niamey, in October 1966. Prior to this study, ECA had

co-sponsored with FAO a Livestock and Meat Marketing Seminar in Fort Lamy. Detailed surveys were carried out by FAO on measures to improve livestock marketing in Botswana, Sierra Leone, Cameroon and Ethiopia; and the Joint Division assisted the Government of Ethiopia in establishing the Livestock and Meat Board. Action-oriented studies on the improvement of livestock and meat marketing in West Africa are being pursued.

360. The threat to crops by locust invasion in Africa has been a matter of great concern. At its first session, the Commission requested the Executive Secretary to communicate with national and international bodies working in the field of locust control and to examine measures needed to ensure a more effective control of locusts in Africa; and studies were conducted in co-operation with FAO and presented at sessions of the Commission each year between 1960 and 1964. Of particular importance in this connexion is document E/CN.14/32. The exchange of views between African governments, the United Nations and specialized agencies and the recommendations arising out of the studies undertaken led to the creation of inter-governmental control organizations whose functions include desert locust surveys and implementation measures to control locust plagues in the North and Eastern sub-region of Africa.

361. The Commission has also been concerned with the rapid depletion of forest reserves by shifting cultivation, the provision of firewood and the exploitation of forests for exportable timber and local construction. Studies of this problem were submitted to the sessions of the Commission each year between 1962 and 1965 and appropriate recommendations to governments were made. A study of timber trends and prospects in Africa was completed with the co-operation of FAO, approved by an ad hoc inter-governmental conference in Nairobi in 1965, and circulated to governments in 1967. A series of other studies on forestry and forest-based industries were prepared for sub-regional meetings on co-operation in East Africa and West Africa (E/CN.14/INR/80 and E/CN.14/INR/108); for the Regional Symposium on Industrial Development (E/CN.14/AS/III/20); and for the BTAO/ECA/FAO Conference on Pulp and Paper in Africa and the Near East (E/CN.14/378).

362. The Commission has also been concerned with fluctuations in commodity prices. At its first session it requested the Executive Secretary to get in touch with GATT and other international bodies interested in international trade and to collaborate with them in the study of this problem. At its second session it requested the secretariat to examine problems involved in price stabilization and measures which may be adopted at the national and international levels to meet fluctuations in world prices and to report on international action in this field. At its third session it instructed the secretariat to communicate the views of ECA to the Commission on International Commodity Trade established by General Assembly resolution 1423(XIV). By its resolution 79(V), the Commission accepted the report of the Preparatory Committee of UNCTAD and instructed the secretariat to work in close collaboration with this body, emphasizing in such co-operation the trade needs of African countries and the interest of African governments in the stabilization of the prices of primary commodities.

363. The Joint ECA/FAO Agriculture Division undertakes commodity studies in collaboration with FAO headquarters in Rome and jointly follows up activities initiated by UNCTAD. The ECA and FAO prepared studies on groundnuts, vegetable oils, long-staple cotton, cocoa and sisal, which were used at a meeting on commodity stabilization (E/CN.14/205). This meeting endorsed in principle the establishment of marketing boards for export crops and the formation of regional bodies such as the Cocoa Alliance and the African Groundnut Council to strengthen the bargaining power of primary producers. Following this meeting an advisory handbook entitled Marketing Boards: Their Establishment and Operation was published by FAO in 1966.

364. Jointly with FAO a forward appraisal of technical assistance programmes in the agricultural field was made at the invitation of the Government of Sudan in 1960. This was similar to the work carried out by a mission in Ethiopia in 1959. The Government of Tanzania was assisted in the formulation of its Three-Year Development Plan by an examination of such projects as tea and coffee cultivation, irrigation

and the exploitation of wattle bark. Advisory services were also rendered in 1961 to Rhodesia on coffee, tea and farm machinery, co-operatives and rural development. Other governments which have received advisory services in economic and social aspects of agriculture include Ethiopia, Kenya, Mali, Nigeria, Burundi, Cameroon, Zambia, Ghana, Niger and Upper Volta.

365. In accordance with resolution 111(VI) a document entitled "The place of agriculture in harmonization and co-ordination of national development plans (E/CN.14/L.180) was communicated to all member States. The studies of the Commission in this area of work have been closely related to the FAO World Indicative Plan. In order to have an overall view of, and prospects for, agricultural development, Professor René Dumont was invited in 1964 to prepare a study entitled "African agricultural development" (E/CN.14/342).

366. In co-operation with UNDP, FAO and bilateral agencies, ECA has participated in fact-finding missions. One such mission visited West Africa in 1968 to identify the factors which inhibit rice production in that sub-region. The Commission has welcomed the establishment of the World Food Programme [resolution 54(IV)] and, by resolution 99(VI), urged member States to take full advantage of this programme and expressed the hope that the programme be placed on a permanent basis and that the range of commodities to be made available would be extended to include fertilizers and other agricultural inputs.

367. The modernization of agriculture involves transition from subsistence to market production. The Commission has been involved in the examination of the various aspects of this process. The view is gaining general acceptance that such incentives as security of tenure and provision of credit to encourage the farmer to invest his time and services fully in agricultural enterprise are essential factors in agricultural modernization. An ECA document on agricultural credit for Africa has been prepared for the use of member States. As a first step a brief report on the FAO/ECA Seminar on Land Policies in East and Central Africa (E/CN.14/69) was submitted to the

Commission at its third session. An FAO/ECA Development Seminar on Land Policies for West Africa was held in Sierra Leone in 1963. In 1965 studies on the land reform of the countries of the North African sub-region were started and a document on the implementation in Africa of United Nations resolutions on land reform compiled (E/CN.14/278).

368. The use of modern agricultural inputs is not widespread in Africa. But the Commission has been interested in the examination of the economics of the use of fertilizers, pesticides, machinery and irrigation [resolution 141 (VII)]. The reports on the first, second and third sessions of the Commission dealt with this subject; and a paper, "Fertilizers in Africa" (E/CN.14/271) was presented at the sixth session. Further studies on increasing consumption of fertilizers in the East and West African sub-regions were prepared for the sub-regional meetings on co-operation held in 1965. The Commission has also been interested in farm size and organizational aspects of farm management. It requested the secretariat to examine the evidence of the factors for the success or failure of large-scale development schemes. The resultant study was intended to help develop criteria for determining forms of agricultural enterprises most appropriate for accelerated development. The categories still under consideration include small holdings, settlement schemes, and nucleus and commercial plantations.

369. Agricultural research in the past concentrated on export crops. The need has therefore been expressed by the Commission for the improvement of research facilities and the widening of their scope to include food production for domestic consumption. According to current estimates, Africa has approximately 250-280 scientific institutions engaged in research in agriculture and natural resources. The problem facing these institutions has been lack of personnel and this shortage is not confined to the top echelon. In conformity with the decision made at the first session [resolution 110(VI)], FAO resolution No.13/638, FAO Regional Conference for Africa resolution 1138 and Commission resolution 152(VIII), the Commission's work programme provides for assistance to be made to governments on request, in consultation with FAO, for training of such

professional personnel as agronomists, veterinarians, farm managers and engineers as well as assistance for in-service training for middle and low level personnel in storage processing, packaging and marketing.

370. The ECA has been particularly concerned with the training of agricultural economists (planners) in a joint programme which involves FAO and IDEP. The scholarship schemes in which the Commission participates have also made provision for trainees from different African countries. Both ECA and FAO have suggested that agricultural research programmes might be co-ordinated on an ecological zone basis. This approach was examined by the Conference on Agricultural Research Priorities for Economic Development in Africa, held in Abidjan in March 1968, under the sponsorship of the American Academy of Sciences. An encouraging result of the Abidjan Conference was the decision to form an Association for the Advancement of Agricultural Sciences in Africa. This is to be an independent body which ECA will continue to support in order to encourage scientific workers and the exchange of information among scientific institutions.

371. The gap between farmers and research workers is a major weakness in African agriculture, and the institutions needed to fill this gap include extension services, co-operatives and rural credit organizations. To provide these services effectively, governments need to strengthen their administrative infrastructure. The Joint ECA/FAO Agriculture Division has sponsored appraisal and advisory missions to member States to discuss and make recommendations on this subject. Other services which have been and are being strengthened include adequate storage and marketing facilities and price systems. The secretariat has come to the conclusion that agricultural development cannot be promoted in isolation. Agriculture is a decisive element in rural life and a principal factor in social change, and therefore the Joint ECA/FAO Agriculture Division and the Human Resources Development Division are jointly promoting a programme for the development of rural life and institutions. Member States have community development and rural animation programmes which cope with some aspects of this problem, but

the more comprehensive approach now supported by the secretariat is intended to bring economists, agriculturists, sociologists, technologists, and engineers together to attempt to change the patterns of life in rural areas and to provide modern institutions which will bring the peasants - mostly subsistence farmers - directly into the cash economy which is developing around them, as is a modern society into which they are to be drawn.

372. In relation to the needs of African countries, the United Nations activities in the field of agriculture have hardly begun. It was originally intended that economic commissions would only deal with the economic aspects of agriculture and FAO with the technical aspects. This division of labour has proved unrealistic, unproductive and wasteful. At the first session the Commission called for a joint programme in the agricultural sector, and by virtue of this recommendation, an agreement was signed between ECA and FAO to set up an agriculture division in accordance with a memorandum of understanding drawn up in April 1959 between the Executive Secretary of ECA and the Director-General of FAO. This memorandum was revised in 1966, and it is hoped it will be superseded by a new proposal put forward by the Director-General. According to this proposal, the Executive Secretary of ECA would function as the regional representative for FAO in Africa. Assisted by a deputy who will also be the director of the Joint ECA/FAO Agriculture Division, he will have overall supervision of the joint activities of the two organizations in the field of agriculture.

373. The Commission in consultation with FAO is in the process of formulating a long-term strategy. This strategy will recognize fully that the transformation of agriculture is intimately tied up with the accelerated development of industry, and that in a region in which 70-80 per cent of the population is rural, industrial development would be severely limited if mass markets could be provided. For this reason, ECA's work programme will be formulated to:

- (a) Make a shift from general studies of an informative character to analysis of critical aspects of agricultural development

which will lead to action by particular governments or groups of governments;

- (b) Reduce the number of seminars, meetings and conferences, and increase advisory services to member States; and
- (c) Stress as a fundamental objective of general policy the need for sub-regional co-operation in the field of agriculture and trade.

374. In keeping with the changes mentioned above, the Division early in 1968 focussed its attention on drawing up a five-year programme for the period 1969-1973.

375. One of the major projects proposed in the present programme is entitled "Intra-regional co-operation and trade" in line with the Commission's resolutions calling for economic integration and sub-regional common markets for agricultural products. This project will be undertaken in three phases:

Phase I: This phase entails preliminary studies of production and trade in selected commodities, to examine the extent to which current production meets internal and external demand in each country, and in the sub-region as a whole. It also seeks to examine the pattern of trade within and between countries of each sub-region, between various sub-regions and between the latter and the rest of the world, and to identify problems and needs of high priority.

Phase II: This phase is envisaged to be based on both extensive and intensive field investigations by a group of experts. The proposed team of experts would include specialists in the fields of agronomy, crop protection, agricultural industries, animal health and production, agricultural economics, hydrology, soils, rural institutions (organization of agricultural services, land reform, credit and co-operatives), agricultural engineering, horticulture,

marketing and statistics, general economics, nutrition, education and training. The work of these experts should determine optimum economic conditions for producing various agricultural commodities, indicate measures for the full utilization of factors of production, and result in recommendations of action programmes to increase productivity of operating schemes and developing undeveloped resources.

Phase III: This Phase will examine the feasibility and effects of shifting resources from uses or products to those for which a country has better comparative advantages, and the possibilities of and need for further developing undeveloped resources in each country of the sub-region. This should enable the formulation of policies and action programmes to improve agricultural productivity, and of development projects aimed at enabling production to keep pace with growing demand for the most important staple food commodities. Such development projects as studies under the above three mentioned phases may help to formulate, will essentially examine the technical feasibility and economic soundness of agricultural development plans of the countries of the sub-region and the need or otherwise for their modification, as may appear to be necessary.

376. During the next five years the work of the majority of the staff of the Division will be on the above-mentioned projects. Other projects will deal with scientific and technical issues, for example marketing of agricultural products, analysis and appraisal of agricultural research, structures, organization and programmes, land tenure and land reform, and the livestock industry in Africa.

377. Work on the first phase described above is well advanced within the context of the Indicative World Plan for Agricultural Development. The next step will be a series of discussions with governments at the

policy level to examine the applicability of the general strategy at the national and inter-regional levels; and to ascertain what modifications and further work may need to be done to attain the objectives outlined above.

CHAPTER X

SOCIAL DEVELOPMENT

378. The terms of reference of the Commission make specific provision for the consideration of the social aspects of the development of Africa; thus, the inter-relationship between economic and social factors in development has been recognized by member States, since the inception of the Commission. The first action the Commission took to carry out its mandate in the social field was to request the Executive Secretary to convene in 1959 "a small conference, or workshop, for African countries now receiving technical assistance from the United Nations in the organization of national community development programmes and for other interested countries and territories" (E/CN.14/18, para. 52). In response to this request, a Workshop on Community Development was held at Addis Ababa, which was attended by twelve member States as well as representatives of United Nations specialized agencies and other inter-governmental bodies.

379. The recommendations of the Workshop included proposals for a work programme which covered : the planning and organization of national community development programmes; recruitment and training of personnel; financing of community development programmes; approach to community development techniques at the project level; and regional co-operation and international assistance in community development. These proposals were firmly endorsed by the Commission at the second session [resolution 15(II)]⁷, and they formed the basis of much of the work which was carried out by the secretariat, from 1959 to around 1963, when a major reappraisal was undertaken.

380. The Commission saw its tasks as lying in two main fields:

- (a) The promotion of national community development programmes, as a means of advancing the levels of living of African rural communities. This was to be achieved mainly through studies of the ways in which community development programmes can best contribute to economic growth in Africa [E/CN.14/18, para.62(i)]⁷; through surveys of community development in

Africa [resolution 15(II)]; through studies to assess objectively the contribution that community development can make towards improvement of social groups and towards rural development [resolution 48(IV)] and through assistance to governments, to compile their national community development programmes [resolution 48(IV)].

- (b) The promotion of social welfare services required by member States to cope with their rising urban social problems. This was to be achieved through studies of planning and financing, priorities and equitable distribution of social welfare services, including family and child welfare, social defence and rehabilitation of handicapped persons [resolution 88(V)].

381. The social development programme of the Commission has, in many ways, been experimental; and, at successive stages in its formulation and implementation, it has tended to be greatly influenced by prevailing factors on the contemporary African scene as well as by external forces.

382. On the internal African scene, all the countries in the region, with the exception of one or two, share the historical experience of being ex-colonies. And this has of necessity greatly influenced their political and administrative processes and problems. Their approach to national development - particularly in the organization of social welfare services - has equally been influenced. Following the various metropolitan systems, the general administrative pattern has been one of diffuseness, with several ministries and voluntary agencies engaged in policy and programme matters concerning welfare services. The very nature of the programmes has tended to reflect more the differences in the social structure, traditions, values and concepts of the former metropolitan powers than those of the indigenous African communities. Thus, the national social programmes have tended to emphasize the remedial aspects - dealing negatively with social casualties - rather than seek to facilitate the modernization process and positively engineer

national development. And the social welfare programmes thus promoted by member States have consisted of stereotypes, mostly borrowed, wholesale, from the developed countries, irrespective of the nature and gravity of the existing African social problems.

383. This state of affairs has, to a large extent, been compounded by the fact that the field of study of African societies has been dominated by anthropologists who have been concerned with the origins of human society and functional relations between indigenous institutions and activities. Such an approach has hardly produced a satisfactory methodology for the study of social change in Africa. Sociologists and social workers, in the technologically advanced countries, have tended to transplant notions of social problems and ideas alien to Africa and have proceeded to analyse these and prescribe solutions, as a basis for national programmes.

384. The problems of modernization encountered by member States are vastly different in substance and in complexity from those which confronted, say, the European countries in the past centuries. And the differences in social problems and in the functions of social programmes between the highly industrialized societies and the newly-independent nations of Africa, demand different strategies, as well as different priorities. Furthermore, there are no ready-made methods in the social sciences which can be applied mechanically everywhere.

385. Indiscriminate application of so-called modern development theories, values and strategies to African situations, are currently producing in the member States, school and university graduates without jobs and without the proper motivation and attitude to work. It is producing elegant hospitals run by inadequate staff, and inhabited by patients who only half believe in the efficacy of modern medicine. Factories are springing up without trained African managers or technicians. Modern development projects are being implemented in the member States without modern-minded African administrators. And giant and impressive irrigation dams are being constructed which African peasants and rural communities have not been prepared to utilize fully.

386. Since the major re-appraisal in 1963 of the Commission's programme in the social field, the secretariat has been guided in its approach to social development in Africa by the principle that "the life of societies is not made up of left-overs of which they have somehow forgotten to divest themselves or of anticipations of the future". Social life is essentially a reaction to a situation which is not static.

387. Embodied in Commission resolution 109(VI) was a specific request to the Executive Secretary "to expand technical assistance and advisory services to Member Governments with regard to the methods and techniques of social development planning, the integration of social programmes with economic programmes, the criteria for the allocation of resources for social development, and the definition of social development objectives and policies in relation to the need for accelerated economic development", in direct collaboration with the specialized agencies.

388. From studies undertaken by the secretariat over the past decade, it has become abundantly clear that there is a decided advantage for African countries, at the present stage in their development, to accord the highest priority to those social programmes which facilitate the modernization process and which serve as essential means to economic development. A second reappraisal of the Commission's social development programme was completed in 1968; and it is planned that, for the next quinquennium, the secretariat's social development programme will focus on: problems of social change in Africa, including social problems of urbanization, human and institutional factors which affect the process of industrialization; socio-economic problems encountered by African governments in rural development; social prerequisites to agricultural development and promotion of industry; and priority social welfare programmes needed by member States, in order to raise the level of productivity of their rural and urban manpower.

389. The paragraphs which follow describe the accomplishments of the secretariat over the past decade of the Commission's existence and consider the prospects of African social development in the coming years.

390. The 1959 Workshop on Community Development provided an opportunity to senior community development workers from various parts of Africa to share their experiences and to establish useful contacts for further co-operation. Two projects immediately resulted from the recommendations of this Workshop. A study tour was arranged in 1960, for six senior community development officials from Ethiopia, Tanganyika, Nigeria, Ghana, Madagascar and the UAR, to study community development projects in Tanganyika, Ghana, Nigeria and the UAR (E/CN.14/80 and Corr.1). A study of community development in Uganda was also undertaken in the same year by a consultant (E/CN.14/31). The study examined factors affecting community development, women's work, training of personnel and organizational problems.

391. A Clearing House on Community Development and Social Welfare was established in 1961; and documentation on community development, social welfare and training facilities was collected for distribution to member States. At the request of the Mali Government, the secretariat carried out a study of community development in Mali, in 1961, with special reference to mutual aid societies. The report (E/CN.14/SWCD/12) described the rural development programme in Mali, from the standpoint of community development, the relationship between the community development programmes and economic growth, central and local government community services, community structures, financing and recruitment of personnel in community development programmes.

392. At its third session, the Commission passed resolution 37(III) which requested the Executive Secretary to report to it on the relationship between community development and economic development and on the views expressed thereon by members of the Commission. Consequently, a report on the Commission's community development activities from 1960 (E/CN.14/143) and a study report on community development and economic development in Ghana, Nigeria and the Ivory Coast (E/CN.14/144) were presented at the fourth session of the Commission. A training course for national supervisory and administrative personnel engaged in community development was held in Dakar in November 1961. Particular

attention was given to the effects of various economic and social systems in West African countries, to the co-ordination of community development with general development and to the role of social welfare services, especially for children. Related to this project, was a study of the applicability of community development techniques to Addis Ababa city development, which was undertaken in 1962, in collaboration with the University College of Addis Ababa (E/CN.14/SWCD/10 and Corr.1).

393. In 1963 an evaluation study was carried out on the contribution of community development to economic development in Ghana (E/CN.14/SWCD/31). The conclusion of the study was that although self-help projects had made a direct economic contribution, that contribution was relatively small and economic benefits from community development had been mainly indirect. The setting up of an organization for the training of development officers as well as the establishment of town- and village-development committees had, however, created opportunities for local communities to determine their needs and the appropriate actions to meet them.

394. Other studies following the pattern used in the Ghana evaluation have been undertaken in response to Commission resolution 117(VI) which, among other things, requested the Executive Secretary to give special attention to the study of specific problems encountered by governments in carrying out rural development programmes and to give assistance to governments, at their request, in their efforts to promote the development of rural life and institutions. These include:

- "Study of problems and prospects in rural development in Mali, Niger and Upper Volta in 1964" (E/CN.14/SWCD/29);
- "An evaluation of community development and social welfare programmes in Ethiopia in 1964/65" (E/CN.14/SWCD/30); and
- "An evaluation of rural animation and community development in Cameroon in 1966".

395. These studies have all been undertaken by inter-disciplinary teams, including representatives of the ECA/FAO Joint Agriculture Division, UNESCO and the ILO.

396. A training course for twenty-five senior government officials engaged in the planning, organization and administration of community development programmes, in the East African sub-region, was organized in 1963, at Dar-es-Salaam (E/CN.14/SWCD/26). This was followed by a study tour, in Asia, on community development methods and techniques. The secretariat organized senior community development officials from ten African countries to visit and study the community development programmes in four selected Asian countries : India, Pakistan, the Philippines and Thailand (E/CN.14/SWCD/27).

397. Following a re-evaluation of the Commission's activities in community development, the programme was re-organized in 1964, to focus on strengthening the income resources and the security of rural families, through increased production, better health and co-ordinated extension services. For this purpose, assistance is given under this programme to accelerate rural growth by land-tenure and land-use reforms, rural water supply schemes, credit facilities, access roads to market centres, extension services, and co-operative enterprises. It is hoped that the new approach will turn community development from being a peripheral activity into an effective tool for economic and social advancement in rural areas.

398. In 1961, by resolution 36(III), the Commission set up a standing committee to study social welfare services, community development programmes and the training of personnel. This committee considered problems which are now treated separately by (a) the Rural Life and Institutions (Community Development) Unit and (b) the Social Welfare Unit of the secretariat. The standing committee met early in 1962 to advise the secretariat on programmes in the social field (E/CN.14/142). The second session of the Committee met in Leopoldville (Kinshasa) in 1963. Prior to the setting up of this committee, a Workshop on the Extension of Family and Child Welfare Services Within Community Development Programmes was held at Accra, in 1960 (E/CN.14/79). The Workshop

examined the legal aspects of family and child welfare; the need for assistance in planning and running of family and child welfare services and recommended studies to be undertaken, training programmes to be established and periodic seminars and study tours to be arranged.

399. An Expert Group Meeting on the Organization and Administration of Social Welfare Services was held in Abidjan in 1962 (E/CN.14/169). The experts recommended that governments should be responsible for planning and establishing social welfare programmes in co-operation with voluntary organizations where they exist and are capable of co-operating effectively. For governments to carry out this request, it was considered necessary to examine the availability of personnel and the facilities for training more of them.

400. Training of personnel has been a central theme in all the discussions of social welfare problems in Africa. By resolution 116(VI), the Commission requested the Executive Secretary to co-operate with the Bureau of Social Affairs, UNICEF, UNESCO and other international organizations in undertaking on-the-spot studies of social work and in organizing local training in social work and community development. A Seminar on Training for Social Welfare Services was held in Lusaka towards the end of 1963 which brought together directors of schools of social work and administrators of in-service training programmes (E/CN.14/SWTA/35). This Seminar, and a similar one held in Alexandria in 1964, endorsed the recommendations of a team of international consultants which evaluated selected schools of social work in Africa. (E/CN.14/SWSA/3/Add.1). These recommendations included:

- The promotion of sub-regional training centres;
- Production of indigenous social welfare training material;
and
- The establishment of an association of school of social work.

401. In further pursuance of the training objectives of the social welfare programme, a study tour was arranged during 1963 for directors and senior administrators of national social welfare programmes to Ghana,

the Ivory Coast, Senegal, and the UAR. Sixteen directors of national social welfare programmes participated.

402. In 1964 an Expert Group Meeting on Social Defence was held in Monrovia, to stimulate awareness and governmental action in the field of juvenile delinquency, and to enlist the co-operation of experts in the region for an objective examination of the problems confronting African governments in the development of national programmes (E/CN.14/328). In the same year, a six-week training course on institutional treatment of juvenile offenders was also organized in Cairo, for managers and directors of institutions for treatment of young offenders from fourteen selected African countries (E/CN.14/SWTA/26).

403. Of priority to African governments and to the Commission is the problem of school leavers, youth unemployment and national development. At the eighth session of the Commission, in resolution 170(VIII), the Executive Secretary was urged to study the problems relating to youth in order to advise governments. In response to this resolution, the Commission, in co-operation with UNICEF and the specialized agencies, sponsored a regional meeting, in Niamey, in May 1968, which was attended by representatives of sixteen countries, UNDP, the ILO, UNESCO, WHO, the Headquarters Division of Social Development and UNICEF, as well as five non-governmental organizations. Recommendations of this Meeting, which included the following, will form the basis of the secretariat's future programme in the youth field:

- More intensive efforts should be made correctly to identify the quantity and quality aspects of the employment needs (welfare, education and skill training, and jobs) of boys and girls, young men and young women, in both rural and urban areas in Africa.
- Every effort should be made to bring modern educative influences to boys and girls who do not have the opportunity to receive formal classroom schooling (in fact, the majority of young people in most countries). In achieving this purpose, use

should be made of mass media, such as the radio, with vernacular language presentations. Fuller use should also be made of familiar social and vocational groupings; and the topics taught should include both civics and training in vocations.

- Countries should endeavour to provide short courses for primary school dropouts as well as courses for primary school graduates in order to make their already-achieved literacy functional to the needs of economic development so that employability could be enhanced.
- Vocational guidance needs greater support by governments and should be provided with up-to-date aptitude-testing equipment and knowledge of related techniques. Also, youth organizations should play a role in disseminating information both about vocations and opportunities in the labour market.
- The training and work of special youth schemes should be related to employment possibilities open to trainees when they have completed the schemes. In this context it is recommended also that employers' and workers' organizations be consulted on the suitability of training and work programmes.
- The Commission should strengthen its advisory services to governments in the youth field and should continue to conduct studies (making available to governments the results of these studies) on practical means and techniques for utilizing youth in development and other beneficial programmes and on the reduction of the unemployment problem of the region.

404. In response to the general indications of the first and second sessions of the Commission, a Social Research Unit was established in July 1960, to undertake general social research as well as substantive studies in the fields of social welfare and community development.

405. Through investigations and studies, as a basis for regional advice, support for operational projects in other units of the secretariat, and by way of collaboration with the specialized agencies, this Unit has been responsible for:

- (a) General and country studies of patterns of social service organization and administration developed or developing in the Africa region, including needs and priorities, scope, financing and methods of their integration with overall national development planning;
- (b) Investigations into organizational and operational problems of specific urban and rural welfare services, in order to determine the scope of the problem, measures to be introduced and methods of operation, e.g. family, child and youth services; rehabilitation services for socially, physically and mentally handicapped; emergency relief services; community and neighbourhood centres; training facilities for professional social workers; Industrial welfare; services for prevention and treatment of juvenile delinquency; social aspects of housing; social insurance and social security measures; agrarian structures, including land reform; and rural socio-economic organizations;
- (c) Studies of problems of social origin which affect industrialization or which arise from either industrialization or urbanization or both;
- (d) Production of monographs from studies and investigations undertaken.

406. A general information paper on the social aspects of economic development was prepared by the secretariat in 1960 (E/CN.14/70). A Workshop on Urbanization was held at Addis Ababa in April-May 1962 under the joint auspices of the Commission, the Department of Economic and Social Affairs, the ILO, UNESCO and WHO. The secretariat prepared two reports on urbanization in tropical Africa which included a general analysis of problems arising from rapid population movement from rural to urban centres. Twenty-three governments sent representatives to this Workshop. In 1962, the chapter on Africa in the 1963 Report on the World Social Situation was also prepared. Four studies were submitted to the Meeting of Experts on The Integration of Social Development

Plan with Overall Development Planning, held in October, 1963. At that meeting, the need for comparative studies of the evolution of land tenure systems and for inter-disciplinary research in social aspects of urban and rural development was emphasized (E/CN.14/240).

407. The Commission, at its third session, adopted resolution 26(III), requesting the Executive Secretary to undertake sub-regional studies of the economic and social consequences of racial discriminatory practices on the mobilization of resources for the economic development of the territories within the geographical scope of the Commission. A study was undertaken of seven countries of the South, Central and Eastern sub-regions having multi-racial societies in which the local European community, although a settler minority group, was the dominant political, economic and administrative group, maintaining strong economic and political ties with metropolitan powers and supported by legislatures whose constitution and composition had an explicit or implicit racial discriminatory bias (E/CN.14/132/Rev.1).

408. Other social research projects carried out include a study of the resettlement of Wadi Halfa, in the Sudan, necessitated by the building of the Aswan High Dam; a social survey of Addis Ababa, in co-operation with the University College of Addis Ababa; a study of levels of living in Ghana in 1961-1962; a study of social factors affecting labour stability in Uganda; a study of social factors affecting agricultural development in Uganda; and the field investigation that preceded the Seminar on the Role of Women in Urban Development, held in Lagos in September 1963.

409. Since 1964, with the inauguration of the "Social Welfare Services in Africa" series of publications, intensive investigations into organizational problems of specific urban and rural welfare services, as well as investigation into the problems of social reconstruction and modernization in African countries, have been undertaken.

410. In 1964, a Directory of Regional Social Welfare Activities (Sales No. 65.II.K.1) was published. This Directory which was revised in 1968,

was distributed to national departments and ministries of social welfare, national correspondents, schools of social work and United Nations country experts. A second regional survey and the preparation of a monograph on Patterns of Social Welfare Planning, Organization and Administration in Africa (Sales No. 65.II.K.4) was completed and published in 1964.

411. In 1965, the third and fourth monographs on Training for Social Work in Africa (Sales No. 65.II.K.5) and Social Reconstruction in the Newly Independent Countries of East Africa (Sales No. 66.II.K.5) were published. The latter study, based on the report of a consultant, covered various political, economic, racial and social problems and made recommendations on possible solutions. A three-month consultant study on the Status and Role of Women in East Africa was completed in 1965. The study which covered the role of women in social life, in the home and outside; economic activity of women in trade, commerce and industry; women's organizations - political as well as economic and social - participation in rural life and in the promotion of rural institutions was edited and published in 1967, as No.6 of the series (Sales No. 67.II.K.18). The fifth monograph on Family, Child and Youth Welfare Services in Africa (Sales No. 66.II.K.7) based on a regional comparative survey was published in 1967. A study on problems of social adjustment and reconstruction in West Africa has been completed and will shortly be published in the monograph series.

412. During the past ten years, several problems and problem areas have been identified. At first sight, these problems seem unrelated but the secretariat has the impression, that they stem from a common cause or similar causes. The hypothesis which guides the secretariat is that African communities are moving rapidly from a personal society into an impersonal one. This is a significant aspect of modernization. The change is from a pattern of life in which rights and duties as well as status depend on kinship ties. In its extended form, notions of civic and moral obligations within the local community or tribe differ from those which are applied to extra-communal groups. In other terms, the

change is from a ~~face-to-face~~, concrete society to an impersonal, and abstract society in which one's role is to a large extent based on contractual obligations.

413. Age-long traditional social structures are not responding fast enough to the planned rapid change in economic structures. Rigid property structures and land tenure systems, in certain cases, are rendering futile the efforts of member States to transform their relatively stagnant communities into dynamic and progressive societies. And inflexible customs and philosophies of traditional life continue to act as bulwark against the introduction and acceptance of social change and modernization.

414. The political, economic and demographic factors are pressing for change in Africa. The colonial system, from which most countries in the region have emerged within the past decade or so, has left in its wake new conflicts between traditional and modern systems, groups and values. Increased physical and social mobility have tended to uproot the individual from the settings of the traditional family and home community. New factors of social stratification have super-imposed themselves upon the traditional ones, on the basis of Western-type education, occupation, personal wealth and political status. And most modern economic structures have likewise imposed themselves upon the traditional ones. There is thus an emergence of new forms of wealth, power and social standing, which provide entirely new criteria for competition and social values. Conditions in the rural sector contrasts vividly with the active and new economic interests of the fast rising cities.

415. Western-oriented educational systems are producing school-leavers without jobs. As a result of the school system not keeping duly in step with the opportunities provided by the domestic labour market, the African child leaves school only to discover, to the bitter frustration of himself and his parents (who have struggled to keep him at school), that no openings exist.

416. All these social and human factors are crucial to African development. They obstruct the pace of social change and the modernization process to which the countries of the region are committed. And, at this stage in African development, they deserve attention.

417. In this transitional period, those who exercise authority have to improvise norms to determine the propriety of their actions. The governed lack known and established standards by which to judge and determine their allegiance and support. They often act as if they put popularity before survival.

418. Developing countries are, in the words of Prof. Gunnar Myrdal, "soft States". Most of them do not convey the impression of the resolution and durability necessary for consistent pursuit of long-term policies, the impersonal application of policy and the indiscriminate dispensation of justice. "The political and social conditions in these countries block the enactment of regulations that impose greater obligations; even when laws are enacted, they are not observed and cannot be easily enforced." (Myrdal)

419. A lesson which is gaining acceptance is that modernization calls for new institutions and new habits. If the institutions are imported without adaptation they will ultimately be assimilated but with great difficulty. New habits will be formed after many trials and perhaps an unnecessarily large number of errors. But, the speed at which change is taking place is such that institutional adaptations and new habits cannot be allowed to follow a normal course of development. This seems to the secretariat a correct interpretation of the terms of reference and resolutions of the Commission calling for action on the social aspects of economic development.

420. For the next decade the results of projects already undertaken will be pooled and attempts made to see the problems of the region whole and square. The secretariat has enlisted the assistance of Prof. Myrdal to serve as a consultant and special adviser to the Commission.

Prof. Myrdal has expressed his interest, and it is hoped that he will be able to make his incomparable skill and experience in Europe, America and Asia available to Africa.

CHAPTER XI

MANPOWER AND TRAINING

421. From its inception the Commission recognized the urgent need for the training of Africans. Thus, at the first session the Commission called on the Executive Secretary to promote the employment of African economists and statisticians for on-the-job training in the secretariat; to undertake feasibility studies for the establishment of an institute for the training of African economists and statisticians; to provide short-term programmes for African trainees; and to request UNESCO to undertake a survey of available facilities for the training of Africans in economics, statistics and related fields of study.

422. Resolutions of the Commission have further requested the Executive Secretary to take appropriate action for the assessment of training needs and the provision of training facilities in specific fields. Important among these requests are resolutions 16(II) on in-service training; 36(III), 48(IV) and 88(V) on social welfare and community development; 116(VI) on training for social work; 110(VI) on vocational training; 70(V) and 124(VII) - Public Administration; and 125(VII) and 173(VIII) on manpower and training. As a result of these demands the secretariat's training schedule has grown substantially to cover a large area of urgent training needs in Africa's development effort.

423. At its seventh session the Commission by resolution 128(VII), established working parties to review action taken on its resolutions. In pursuance of this resolution, two sessions of the Working Party on Manpower and Training were held, the first in September 1966 and the second in October 1968. Country experts in the fields of manpower planning, educational planning, labour administration and training co-ordination from Ethiopia, Nigeria, The Democratic Republic of the Congo, Senegal, Kenya, Tanzania, the Upper Volta, The UAR, Sudan, Tunisia, Morocco and Uganda, as well as the representatives of the ILO, UNESCO, FAO, WHO, IDEP, OAU and other organizations attended these sessions. In addition to reviewing action taken by the secretariat and by member

States on relevant Commission resolutions in the field of human resources development and reviewing the secretariat's work programme for succeeding years, the Working Party also considered specific aspects of Africa's manpower and training problems.

424. At its first session, the Working Party considered educational innovations motivated by development needs, Africa's requirements of trained manpower, the need to develop the region's managerial and entrepreneurial potentials and for member States to develop appropriate national machinery for manpower planning action. Of the working papers which guided the deliberations of the Working Party, document E/CN.14/WP.6/4 presented a qualitative and quantitative analysis of Africa's manpower requirements up to 1975 and document E/CN.14/WP.6/5 analysed the situation of manpower planning and training machinery in Africa. Recent developments in education and training motivated by manpower needs in selected non-African countries were described in document E/CN.14/WP.6/3 and Add.1 and other papers dealt with manpower requirements for health and agricultural development.

425. At its second session, the Working Party dealt with the prevailing shortage of middle- and high-level trained manpower, the growing importation of, and dependence on, foreign skills at these levels by African countries and the need for African governments and interested organizations to adopt specific action programmes aimed at alleviating the shortage of skills. For the discussion of these topics the secretariat prepared the following principal documents: E/CN.14/WP.6/18, which attempted to spell out some of the implications of Africa's economic transformation for educational and manpower development and the inter-dependence of economic and educational development; document E/CN.14/WP.6/22, which analysed Africa's trained manpower requirements in the major sectors of development, particularly the requirements for the implementation of industrial development programmes in East and West Africa and the problem and costs of growing reliance on foreign skills; and document E/CN.14/WP.6/20, which proposed co-operative training schemes among employers, the planned utilization of

foreign personnel in training nationals, loans scheme for higher education and a fund for training Africans.

426. The deliberations and recommendations of the Working Party as subsequently adopted by the Commission called for action to be taken by member States, by the secretariat, and by interested specialized agencies. In particular, Commission resolution 173(VIII) requested the Executive Secretary, among other things, to assist member States in developing national machinery for manpower planning, and co-ordinating the training of African manpower planners and administrators of national training programmes. It also called on African governments to initiate appropriate measures for the accelerated training of the industrial labour force.

427. The secretariat's manpower and training programme relates to activities in the following fields: the development of training institutions; the provision of training facilities; manpower and educational studies and the stimulation of demand for the training of Africans in skills necessary for accelerated economic and social development in member States. Training is carried out through formal short training courses as well as through seminars and workshops aimed at improving the technical and operational capacity and efficiency of African officials.

428. Direct expenditures on training activities have in recent years accounted for some two-fifths of the Commission's regional technical assistance budget. These training activities are designed to cope with the urgent personnel requirements of African governments in fields such as public administration, social welfare and community development, industrial development, housing, customs administration, public finance, foreign trade and commercial policy, statistics and demography, transport and telecommunications, manpower planning, etc. Between 1961 and 1968 some forty training courses and seventeen training seminars and workshops were organized. The number of trainees annually participating in ECA-sponsored courses, excluding those of the Statistical Training Centres, rose to over 300 in 1968.

429. The Commission has been instrumental in fostering the creation of new institutional facilities with regional or sub-regional operational scope in order to supplement national facilities for training in specific fields. By its resolution 58(IV), the Commission initiated the necessary action which brought into being in 1964 the African Institute for Economic Development and Planning as a Special Fund project, designed to provide specialist training courses for African development planning personnel and to undertake social and economic research facilitating the development process.

430. In response to the recommendations of the Conferences of African Statisticians and to Commission resolutions 12(II), 59(IV) and 146(VII), the secretariat has given support to the development of middle- and higher-level Statistical Training Centres in Abidjan, Achimota, Addis Ababa, Rabat, Yaoundé and Dar-es-Salaam, as well as to the development of the Demographic Training Centre in Cairo. From 1961 to 1967 a total of 1,384 African trainees were enrolled in these Centres and United Nations fellowships were available to 551 of the trainees.

431. In the social development field, following the recommendations of the Seminar on Social Work Training in Africa (E/CN.14/SWTA/35), the International Consultant Team on Social Work Education, and of the Seminar for Social Work Educators (E/CN.14/SWTA/42/Rev.1), assistance has been given by the secretariat to convert into sub-regional social work training centres, such institutions as the Oppenheimer College of Social Work in Lusaka (Zambia), the Community Development Training Centre in Tanzania and the Social Work Unit of the Department of Sociology in the University of Ghana, Accra.

432. Training courses and training seminars and workshops are organized annually by the substantive divisions of the secretariat with resources largely provided by the United Nations and supplemented with assistance in the form of fellowships, trainers and course materials supplied by bilateral and other organizations. These training courses have concentrated in areas of identified training needs of the public sector in the main and were designed for middle- and high-level African trainees.

433. Important among the many courses that have been organized in the different economic sectors are the following:

- Natural resources development: courses on photogrammetry, photo-interpretation and aerial surveys, on new techniques of surveying and mapping and on small-scale water storage and hydrometeorology;
- Transport: vocational training in transport planning and management;
- Housing development courses on aided self-help housing techniques and in the development of indigenous capacity in the building contracting business;
- Industrial development: course on industrial programming;
- Agricultural development: courses on agricultural credits, co-operatives and the organization of agricultural development;
- Social welfare and community development: courses on community development and the training of social workers, especially social work trainers and administrators and assistance in formulating new courses and reorienting existing courses;
- Public finance: courses on customs administration, budget management and tax administration;
- Trade promotion: in collaboration with GATT annual courses on commercial policy and foreign trade promotion;
- Public administration: courses on Organization and Methods, problems of personnel administration, local government finance, in-service training methods and practice;
- Statistical development: courses and seminars on demography, price statistics, income distribution, industrial statistics, labour statistics, national accounts, etc.;

- Human resources planning: courses on the techniques of manpower planning and training programming (in collaboration with the ILO, UNESCO and other interested organizations).

434. A detailed account of the scope and aim of some of the above training courses will be found in the sections of this report dealing with the activities of the substantive Divisions of the secretariat.

435. Commission resolution 16(II) requested the Executive Secretary to establish in-service training facilities for African economists and statisticians and in co-operation and in agreement with the Executive Secretaries of the other regional Commissions, to arrange similar facilities for African trainees at the headquarters of these Commissions.

436. Accordingly, the research facilities of the secretariat have continued to be available for on-the-job training of nominated African economists and statisticians through attachment to particular divisions of the secretariat for training in research methodology and development planning in the sectors of direct interest to trainees. Attachment periods have varied between one and two years and up to two trainees have benefited from the programme every year. These trainees work and train on programmes specially designed to meet their requirements and are supervised and directed by senior members of the secretariat. Partly due to budgetary limitations the programme has in the past suffered from irregularity and lack of continuity. In recent years, however, trainees from the Republic of the Congo, the Democratic Republic of the Congo, Gambia, Zambia and Niger have benefited from the programme.

437. In pursuance of the Commission's long-term programme for the Africanization of its secretariat, arrangements have been made from time to time, under resolution 51(IV), to release one or two ECA staff members to United Nations Headquarters for training through attachment. Some staff members have benefited from short training courses and seminars organized by other organizations. Furthermore, some staff members who already served at the United Nations Headquarters have been seconded to ECA in order to accelerate the Africanization process.

438. In collaboration with the Economic Commission for Europe the secretariat has annually assisted in securing qualified African economists and statisticians for ECE in-service training programme. From 1963 to 1968 nine African trainees from Cameroon, Dahomey, Libya, Nigeria, the Democratic Republic of the Congo, Ethiopia, Ghana and Madagascar benefited from one year attachment training in the secretariat of the Economic Commission for Europe.

439. In an effort to secure as many training opportunities as possible for Africans in priority areas of development needs, the secretariat has initiated negotiations with numerous non-African donor governments willing to channel assistance through the Commission for the purpose of training Africans. Most of the negotiations were concluded in 1964 but new participating donor countries have come forward since then. In consequence, the secretariat has acted as an intermediary for securing offers of bilateral scholarships and fellowships from donor governments and organizations and selecting suitably qualified Africans for the available offers. Although more donor countries are participating in the programme, only Austria, Belgium, Bulgaria, Czechoslovakia, Denmark, France, India, Israel, Netherlands, Pakistan, Poland, the United Kingdom, the UAR, the USA and Yugoslavia have so far participated, each in varying degrees. Other donor countries with suitable training facilities have not yet found it convenient to co-operate with the Commission in this respect.

440. Bilateral fellowships and scholarships have been utilized for short- and long-term training, with courses ranging from 2-3 months to 4-5 years and for training in academic, professional and vocational fields. The number of Africans who benefited from the programme rose from 14 in 1965 to over 60 in 1968, the cumulative total being close on 150. These fellowship and scholarship awards have gone to the nominees of Algeria, Dahomey, Ethiopia, Sudan, Mauritania, Tanzania, Guinea, the Upper Volta, Madagascar, Zambia, Rwanda, Senegal, Togo, Tunisia, Chad, Burundi, Niger, the Democratic Republic of the Congo, Kenya, Liberia, Libya, Somalia, the UAR, Cameroon, Gabon, Nigeria, Ghana, Malawi and Morocco, in response to requests and ability to produce train-

441. The fields of training have also expanded. In 1967 for example, awards were made for training in the fields of architecture, agronomy, education, economic planning, finance, electronics, thermal power, geophysics, medicine, railway signalling and operating, industrial standardization, cartography, photogrammetry, etc.

442. In pursuance of Commission resolution 17(II), calling on the Executive Secretary to study the possibilities of enlarging and strengthening existing institutions or establishing new institutions at the sub-regional level for the purpose of undertaking the accelerated training of African staff at all levels, two surveys were undertaken in collaboration with UNESCO. The first report (E/CN.14/35) on the facilities available for the training of Africans in economics, statistics and related fields of study provided a valuable basis for assessing the region's training problems. The report was subsequently considered by a Conference of Heads of African Universities and University Colleges. The second report (MPTR/1-67) on a survey of Africans studying and training abroad made a number of recommendations urging African governments to establish registers of their nationals training abroad and to ensure that training is undertaken in fields of direct relevance to national development as determined in national manpower plans.

443. Commission resolution 125(VII) further requested the Executive Secretary to "serve as a co-ordinator of, and a clearing house for, information on training facilities inside and outside Africa offered by governmental and non-governmental agencies, the United Nations and other organizations as well as by non-African donor countries". In consequence, the secretariat has since 1965 been collating and disseminating information on training opportunities through the medium of the ECA Training Information Notice which is issued quarterly. The Notice gives information on select fellowship and training opportunities within and outside Africa. The aim of the Notice is to facilitate decisions on which of the various training opportunities available is best suited to the needs of African countries and consequently appropriate for use in the training of nationals.

444. Attempts at developing a rational basis for assessing training requirements for accelerated development have led to studies aimed at identifying and assessing future trained manpower requirements and to the evaluation of the capacity of educational and training programmes to cope with skill requirements. In another direction the problem of under-utilized or unemployed human resources as a factor restraining economic growth has also called for investigations.

445. Studies undertaken in the field of manpower, education and training are operational in orientation and are meant to indicate the need for effective human resources planning, point out weaknesses and omissions in educational and training programmes, identify and assess manpower and training requirements for development and stimulate action at the country level. In addition to the documents mentioned earlier in this section of the report, other studies completed include:

"Some aspects of manpower requirements and the training of technical and managerial personnel for industrial development" (E/CN.14/AS/IV/9).

"Identified manpower and training problems in Africa: status report" (E/CN.14/WP.6/21).

"Trained manpower requirements for accelerated economic growth in the East African sub-region" (E/CN.14/LU/ECOP/9).

"Trained manpower requirements for accelerated economic development in the West African sub-region" (E/CN.14/INR/113).

"Memorandum on the value of practical training in the education of scientific and technical personnel in Africa" (MPTR/10/68).

446. As requested under Commission resolutions 125(VII) and 173(VIII), a Roster of African specialist manpower resources has recently been established. The roster contains the names and particulars of African specialists serving in higher educational and research institutes who are willing to make their services available to member States and African institutions outside their home countries. The purpose of the

roster was to provide clearing house arrangements facilitating the use of African specialists for short-term consultative services and for other technical assistance programmes within the framework and spirit of intra-African co-operation in the utilization of scarce specialist manpower. Other directories have also been established for African demographers and experienced geologists and mining engineers in the service of African governments. These rosters and directories have been made available to member States for their consideration and use.

447. The secretariat has further helped African governments to develop appropriate national machinery for training co-ordination and manpower planning in accordance with the requirements of Commission resolutions 125(VII) and 173(VIII). In this connexion the Commission has as from 1967 made available to member States so requesting it, the services of a regional adviser in manpower planning on a short-term basis to advise and assist in evaluating their manpower programmes and related employment and labour problems. To ensure that trained Africans are available for taking manpower planning action on a continuing basis, the Commission also initiated eight-week intensive training courses in the techniques of human resources planning, aimed at developing a steady corps of indigenous manpower planners over a number of years. From 1967 to 1968 twenty-seven Africans were trained in these courses.

448. Apart from the regional adviser in manpower planning, other regional advisers serving the Commission have also assisted and advised member States in assessing training needs and formulating training programmes in their respective fields of competence. In their field missions they have assisted in encouraging African governments to consider and adopt specific measures for ameliorating the region's manpower and employment situation.

449. All the technical divisions of the secretariat undertake annual training courses while the Manpower and Training Section co-ordinates specific training and fellowship programmes and acts as the secretariat of the Commission's Sub-Committee on Training which advises the Executive

Secretary on training policy in general, and on the training programmes of the substantive divisions in particular. The Section also acts as a clearing house for training information and a centre for manpower and educational studies related to development objectives.

450. A Training Section was first established in the secretariat in October 1962 with the task of co-ordinating and centralizing the training efforts of the Commission, undertaking studies and surveys of training requirements, advising on training matters and disseminating information on training facilities. By 1965 the work of the Section had expanded to include the co-ordination of bilateral scholarships and fellowships, manpower and educational studies and from 1967 the organization of training courses for African manpower planners and trainers.

451. An essential feature in the work of the Section is that of encouraging, stimulating, advising and assisting member States to train their nationals for the implementation of economic and social development programmes. To this end the Section has responsibility in preparing the Training Information Notice, in initiating manpower and educational studies, co-ordinating bilateral scholarships and in advising member States in the field of manpower planning.

452. The Section also assists with the implementation of some of the training programmes established by other organizations, especially those of UNITAR, ECE and IDEP. It maintains close contacts with UNESCO, the ILO, UNITAR, IDEP, the Organization of African Unity and other organizations initiating training programmes in Africa with a view to promoting the co-ordination and harmonization of training programmes in the region, in accordance with Commission resolutions 82(V) and 125(VII). In 1968 for instance, the Section prepared and presented papers to the UNESCO Meeting of Experts on Book Development in Africa which was held in Accra, Ghana, and the UNESCO/OAU Conference on Education and Scientific and Technical Training in Relation to Development in Africa, held in Nairobi, Kenya. It also assists with the implementation of the regional section of UNITAR's annual Group Training Programmes in Technical Assistance for African officials.

453. As far as available resources permitted, the Commission has endeavoured to assist member States in identifying their training requirements and to take appropriate measures to meet these requirements. Response by African governments to the Commission's training effort has grown substantially and has tended to overtask the Commission's limited resources. It is this growing response that has further revealed new areas in which the Commission ought to be providing further assistance. In this connexion, the absence of a separate fund for training within the Commission's budget has not made it possible for the Commission to initiate a programme designed to alleviate prevailing skill shortages in the region, particularly the lack of middle-level technical manpower.

454. In the development of programmes for the effective utilization of unemployed persons in urban and rural areas, especially among young school leavers, it is particularly desirable that action should be taken by African governments themselves. This equally applies to the much needed reform of educational structures in order to relate educational content and types at the different levels to the requirements for further academic advancement and for gainful employment. However, African governments need advice in these areas and the Commission has to face the task of educating member States to design appropriate strategy for evolving co-ordinated programmes of human resources development, within the context of overall development planning.

455. A new development with substantial training implications is the movement towards sub-regional economic co-operation. This calls for action in initiating programmes for the development of trained manpower needed for the implementation of sub-regional or multinational development projects and for the development of institutional facilities to cope with the training requirements. In response to this need the Commission would have to initiate action aimed at identifying training requirements, assisting with the training of African technical manpower and at promoting the evolution of appropriate regional and sub-regional training and research institutes. These would have to be created de

novo or built on existing national institutions with potentials to develop and serve sub-regional needs.

456. New points of emphasis in the Commission's training programme and policy in the coming years would have to provide for the training of instructors, the training of Africans in critical areas of skill shortage, and for the encouragement of intra-African collaboration in the development and use of specialized training and research facilities.

457. Finally, in discharging its co-ordinating role in matters relating to regional development, the Commission would need to act with greater dynamism and objectivity in fostering concerted action and co-ordinated programmes of human resources development and utilization in the region, as well as in the building of new training institutions that are designed to meet multinational needs. Success in this direction must depend not only on adequate resources being made available to the Commission, but also on the willing co-operation of interested specialized agencies which might also find it equally in their interest to secure more fruitful results from their training programmes, by having these programmes properly co-ordinated with those of other agencies at the regional level and of national authorities operating in the same or related fields.

CHAPTER XII

PUBLIC ADMINISTRATION

458. One of the most noticeable features of the post-independence period in Africa was the administrative vacuum inherited from the colonial days and the unsuitability of the political structures which were handed down as a legacy from the former metropolitan powers. For a staff inadequately trained (facilities for higher education were non-existent or limited) and ill prepared to assume the tasks of decision-making at all levels, it was a real feat to keep the wheels of the antiquated public administrative machinery turning. Filling in the practical details of a conceptual framework for new administrative structures, which would satisfy the new requirements after independence (defence, foreign representation, nation-building), or making political options as governments invariably had to do, required a considerable effort at a later stage, entailing far-reaching reforms and a tremendous expansion of educational facilities. As soon as the Commission was established, it became aware of these urgent problems and invited the Executive Secretary to examine the appropriate steps to be taken in the following fields which were regarded as of prime importance: simplifying procedures; re-defining functions; eliminating obstacles, especially tribal influences; general administrative reform to improve operation and structures especially at the local level; re-codifying laws and regulations; training staff for economic and social tasks as defined in government programmes and, at the same time, modernizing staff administration.

459. The establishment of a Public Administration Section in 1962 as an integral part of the secretariat originated from resolution 1709(XVI) of the United Nations General Assembly. A Seminar on Urgent Administrative Problems of African governments was held at Addis Ababa in October 1962, and its recommendations, which were submitted to the Commission's fifth session in February 1963, were ratified by resolution 70(V). The Seminar's main conclusions were:

- (a) Development planning calls for efficient administrative organization for plan preparation and implementation;

- (b) Staff training is a prerequisite of any smooth-running administration, and covers all aspects of public administration in Africa;
- (c) Structural reform, including the reform of administrative institutions, should greatly improve administrative output (personnel administration; office organization and methods; training institutes and local administrations).

460. Generally speaking, the internal organization of the work of the Public Administration Section followed the broad general divisions of the four committees set up by the Seminar in 1962:

- (a) Organization, administration and development policy;
- (b) Problems of financial administration (these were later transferred to another division);
- (c) Personnel administration and training;
- (d) Problems of local government.

461. After establishing its own public administration section, the Commission gave priority to staff and administrative training for African civil servants. Throughout its sessions, various resolutions were passed inviting the Executive Secretary to organize courses, seminars and programmes in this field:

- In resolution 70(V), the Executive Secretary was requested, after consultation with the specialized agencies concerned and especially with UNESCO to submit to the Commission at its sixth session, a plan for regional and sub-regional backing of national efforts, to improve public administration and develop training facilities in this field, using existing institutions as far as practicable for the purpose.
- In resolution 124(VII), he was requested to make an assessment of Africa's training requirements and the possibilities for regional co-operation.

- In resolution 172(VIII) the Executive Secretary was requested to prepare an expanded programme of work in public administration at the level of central authorities, State enterprises and regional and local authorities, in the field of personnel management and training (including correspondence courses), and to reinforce, at sub-regional and regional levels, the development of existing national training institutions.

462. In 1964, the secretariat endeavoured to meet these demands by organizing a Conference of Directors of Central Personnel Agencies and Directors of Public Administration Institutes in Africa. In 1965, it offered twenty-four participants an orientation course in local government training. A series of seminars on personnel administration began in 1965 and were continued in 1966, 1967 and 1968 for English- and French-speaking countries. The reports on those meetings and the recommendations made were widely distributed among the government authorities responsible, the participants and public administration institutes. These seminars and conferences were preceded and followed by a large number of missions undertaken by regional advisers in public administration, either to establish contact with appropriate authorities in the country or at the special request of governments.

463. In August 1966, two representatives from the secretariat took part in a Meeting of Heads of Schools and Institutions of Public Administration, organized at Zaria by the International Institute of Administrative Sciences. The Head of the Public Administration Section attended in August 1968 a United Nations Inter-regional Seminar on the Development of Senior Administrators in the Public Service of Developing Countries, and helped to organize another Meeting of Directors of Public Administration Institutes which he attended in December 1968 at Tangier where, among other things, problems of co-operation between training institutes were discussed.

464. The secretariat keeps in close touch with public administration institutes, and sends them selected documentation. It encourages them to give every assistance to training and refresher courses for administrative and technical staff in the middle-level cadres, as it is here that the need is most felt in Africa.

465. Most of the Commission's resolutions refer to the need to reform and improve administrative structures and organization. During the sixth session, several delegations pointed out that sound public administration was necessary if economic and social plans and programmes were to be efficiently prepared and implemented. This statement was re-affirmed in the preamble of resolution 124(VII). In terms of resolution 172(VIII), the Executive Secretary was invited to concentrate the work of the Public Administration Section on the following points:

- (a) Organization and Methods;
- (b) Effective administrative machinery for planning and the implementation of plans;
- (c) Effective systems for government contracts.

466. The attention of member States was drawn to the need for including in their development plans and programmes adequate measures to improve administration, attach growing importance to public administration problems and, in conjunction with the secretariat, specialized agencies, and competent non-governmental bodies, work out clearer and more precise objectives and programmes for improvement.

467. Three meetings were organized to promote Organization and Methods; a training course for English-speaking participants in 1964, an orientation seminar for French-speaking participants in 1966; a sub-regional training course in West Africa in 1967 for English- and French-speaking participants. As a result of this programme and also the distribution of an Organization and Methods Training Manual produced by the secretariat and distributed in 1966 and 1967, several African governments sought advice from the regional adviser in organization and methods or requested a visit by him. This is how Senegal, Cameroon, the Upper Volta, Sierra

Leone, Madagascar, Niger and Mali came to establish, or are contemplating the establishment of, an Organization and Methods unit; the regional adviser in Organization and Methods assists with the planning of these services and with getting them started. Finally, a new revised edition of the Organization and Methods Training Manual is in course of preparation and will appear early in 1969.

468. The secretariat has also given systematic consideration to overall administrative reform and, as a result, was able in 1968 to accede to requests from governments (Ivory Coast and Rwanda) which were anxious to secure major reforms and improvements in their administrations. Thanks to these two experiments, a standard document containing preliminary conditions for administrative reform and general structural changes has been prepared and can be used by similar missions if and when requested by other countries. The necessary changes stemming from the special circumstances of individual countries will of course be taken into account.

469. The secretariat also made a contribution to the strengthening and improvement of central planning organizations, and produced a number of studies on the administrative aspects of planning, which have served as a basis for the teaching given by some of its own staff at IDEP. Three regional advisers and an associate expert taught at IDEP in 1966 and 1967.

470. A study on government purchases and supplies is in course of preparation, and when it is published, a seminar on this subject will be held early in 1969. It is proposed to produce a manual in 1970.

471. The Commission's resolutions stressed the need to ensure that the steps necessary to make public administration equal to its task shall not be confined to the central administration, but should also extend to local government bodies. Resolution 124(VII) was absolutely clear on this point, when it referred to the need to recast and improve public administrative systems to make them more efficient and better suited to local conditions and aspirations. The Public Administration Section has devoted considerable attention to this question. In December 1963

a local government study tour of Yugoslavia and India for English-speaking participants was arranged; in December 1968 another study tour on regional and local development institutions, this time to Yugoslavia, Sardinia and the south of France, was attended by ten French-speaking participants. In addition, the following meetings were organized:

- Seminar on Central Services to Local Authorities, in 1964;
- Orientation Course in Local Government Training, in 1965 (see above);
- Seminar on Local Government Finance, in 1966;
- Training Course in Local Government Personnel Systems, in 1967.

472. With the assistance of the German Foundation for Developing Countries, a manual on local government finance was published and distributed at the end of 1968. The regional adviser in local government and administration also undertook a number of missions to African countries, many of them at the request of governments, and has kept in close touch with the International Union of Local Authorities and its African affiliate. In 1968 a regional adviser and an associate expert undertook a mission at the request of the Kenya Government on the introduction of programmed learning in training programmes for local government.

473. In order to meet the views expressly stated in Commission resolution 172(VIII), the secretariat held a Seminar in December 1968 on the Management Problems of Public Enterprises. This Seminar will be followed by a number of other regional and sub-regional meetings from 1969 to 1973.

474. Under the terms of resolutions 124(VII) and 171(VIII), the Executive Secretary was invited to establish a pool of African civil servants for service outside their countries of origin. In 1967, the work of the secretariat led to a proposal to the African governments for the preparation of a mutual assistance agreement. At present it seems that

there might be financial problems in getting such a system to operate. Pending the solution of this major difficulty, the secretariat keeps member States informed of any requirements or offers governments may communicate to the secretariat. Under the Commission's terms of reference, the secretariat included in its work programme for 1967-1968, a study of postal facilities in Africa. An expert from the Universal Postal Union attached to the Public Administration Section, studied postal connexions from documents, and in the course of missions to African countries. He was able to make suggestions to a number of governments for improving their services. Unfortunately, a serious accident interrupted his activities in the middle of 1968. The secretariat hopes that the Universal Postal Union will be in a position to send out another expert without undue delay, so that work may be resumed and a meeting convened in 1969 to draw up a constitution for an African postal union.

475. The secretariat's relations with the Public Administration Division in New York are excellent. It endeavours to co-ordinate its work programmes with those of the Division which, in turn, offers assistance with documentation and, if necessary, with experts. The two specialized agencies most interested in the activities of the Public Administration Section are UNESCO and the ILO. The Section maintains liaison with the African Training and Research Centre in Administration for Development (CAFRAD), Tangier, supported by UNESCO and provides it with experts for courses and seminars. The ILO and UNIDO assisted in the Seminar on the Management of Public Enterprises (Tunis, December 1968).

476. Finally, to implement Commission resolution 172(VIII) inviting the Executive Secretary to prepare an extended work programme in the field of public administration, the secretariat held a second Conference on Urgent Administrative Problems in African Countries in November 1968, which was attended by fifty top level African civil servants responsible in that field and experts of various nationalities. Its general theme was development administration, and its chief aim to secure the establishment by Africans themselves of priorities for the Section's five-year work programme. The recommendations made at that Conference will be

submitted to the Commission at the ninth session, and it is hoped that resolutions taken on that basis will renew and update the necessary guidelines and directives and reinforce the effectiveness of the work of the secretariat.

477. Now that the period of improvisation, which was necessary after the attainment of independence is over, attention in public administration will have to turn to long-term solutions, especially major administrative reform, development administration and the training of managerial, technical and operative personnel. In the effort to cope with immediate problems, attention seems to have been diverted from the fact that administrators need to be supported by technical and operational personnel whose work they have to control and direct.

478. Public administration institutions in African countries will therefore increasingly need to turn their attention to training (a) persons who perform management functions in the armed forces, commerce, industry, co-operatives, local authorities, hospitals, etc.; (b) legal experts to draft parliamentary bills, etc.; (c) finance and accounting officials such as auditors, treasurers and accountants; (d) secretarial personnel such as clerks for local councils; company secretaries, officers in charge of government supplies and stores; and providing ad hoc courses to train personnel for specific needs such as vocational guidance and the management of employment bureaux. The secretariat offers a service of advice and consultation to assist member States with such problems and programmes.

479. The secretariat will continue work on guides, manuals and brochures based on existing practices for training as well as operational purposes.

480. In order to further these efforts, the secretariat considers it necessary to establish an association to unite the directors of public administration schools, institutes and similar institutions in Africa. Endeavours in this direction in the past have had limited success, but meetings of directors are now regularly arranged. The secretariat will continue with its efforts to promote such an association.

CHAPTER XIII

RETROSPECT AND PROSPECT

481. In the circumstances under which the majority of African countries gained their independence, a certain impatient expectation of rapid economic progress was inevitable. As was pointed out in Chapter II, however, growth in the African economy during the first years of independence has been disappointingly slow. This contrast between aspiration and achievement notwithstanding, it is perfectly proper to regard the previous pages as constituting an encouraging progress report; although it is important to recognize that what has been achieved is, if absolutely impressive, but a fraction of what remains to be done. In the context, however, of evaluating the activities of ECA during the first decade of its existence the relevant criteria are not contained in the question whether or not African rates of growth could have been enormously greater than in fact they were. The criteria of evaluation must rather be sought in the more meaningful question of the extent to which the Commission has used the African experience of the last ten years in order to equip itself to contribute substantially to the resolution of problems in the longer haul which lies ahead.

482. Viewed in this way, the short history of ECA offers considerable scope for encouragement, but none for complacency. Any tendency towards the latter would in any case be checked by a positive feature of the Commission's work: an increasingly realistic and increasingly explicit specification of the African economic problem. Paradoxically, perhaps, this specification is compatible with the early impatience for rapid progress since it contains a marked and increasing preoccupation with the fact that African countries are generally among the economically least-developed in the world. African countries are, nevertheless, very much part of the world; and their populations have a growing awareness of, and a consequently growing aspiration to secure the standards of living which obtain elsewhere.

483. It is the very urgency of African economic problems which dictates the need for a systematic approach to their solution; and it is here that the work of ECA is surely relevant. The earlier pages of this report, it may be hoped, fully support this contention; but it may, nevertheless, be appropriate to recall some of the ways in which the Commission has contributed to a more informed approach to African economic problems.

484. In this connexion it would be difficult to overestimate the importance of improving the accumulation and dissemination of knowledge relating to the African economy; and it is a source of satisfaction that such accumulation and dissemination have provided the focus for most of the Commission's work to date. Special mention may be made of the role of the Commission in the training of African statisticians and in the related improvements in national income accounting in Africa. Particular satisfaction, moreover, may be gathered from the way in which these improvements have been fed back into the Commission's own work. The Survey of Economic Conditions in Africa, for example, could not have been produced in its present form ten years ago. Today, for all the scope for improvement which still remains, the Survey provides a coherent account of African economic developments ordered within a consistent, if still somewhat rudimentary, national accounting framework.

485. The contribution of ECA is not, of course, exhausted with an improvement in national income statistics. As the foregoing chapters make clear, the work of the Commission has increased knowledge and laid the foundations for lasting solutions. In agriculture, for example, Professor René Dumont prepared a general review of African Agricultural Development under the auspices of the Commission; and the secretariat has produced studies of such diverse topics as commodity prices, the transition from traditional to market production, and the place of agriculture in the co-ordination of national development plans. In industry, much has been done on the identification of feasible branches for development, on the optimum location of industry, and on the

financial and institutional requirements for industrial expansion. In trade, the prospects of, and the requirements for, intra-African trade have been examined; and much attention has been given to problems of economic relations with countries and regions outside the continent, particularly since 1964, within the context of UNCTAD. In natural resources, an early concern with surveys to determine resource availability has broadened to include complex questions of resource development policy. In transport, the Commission has undertaken much work on the problem of extending the limited, and metropolitan-orientated, network to provide a transport system appropriate to the African development effort. The Commission has moreover laid continuing stress on the related questions of manpower, training and education; done what it could to help in the development of public administration appropriate to sovereign States; and been ever mindful of the Economic and Social Council's injunction that it should deal with the social aspects of economic development.

486. Important as the Commission's contribution may have been in particular in the economic and social fields, its major service to African countries to date has been its insistence on the need for multinational co-operation to overcome the handicap of economic smallness which besets so many African States. In keeping with this insistence, the Commission has accomplished much detailed work on the institutional machinery required by sub-regional co-operation and on the industrial, agricultural and transport programmes and policies relevant to such co-operation. It is significant that the concern with co-operation has permeated all the substantive work of ECA, from the presentation of statistical material to the specification of future work on manpower and training. To facilitate this deliberate permeation, the Commission has found it convenient to define four sub-regions, each of which represents a prospective grouping of African countries. Like its individual member States, however, the Commission recognizes the importance of flexibility in these matters.

487. If the general nature of African economic problems was well enough known when ECA was established, the subsequent work of the Commission has clearly shown the need for detailed appraisal of these problems as a preliminary to the elaboration of appropriate policies. And so much of the effort of the Commission during the first ten years of its existence has been directed towards study and investigation. The Commission has not, however, thereby become an ivory tower out of touch with the governments and peoples of Africa. Apart from the contact with member States maintained through regular sessions of the Commission and frequent meetings of specialists, the secretariat has developed fruitful links with African country officials through regional advisers and other staff members who travel frequently in response to requests for advice and assistance. Nor, as the example of the African Development Bank shows, has the Commission hesitated to take specific initiative in the devising of institutions directly involved in development projects.

488. Study and investigation will evidently continue to be a major part of the work of the Commission. As a result of earlier work of this kind and of ten years' accumulated experience, ECA has few illusions concerning the nature of the development problem in Africa. The Commission recognizes that growth and development will not be readily achieved in African conditions. It does not, however, believe it impossible to advance quickly enough to keep pace with the growing and legitimate aspirations of African peoples.

489. In one sense, there are at least as many economic problems in Africa as there are countries. It is, however, still possible to present a stylized version of an African economy. Such an economy is characterized by low levels of development and slow rates of growth in total and per capita product. In terms of structure, agriculture or mining is the dominant economic activity. Population is, through natural increase, greater than can be comfortably sustained by present levels of production; and there continues to be a marked shortage of

middle- and high-level skills. Notwithstanding the low income levels, it is possible that domestic savings could be substantially increased. It is, however, unlikely that they could be raised to the level required for rapid economic growth. Agricultural and mineral exports weigh heavily in total exports and, indeed, in the GDP. In terms of individual countries, agricultural exports are still much more important than minerals. Given this and the need greatly to increase capital imports, the trade gap presents a daunting problem for many countries.

490. In a situation in which Africa requires foreign funds, skills and sympathetic understanding, the external environment in which African economic development must now proceed is not encouraging. Many African commodity exports are faced with uncertain and, at best, slowly growing markets. As the deliberations of the second UNCTAD showed, the developed countries are unable or unwilling to sanction any effective restructuring of the world economy for the benefit of the developing countries. The prospects for the transfer of public funds from developed to developing are also uncertain, but there is no reason to believe that this flow of funds over the next decade will tax the absorptive capacity of the poorer countries.

491. Much of the transfer burden is likely to fall on private capital. Apart from the difficulties associated with the operation of private capital in developing countries, the propensity of private capital to seek out the highest returns means that a wide range of economic and social projects will go unfinanced. There is indeed some danger that, in the present climate of opinion in the developed countries, IBRD may become the most important source of funds. This could happen if the Bank were successful in its attempt to raise large additional amounts on the world capital markets. Such success would, however, carry with it the danger that the Bank would feel constrained to adopt a more stringent lending policy than hitherto; and any attempt to base lending on short-term commercial criteria or on prospects for immediate and rapid growth would adversely affect the many very poor African countries. Nor can such countries feel comfortable at the faltering way in which

many developed market economies, which still provide the main outlets for African exports, have been growing recently.

492. There are also complications within Africa itself. Most serious of these, is the situation in southern Africa. By narrowing the honourable options open to other African countries, the situation could increasingly lead to a diversion of resources and efforts which developing countries can ill afford. Moreover, racial conflict in the South could ultimately poison race relations throughout the entire continent. Such a development could seriously impede economic progress.

493. Essentially, the African development problem is that of transforming traditional, largely agrarian societies into modern industrial States. The magnitude of this task defies the competence of any single institution. Yet much can be achieved by determined and well-organized effort; and ECA is resolved not to be found lacking in either determination or organization.

494. The Commission recognizes that the major constraint is the lack of human skills, and its future work programme will place increasing emphasis on manpower, training and education. The Commission further recognizes that development is a many-sided process requiring programmes and policies over a very wide range of economic activities. It can, nevertheless, be suggested that agricultural and industrial policies are the most strategic elements in an overall development programme. In view of this the future programme of the Commission must give particular emphasis to agriculture and industry; and the Commission must be largely concerned to elaborate, purvey and see implemented programmes which will simultaneously make realistic allowance for the present importance of agriculture and keep in sight the goal of economic growth and consequent industrialization.

495. The emphasis on agriculture and industry is, of course, not intended to exclude, but rather to provide a focus for, other areas of study and action. Thus, transport developments, for example, will be related to agricultural and industrial prospects and requirements; and the generalization of this approach should give coherence to the entire work

programme. Additional coherence will be provided by continuing attempts to implement multinational co-operation; and, by study, precept and persuasion, it is hoped that over the next few years groups of African countries can be induced to take a broad view of their common problems.

496. For the most part, African countries have mixed economies; and private enterprise is a pervasive phenomenon. The Commission nevertheless continues to place its faith in planned economic development which it believes to be necessary, in African conditions. The Commission must, therefore, intensify its efforts to improve the levels of plan preparation and implementation, and the establishment of a Planning Advisory Service to provide assistance to member States on request is at once a step in the right direction and evidence of the Commission's resolve to become increasingly involved in the detailed tasks of development. In recognition of the actual and potential importance of private foreign investment, it is hoped to expand earlier work on this subject into a definitive study of the role, behaviour and relevance of private foreign investment in Africa.

497. The experience of its first ten years has impressed on ECA the need to co-ordinate the effort of the United Nations in Africa; and methods of improving the already close relations which the Commission has with Headquarters, UNDP, UNCTAD, UNIDO and the specialized agencies are under active consideration. The achievement of economic transformation in Africa is certainly a task worthy of the United Nations and one which gives adequate scope for the implementation of many of the principles enshrined in the Charter. The ECA is also, of course, an African institution; and it may be suggested that this dual character particularly fits it for the active part it must play in securing rapid and sustained economic and social progress in Africa. African countries are poor and, therefore, require outside assistance. Like countries elsewhere, however, they are sensitive of their national pride and seek as far as possible to be self-reliant. There is, of course, a kind of self-reliance, the reductio ad absurdum of which leads to total isolation.

Short of this extreme, there is no conflict between self-reliance and honourable dealings with the rest of the world. In this, as in other respects, the African problem is one of transition; and, properly used, the Economic Commission for Africa represents a powerful instrument for obtaining economic advance and with it the establishment of States which are conscious of their problems without being parochial, proud without being arrogant, and fully independent without any lack of awareness of the advantages and desirability of international co-operation.

CHAPTER XIV
INSTITUTIONAL FRAMEWORK

498. The plenary sessions of the Commission, its subsidiary organs which include standing committees, working parties and conferences and its secretariat make up the institutional framework of ECA.

499. The Commission, which directs and supervises the organization and makes its policy, is a public assembly of the member and associate member States which met annually until 1965. As recommended at the seventh session, it now meets at two year intervals. From the beginning it has held its sessions in different cities of the region, a system which helps to foster regional consciousness and unity amongst its members.

500. The Commission has so far held eight sessions. Below are the dates, venues, names of chairmen and country of chairman of each session:

<u>Session</u>	<u>Date</u>	<u>Venue</u>	<u>Chairman</u>	<u>Country</u>
First	29 Dec. 1958- 6 Jan. 1959	Addis Ababa, Ethiopia	Mr. Abebe Retta	Ethiopia
Second	26 Jan. - 6 Feb. 1960	Tangier, Morocco	Mr. Driss Slaoui	Morocco
Third	6-18 Feb. 1961	Addis Ababa, Ethiopia	Mr. Menasse Lemma	Ethiopia
Fourth	19 February - 3 March, 1962	Addis Ababa, Ethiopia	Mr. Oumar Baba Diarra	Mali
Fifth	18 February - 2 March, 1963	Leopoldville (Kinshasa) Congo	Mr. Jacques Massa	Congo (Demo- cratic Republic of)
Sixth	19 February - 2 March, 1964	Addis Ababa Ethiopia	Mr. A. Momolu Massaquoi	Liberia
Seventh	9-23 February, 1965	Nairobi, Kenya	Mr. T.J. Mboya	Kenya
Eighth	13-23 February, 1967	Lagos, Nigeria	Mr. Allison Ayida	Nigeria

501. A major function of the plenary sessions of the Commission is to provide a forum for the exchange of views on economic conditions in Africa and on concerted action necessary for the overall economic development of the region. At the plenary session the Commission adopts the work programmes of the secretariat and the subsidiary bodies for the ensuing biennium; decides on the establishment and terms of reference of the subsidiary bodies; considers proposals for action and makes recommendation to governments of member and associate member States, to the specialized agencies and to the Economic and Social Council.

502. With a view to decentralizing the Commission's activities "on climatic, ecological and economic grounds" and to improving the efficiency of the Commission, it was decided at the fourth session [resolution 64(IV)] to establish a sub-regional office in each of the four sub-regions in Africa. Accordingly sub-regional offices have since been established for West Africa in Niamey; North Africa in Tangier; East Africa in Lusaka [resolution 104 (VI)]; and Central Africa in Kinshasa [resolution 150(VII)]. As a strategy of development through sub-regional economic co-operation and integration began to emerge, the role of the sub-regional offices became more clearly defined, and the Commission decided that they should be strengthened to associate the Commission more closely with the interests of the sub-regions, so that in supporting any action involving them, it could provide them with technical assistance fully adapted to local conditions. Each sub-regional office is headed by a director and supported by essential secretarial services and, when required, by professional officers from the Commission's headquarters.

503. The Commission has set up a number of subsidiary bodies for facilitating its work in specific sectors and has defined their terms of reference. The first was the Conference of African Statisticians (E/320) followed by the Standing Committee on Trade [resolution 28 (III)] and the Standing Committee on Social Welfare and Community Development [resolution 36(III)] at the third session, the Standing Commission on

Natural Resources and Industrialization [resolution 43 (IV)] at the fourth session, and the Conference of African Planners [resolution 105 (VI)] at the sixth session. At the fifth session the terms of reference of the Standing Committee on Natural Resources and Industrialization were expanded to include transport. The Conferences of African Statisticians and of African Planners have been convened biennially since their inception to review the secretariat's activities and to recommend work programmes; the Planners' Conference also reviews the work of the African Institute for Economic Development and Planning.

504. The Standing Committee on Social Welfare and Community Development met in 1962 and 1963 only, while the other three standing committees (on Trade, Natural Resources and Industrialization, and Social Development) met annually until 1965 when they were replaced by the following seven working parties [resolution 128(VII)]:

- (a) Working Party on Intra-African Trade;
- (b) Working Party on Monetary Management and Intra-African Payments;
- (c) Working Party on Industry and Natural Resources;
- (d) Working Party on Transport and Telecommunications;
- (e) Working Party on Agriculture;
- (f) Working Party on Economic Integration;
- (g) Working Party on Manpower and Training.

The members of the working parties assist the Executive Secretary in implementing the Commission's decisions in their respective fields, in ascertaining the wishes of the governments concerning implementation, and in modifying and developing previous decisions for referral back to the Commission. Schedule A of the resolution describes the tasks of the working parties and Schedule B the membership of each working party and its mode of operation. The Commission intended that each working party should be quasi-permanent and that the delegates appointed were to be regarded as African specialists and not as representatives of their governments. Provision was however made for

representation of all the sub-regions, of the specialized agencies and of the Organization of African Unity. The working parties were also empowered to co-opt representatives of "donor countries, actual and potential".

505. Bearing in mind the need to avoid duplication with other regional conferences of a review character, only two working parties have since been convened, viz., the Working Party on Trade and the Working Party on Manpower and Training. This was approved by the Commission at its eighth session [resolution 175(VIII)].

506. The subsidiary bodies have been handicapped by the dearth of indigenous technical experts in the region whose involvement was essential for tackling economic problems in specific terms. This method of working at the technical level on clearly defined tasks has, however, met with considerable success in the Conference of African Statisticians and the Conference of African Planners, which perform the same functions as the working parties, and were, therefore, not replaced.

507. The meetings of the subsidiary bodies are private - this enables the experts to speak more informally and freely, and allows fruitful discussions and practical decisions. It should, however, be noted that many of the technical conferences and seminars on specific subjects operate, in fact, as if they were sub-bodies of the working parties and their policy recommendations are relayed directly to members for follow-up action. Sometimes the recommendations lead to further action by the secretariat.

508. Since its establishment until December 1968 the Commission convened 193 ad hoc meetings, conferences, seminars, working groups/parties, workshops and training courses, covering every major sector of economic and social development. The majority of these meetings were of a training character and were financed mostly from the technical assistance funds of the United Nations.

509. The steady increase in the number of meetings has outpaced the resources of staff and funds available to the Commission, and by resolution 175 (VIII) the Commission authorized the Executive Secretary to limit the number of meetings and thus the volume of documentation to the actual resources available.

510. A Programme Review Committee and a Programme Co-ordination Unit have been set up to advise the Executive Secretary on meetings at which United Nations resources should be deployed. Under present staffing conditions and financing a reasonable number is about twenty-five meetings per annum. Priority is accorded to training courses or seminars with a training component. The venue of these meetings has been varied, the chief consideration in the past having been the stimulation of national and sub-regional interest in the activities of the Commission. Financial considerations, however, have limited the number of meetings that could be organized away from Addis Ababa.

511. The Secretary-General of the United Nations appoints the Executive Secretary and the staff of the Commission form part of the United Nations Secretariat. A main function of the ECA secretariat is to arrange meetings of the Commission and subsidiary organs. It prepares the schedule and bilingual documentation of meetings. It functions as an intermediary between the governments, provides pertinent information, and maintains contact with the governments on implementation of decisions. The secretariat also maintains working contact with the specialized agencies and with organizations outside the United Nations framework, especially on matters concerning inter-governmental co-operation. The impartiality of an international secretariat enables it to promote co-operation between governments, organizations and individuals engaged in African economic and social development, and especially to assist governments in negotiating and agreeing on economic arrangements and common policies.

512. In addition, most of the time of the secretariat is taken up with research on the general economic situation in the region and with sectoral studies and investigations for projects such as the establishment

of sub-regional economic communities and the African Development Bank. These studies may arise from the approved work programme or at the special request of governments. The body of literature (E/CN.14/DOC./9 and Add.1) produced over the past ten years is probably the most comprehensive and intensive study of the problems, opportunities, and measures for the economic development of Africa.

513. Thus, at the Commission's headquarters, African governments have at their ready call knowledge, skills and experience to supplement their present slender technical resources. This widely acknowledged fact has progressively made the Commission more useful to its members.

514. The administrative organization of the secretariat reflects the current sectoral preoccupations of the Commission. The organization chart annexed to this report sets out the Commission's current activities in the substantive fields, the major divisions of which are trade, economic co-operation, natural resources development, transport, industry, housing, economic research and statistics, human resources development, and agricultural development, production, economics and planning. The cabinet office of the Executive Secretary comprises, besides the Executive Secretary, his advisers and his Deputy, the office of the Secretary of the Commission, the Programme Co-ordination Unit, the Technical Assistance Co-ordination Unit, and the Information Unit; and the usual supporting administrative, conference and general services.

515. Over the past ten years staff resources have fallen behind the considerably increased volume of programme activities. The table below sets out the increase in the personnel on the regular establishment of the secretariat (excluding regional advisers and temporary consultants) since 1960:

<u>December</u>	<u>Professional</u>	<u>Non-Professional</u>	<u>Total</u>
1960	42	63	105
1961	46	114	160
1962	80	160	240
1963	113	167	280
1964	117	175	292
1965	117	175	292
1966	136	235	371
1967	136	235	371
1968	137	236	373

Of the total staff, the non-professional category has been predominantly African. Despite consistent recruitment efforts, sufficient African professional candidates have not been available due largely to the priority national needs of many African countries. In spite of these limitations the present proportion of Africans in the professional staff is 60 per cent.

516. A panel of regional advisers has been made available to the Commission under the United Nations technical assistance programme. As at December 1968, thirty-seven posts were authorized by the Governing Council of UNDP.

517. The Commission started in 1958 with a modest annual budget of US \$500,000 and this has grown to US\$4.65 million in 1968.

518. The secretariat on its establishment in April 1958 was housed in a building at Adua Square in Addis Ababa. The construction of Africa Hall, the permanent headquarters of the Commission, started in July 1959 and the building was formally opened on 6 February 1961. The use of the building was graciously donated to the United Nations by His Imperial Majesty Haile Selassie I who dedicated it to the service of the African peoples. With the increase in staff, the original site has now been doubled to 55,933 sq. metres. The building comprises an assembly hall provided with simultaneous interpretation equipment, six committee rooms, and office accommodation for the secretariat. It was the venue of the first Meeting of the Heads of State and Government of Africa in 1963.

ORGANIZATION CHART OF THE E C A SECRETARIAT

