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(b) Economic development and urban growth, including problems of employment and unemployment

64. Agenda item B.2 ("Economic development and urban growth, including problems of employment and unemployment") was then discussed.

A member of the ECA secretariat described the contributions of planning techniques to the study and solution of urbanization problems. The term "planning" is here used in the sense of techniques whereby projections can be made in a framework encompassing all factors affecting economic growth. The different possible forms of planning (indicatory or mandatory, central or regional) were not discussed. The emphasis on planning is justified by the increasingly observed tendency in most African countries to co-ordinate their efforts in order to speed up economic growth. In that context, planning may be defined as the choice of certain objectives and of methods of attaining them, while at the same time ensuring the cohesion of the various activities undertaken. of per capita national income while at the same time maintaining a certain "equitable" distribution of income and ensuring the equilibrium of the balance of payments. To that end it will be necessary to achieve the maximum rate of material and human capital formation by influencing the savings rate. Total planning will supply a coherent conceptual approach to ways and means of reaching, within the available rates and taking into account expenditures required by social policy as high a savings rate as possible while maintaining a basic balance between resources and jobs and to the determination of the criteria governing the allocation of the resources freed to the various sectors of the economy.

65. A "model" plan will include for example the following stages:

- (a) Determination of demographic prospects;
- (b) Very long-term (30-50 years) plans for the development of the territory;
- (c) Preparation of dynamic models for 20-30 years, so as to ascertain trends in the principal aggregates as they emerge from government decisions;

- (d) Preparation of medium-term projections (say, for 5 years) whereby to define sectoral and regional objectives compatible with the more long-term general plan, according to sound economic criteria as brought out by project evaluation techniques and taking into account, as far as possible, the suggestions made by the Local Authorities;
- (e) Preparation of annual economic budgets defining immediate objectives and enabling the implementation of the plan to be supervised.

66. It is possible from the planning experience gained in under-developed countries, to draw certain conclusions on "optimum" development strategy. As a rule, the emphasis in the initial stage will be on the growth of the national product rather than on methods of distributing it, a problem that is real only in a period when expansion is to be expected. Bearing in mind the dearth of available resources, which are nowhere adequate for the accomplishment of all the tasks which would appear to be desirable, an effort will be made to choose those basic activities that are really indispensable. Growth must be balanced, i.e. no sector of the economy should be entirely neglected and particularly not agriculture, in which most African workers are at present engaged. But in most, if not all, cases it will be found that only advanced industrialization can in the long run solve the problem of economic development. In the short run, industrialization will be an indispensable pole of development, the motive power, as it were, which will drive the rest of the economy. The emphasis on industrialization is justified by the following considerations. Only through industrialization can the demand for manufactured goods be satisfied and the necessary equilibrium still maintained in the balance of payments. Furthermore, industrialization is politically and economically the most "obvious" solution to the development problem: politically, because it reflects a certain concept of national prestige and the wishes of the masses, and because it is more amenable to government action; economically, because industry, as a high productivity sector, to some extent engenders its own capital formation and its own labour training system, and because it has less need of key personnel per unit of value added than other sectors of the economy, particularly agriculture.

Lastly, industrialization is the only rational solution to the current problem of unemployment in the big urban agglomerations.

67.. The choice and application of an optimum development strategy will be greatly facilitated by planning, which will enable proposed objectives and, in particular, the importance attached to industrialization to be quantified. In the very long-term (e.g. 30-50 years) territory development prospects, the plan will provide an idea of the importance which should be attached to transfers of working population from one sector to another. For instance, the proportion of the working population engaged in agriculture, now 60-80 per cent in most African countries, should decline during this period to 40-50 per cent only.

In the short term, the plan will provide precise data on developments in the different sectors (agriculture, industry, services), on manpower requirements and skills, and, in a general way, on trends in the main aggregates (savings, investment, consumption, imports, exports etc.). The shares of the various industries (food, textiles, chemicals, metals etc.) will be specified and precise targets laid down for agricultural development. Concomitant with production targets, there will be a wages and employment policy entailing, in particular, an analysis of labour migrations. An economic cost will accompany each decision, and the investments required will be computed. Broadly, the plan will lay down the criteria for the allocation of available resources, based on the idea of profit-earning capacity. It should be stated that the planner, while unable himself to take up certain options without consulting the public authorities, will in each case be able to provide an estimate of the economic costs involved in the various options. This applies in particular to expenditures in the social field for which it is often difficult to express in figures the direct or indirect increase in productivity of the total economy which they cause.

68. This quantification of targets by the planner will enable certain conclusions to be reached on probable trends in urbanization phenomena. It may be fairly confidently stated at the outset that the planner's most important long-term conclusion will be the need to hope that fairly large sections of the population will transfer from agriculture to other sectors. These transfers may take place for the benefit of industry

and services in existing towns. In view of the scale of the phenomenon, this solution may take on catastrophic proportions, by increasing the population of the towns concerned far beyond the desirable optimum. The other possible solution is to make these transfers to industries and services located in future new towns, in which case, if chaotic and costly growth is to be avoided, the pattern of this network of new towns should be decided now. But it must also be realized here and now - and this will be one of the planner's conclusions - that even in the long run the industrialization of towns will not in itself solve the unemployment problem, and that consequently transfers of working population must be made from agriculture to light industries, handicrafts and services in rural centres, which should be developed for the purpose. In the short run, the plan will make it possible to set limits to the intended growth of towns, which will necessarily lead to the development of the industry and services provided for in the plan. The scope of planned migration movements from country to town, and the social investments (housing, health services, municipal services etc.) consequent upon the migrations, will be easily discernible. One probable short-term conclusion will then be that, because of the scarcity of available resources, (1) no complete solution to the unemployment problem in town and country will be possible, and (2) appreciable differences will emerge in the respective standards of living of town-dwellers and country-dwellers.

69. This difference in living standards, combined with chronic unemployment and the undoubted attractions of modern towns for country-dwellers, will produce spontaneous migration, in addition to planned migration. This will very probably upset planning forecasts by leading to the emergence of shanty-towns on the outskirts of towns, which may throw the social structure out of balance, unless energetic remedial measures are taken. There are three possible approaches to this problem. The first is to wait until a "spontaneous" equilibrium is achieved through the equalization of marginal standards of living in town and country - an untenable attitude from the human point of view. Which is also unrealistic and, in fact, has not been adopted by any African government. The second would be to relieve existing poverty by building low-cost houses with a minimum infrastructure of municipal services and medical care. (There is

unfortunately a danger that, unless parallel measures are taken to stop spontaneous migrations, this much more generous attitude will be very costly). The third approach, far preferable to the other two, is to stop the spontaneous migrations by economic or administrative measures. Economic measures may take different forms, such as developing an urban infrastructure in rural areas, reducing wage-rate disparities between town and country etc.. But it is, questionable whether available resources will stretch to the complete solution of the problem by economic measures alone and therefore it will not be necessary to resort to markedly authoritarian administrative measures.

70. In conclusion, the planner's analysis suggests that, in the long run, urbanization problems will necessitate new and often bold solutions (establishment of entirely new towns) and that, in the short run, the urbanization process will be difficult, costly and painful - accompanied by the emergence of an impoverished and unwanted population cluttering up the suburbs of towns. The planner alone will be unable to solve these problems, which will call for political decisions to the clarification of which he might, it is true, contribute.

As defined above, the planner's contribution to the study of urbanization problems should not be neglected in favour of the solution of those difficult problems that would demand the co-operation of all competent authorities. One of the ills now apparently afflicting the study of urbanization is the dispersal of the efforts devoted to it. It would therefore be advisable to provide now in all countries a framework within which the economists, engineers, architects, town-planners, health services etc. could work in closer co-operation. The most appropriate solution might well be to set up a sub-committee itself attached to the Planning Board and, through the latter to the central authority.

71. In the discussion which followed some representatives, while recognizing the substantial contribution which the economist-planner can make to the study of urbanization problems, doubted his ability to give an exact forecast of the long-term rate and scope of migrations from country to town. It was even stated that too much encouragement

should not be given to the depopulation of the countryside as it would so reduce agricultural production as to impair the country's overall economic balance. There was general agreement, however, on the long-term need to appreciably diminish the proportion of the working population engaged in agriculture. One representative drew attention to extra-economic factors, and particularly the psycho-sociological motives, affecting urbanization as important points meriting study. Discussion mainly centred, however, on whether the speaker was correct in stating that African countries should resort to authoritarian administrative measures to check spontaneous migrations as liable to produce a chaotic economic and social situation. In that connexion, the experience of the Republic of South Africa, where there is very rigid administrative control over country-town migrations, was cited as an example of authoritarian measures which, by removing all flexibility and competition from the labour market, caused serious economic losses. Mention was also made of the experience of Congo (Leopoldville), which had endeavoured to regulate migratory movements by developing paysannats designed to stabilize agricultural labour and to improve urban housing by means of an Indigenous Welfare Fund. But, in face of the scope of the problem, these measures had proved inadequate and it had been found necessary to resort to authoritarian administrative measures, such as refusal of entry or expulsion, travel permits etc.. While deploring the application of such severe measures, the Workshop nevertheless was unable to make other concrete and realistic suggestions.

72. Employment and unemployment

Despite what has been urged in the form of economic doctrine, human considerations require that all possible job opportunities must be quickly exploited. Employment creation is important. Employment created anywhere inevitably increases more employment elsewhere. The need for employment creation stems from the rapid increase of the labor force which is occurring in most countries faster than economic development.

73. The International Labor Organisation has in a number of meetings considered the problems of employment in relation to the development of overall economic activity. It holds the view that industry should be decentralized to the maximum extent possible because if employment is over-concentrated in a few areas the benefits of economic development will be readily available only to those in the immediate vicinity of the existing cities and agglomerations. There seems to be a case therefore for expansion of existing towns and the creation of new cities wherever possible, where raw materials, transportation or other facilities make such expansion desirable and possible. Quite apart however from the need for expanding existing cities or setting up new industrial centres which may become new cities, there is a good deal to be said for encouraging the establishment of small industrial centres wherever there are sufficient craftsman and small entrepreneurs willing and financially able to do so. Some immediate administrative arrangements are also essential if effective action against unemployment is to be taken. These include guidance facilities through which young people as well as adults can be directed towards new job opportunities. The establishment of employment services capable of adjusting the supply of and demands for manpower and dealing with related problems of manpower planning and, most important, the collection and dissemination of employment market-data. Apart however from the general problem of employment and unemployment, there exists a great need for taking all possible steps to stabilize the existing industrial labour force which in African countries tends to be mobile and insecure. The International Labor Organisation has always taken the view that such instability not infrequently arises from unsatisfactory arrangements for family housing, inadequate social security programs and unsatisfactory relationships with employers that might be settled if proper arrangements are made for settling labour disputes and improving labour relations.

74. While recognizing that the term industrialisation is frequently used in a specific rather than a general sense, it might be desirable to remember that the United Nations statistical committee has prepared an industrial classification of all economic activity for the purpose of collecting statistics about the labour force. In that classification, all types of economic activity are included such as the services, agriculture and activity in the tertiary sector, all of which are media through which employment is being created. Agriculture in particular can be treated as an important industrial activity. No less than other industries it suffers from under-capitalization. As however the problem of urban employment is being dealt with here, more detailed observations on agricultural employment are out of place.

(c) Relation of urbanization to social structure and social change

The approach

75. This report refers to the main anthropological, sociological and psychological factors in town life set out in a few selected papers. Initially it is necessary to define the use of the social sciences in planning. Each social scientist, in fact, abstracts certain aspects of a real phenomenon such as a town, which are relevant to his frame of reference and fits them into a logically coherent system. He creates this model in order to help him to understand complex reality. It is mistaken, however, to assume that this model is reality. The explanations offered by social scientists therefore are only partial.

In the introduction presented to this Workshop, the dual aspect of the social change which is taking place in towns was shown as a departure from certain traditions and adjustment to a new situation. Many attempts have previously been made to explain the phenomena of urban behaviour in terms of "detrribalization" only, but this approach overlooks tendencies to develop new norms, ideals and patterns of behaviour under town conditions. The emphasis should rather be on the social processes of adjustment to urban conditions.

76. A more positive approach formulates the problem in terms of urbanization which sociologically implies assuming a way of life which is specifically urban. It is doubtful if it can be defined sufficiently accurately for analytical purposes, however, and the approach should rather consider how people adjust their behaviour to conditions which are influenced by specific demographic, economic and political factors.

The determinants of human behaviour

78. There appears to be four major factors which provide the framework within which social behaviour occurs :

- (a) the populations are selected in terms of sex and age as against the surrounding rural areas. The tables published in Document SEM/URB/AF/4 show this clearly.
- (b) The populations are mobile. Towns grow both by natural increase and by migration and there is considerable movement between different sections of the same town.

- (c) Populations are heterogeneous. The towns draw their populations from wide hinterlands, which implies that they have differing backgrounds in respect of race, tribe, education, religious and many other social factors.
- (d) There is probably greater cultural discontinuity between town and country in Africa than in, say, Europe or the United States.

Social relationships in these circumstances

79. The pattern of social relationships under these circumstances may be considered under four heads :

- (a) Kinship. Kinship in the form of corporate groups cannot persist in its rural form and it assumes a new form. Individuals become immersed rather in a network of kinship links stretching in all directions in which they have clear-cut obligations obviously different from those in the rural areas.
- (b) Marriage. Similarly, marriage will take different forms in towns involving a redefinition of conjugal roles and the roles of parents and children. It is important to be aware of the various mechanisms which achieve this. These may be gossip, private forums of friends and neighbours, and formal courts which castigate people who do not adhere to accepted modes of behaviour.
It is stated frequently that town marriages are unstable because many of them are between people of different tribal backgrounds, but we must relate the actual number of marriages to the number of possible marriages of this sort which might have taken place on chance. Also in assessing urban divorce rates we should not lose sight of the fact that the divorce rate in surrounding rural areas may also be very high.
- (c) Tribalism. Belonging to a tribe still plays an important part in town life and is the basis of a number of voluntary associations. But there are at least two forms of tribalism. It may refer to the way in which people continue with their tribal customs in town, or it may refer to the way in which people with one language and a common way of life mark themselves off against others.

In a tribe the customs, dances, initiation ceremonies and so on are part of a social system which guides and constrains an individual's actions. In towns some customs may survive but they are parts of relatively isolated segments of the individual's life and it is mistaken to assume that if a man is "tribal" in one way of life he is not sophisticated in another.

From the other point of view, tribalism is a "badge", operating in heterogeneous and anonymous societies to organize behaviour of individuals. Therefore, it does not imply that if people use their tribal affiliation to organize their behaviour in respect to other people they necessarily subscribe to a "tribal" way of life. In other words, the meaning of "tribal" behaviour must be seen in the context of the social situation.

- (d) Voluntary associations. Voluntary associations may be based on common tribal or district origins. These associations may be seen as devices through which newcomers to towns are introduced to the strange new circumstances surrounding them and may play a vital part in maintaining links with rural hinterlands. Other voluntary associations may be devices whereby individuals can be linked across tribal cleavages to other urban dwellers.
- (e) Social class. There is considerable evidence that in African towns people are stratified by different levels of consumption. In a heterogeneous and anonymous society this must be made visible in terms of status symbols such as clothing, cars and housing, and this demonstration of status appears to be found in all African towns. Social stratification of this type should be distinguished from the class system of the European type which is less flexible and possibly more closely related to political power and leadership.

Implication of the sociological framework

80. In any plan, political, economic or social, sociological factors must be taken into account.

In programmes of social welfare and community development, for example, it is obvious that in dealing with a broken home it is important to know what the role of kinsmen is in the situation, or for a marriage counsellor to know how people define appropriate conjugal behaviour.

81. In so far as economic development is concerned, the matter is not quite so straightforward. Often people do not react simply as "economic men": their motivations may not appear to have the same tangibility as hard cash, but in fact they are just as real. The sociologist sees men as motivated both by economic and social factors, so that the persistence of labour migration, for example, can only be understood by both the need for cash and an involvement in social relationship in rural areas.
82. In so far as political affairs are concerned, in towns the structure of the community is also of great importance to municipal governments. Schemes in Northern Rhodesia, for example, based on a type of tribal representation, failed where they did not take into account the fact that there were situations where tribalism was not important.

Research

83. If the problems of social adjustment in towns are to be solved, it is clear that there will have to be a substantial investment in additional research to make the facts available. It is important that facilities should be available for training government officers in research and analysis techniques, so that those who have most knowledge of particular urban situations will be able to formulate plans to deal with problems and to be responsible for the final implementation of these plans.

d) Relation of urbanization to living conditions

Following Professor Mitchell's introduction to item A (a) and B 3 combined. Mr. Davenport (ILO) briefly introduced the sub-item on social change and living conditions under item B 3. Firstly, he pointed out the high preference for white-collar employment amongst the younger generation in many African countries, which deprives industry and other sectors of badly needed talent. He suggested that governments should act to correct this trend through programmes of vocational guidance and the dissemination of employment market information. Secondly, he warned that the behaviour patterns of people do not always follow the psychological norms assumed by economists. It was therefore necessary to proceed with caution in the transference of assumptions from European types of situation. Mr. Davenport also referred to paper AF /7/Add.1, reporting the results of some family living studies already carried out in Africa. The material gathered through these studies to date has often been too fragmentary to draw satisfactory conclusions but they emphasized their value. He suggested that the Workshop might sponsor a recommendation to the effect that in consultation with ECA all African countries might endeavour to draw up more precise definitions and concepts to serve as a basis for future comparable family or level-of-living studies. This would help UNESCO in the preparation of the proposed "Handbook for Social Research" which is due to be published in 1963 as announced in document AF.3 para 14 on page 9.

85. In the ensuing discussion, the question of the basic attitude to be adopted towards urbanization was raised. Was it to be regarded as socially progressive or not? It was pointed out that the phenomenon differed qualitatively with the scale of towns and in large cities also to some extent depended upon the coherence of neighbourhood units.

86. Since urbanization was not an irreversible process, nor to be regarded as a kind of disease, it was suggested that this whole question of basic attitude to the phenomenon be debated in more detail on a subsequent occasion.

This was agreed.

87. As for action, there appeared to be three main fields to meet the lags resulting from urbanization: to meet the lag between growing populations and inadequate resources; to adjust newcomers to unfamiliar modes of behaviour control in cities; to provide employment and training for in-migrants.

88. The view was expressed that the crucial factor of urbanization was people's determination to live in towns. It was therefore up to administrations to find solutions to the resulting problems, though if they did not do so it was by no means certain that the drift to the towns would greatly diminish.

89. This was challenged by reference to "encapsulated migrants".

Reference was made to the moral decay which is often claimed to afflict those who left tribal culture for a modern culture to which they were not wholly assimilated. This also was challenged since cities cannot automatically be blamed for all consequent evils.

III. PLANNING IN RELATION TO URBANIZATION

Introduction

90. Although many different forms of planning are needed to alleviate or solve the problems of urbanization, the Panel was primarily concerned with physical or land use planning and its role in guiding the process of urbanization.

91. While there was general agreement that physical planning was an essential ingredient in any comprehensive policy for dealing with the problems of rapid urban growth, the Panel felt that it was necessary, in the first instance, to define the scope and intent of this planning process as different interpretations were given to the expression physical planning.

92. The Panel agreed that physical planning is concerned primarily with the co-ordination and reconciliation of the conflicting claims for available land. The end product of this activity, the physical development plan, should provide the physical framework within which many types of planned activity - economic, social and physical - can be achieved without wasteful competition, misuse of land or the creation of undesirable environmental conditions.

93. Firstly, the process of physical planning involved the allocation of land within the area being planned for broad classes of use, such as for residential, industrial, agricultural, commercial and recreational purposes, and the establishment of a system of permanent control over the use of land, to preserve the amenities of the area. It also involves the establishment of a pattern of communication and transport, and power and water distribution. Secondly, it involved the planning of the physical location of different kinds of development such as factories, houses, schools, hospitals, community centres, office buildings, playgrounds, roads, etc.

Comprehensive planning

94. Several members of the Panel stressed the close inter-relation between physical planning and economic and social planning and took notice that the lack of this inter-relationship has resulted in an unrealistic approach to physical planning in some countries. Master plans have been prepared for capital cities based largely on demographic projections without due regard to the economic and social factors. As a result, many of these master-plans have proved to be unrealistic. The Panel agreed that one of the first requirements in African countries should be the establishment of a process whereby physical planning is considered within the framework of the national economic and social development plans and policies. The Panel also pointed out that planning (economic, social, physical) should be a continuing process in which team work is called for between the economic, social and physical planners from the stage of initiation to the stage of implementation. This team work should exist not only at the national level, but also at the regional and local levels.

95. The Panel also had evidence that in many African countries there was lack of co-ordination between Government departments and agencies involved in preparing physical development plans. The result of this departmentalised approach has been the planning of major road programmes without considering future industrial requirements, and the location of industry without reference to potential human resources.

There are many instances of considerable work being carried out by two agencies for the development of an identical piece of land for completely different and incompatible purposes. The lack of machinery for considering the inter-relationship of physical development is checking economic progress and is frustrating top policies as well as causing the wasteful expenditure of limited funds.

96. Even in the more limited aspects of urban development, this sectional approach is still much in evidence; development problems tackled in this manner are rarely considered in relation to the whole town, and the town is not considered in relation to the region. This

is due to the planners looking upon their profession as an extension, merely, of other professional skills, for example, physical planning agencies often approach these problems as an extension of the work of an architect, engineer or surveyor, which does not permit a broad outlook.

Physical planning machinery

97. There was general agreement that one of the main difficulties experienced by many African countries in dealing with problems associated with urbanization is the lack of physical planning machinery.

In Mali, the Ministry for Planning and Rural Economy has embarked on the preparation of the first five-year development plan. A provisional town planning committee has been set up at national level to deal with the major problems of physical planning, and every town has a local planning commission as a branch of the Committee.

In Ghana, both the regional and the local physical planning processes are controlled by the Central Government (at Ministerial level) which also co-ordinates regional plans. Each region has a planning officer or officers who in turn attempt to co-ordinate local plans at the regional level.

In Kenya, the Central Government maintains a small planning department which deals with physical planning in both urban and rural areas. This department provides a town-planning advisory service to all local authorities in Kenya, except the two largest municipalities, Nairobi and Mombasa, who employ their own staffs.

In the Sudan, the Central Town Planning Board, responsible to the Minister of Local Government, directs and controls development at the national level. The Provincial Councils have some delegated powers to process physical planning at the regional level, except schemes relating to large towns which should be submitted to the CTPB for consideration and approval. At the local level, the Municipalities, and the town and rural councils, submit all planning applications with their recommendations to the CTPB for final approval. The main reason for such centralization is the lack of qualified planners.

98. In most cases where physical planning machinery has been set up, it exists either at the national level and deals with broad questions of land use on a country-wide scale, or at the local level and deals with problems of land use, housing, traffic, slum clearance mainly in the large urban areas and confined within the city limits. In some countries, physical planning machinery at both the national and local level exists. With a few exceptions, the countries of Africa do not at present have planning machinery at the intermediate level dealing with regional planning. Where regional planning is being done the plans are prepared by planning officials of the Central Government and usually take the form of master plans. The absence of planning machinery at the intermediate level has prevented these master plans from being kept under continuous review in the light of changing economic and social conditions.

99. Against this background the Panel considered the kind of physical planning machinery that is needed for dealing effectively with the problems of urbanization in African countries, and agreed that the establishment of a physical planning process on three tiers of public administration, namely, the national level, regional level and local level, would be the best arrangement. In such a planning process the Panel stressed that there should be adequate integration between the authority responsible for physical planning and those responsible for social and economic planning at each level of the administration within the framework of the national planning body.

100. The Panel was of the opinion that at the national level, there should be a permanent central body concerned with the overall physical planning at an appropriate place within the national government. Such an authority might carry on a variety of functions such as:

- (a) preparation of national physical development guidelines and plans indicating such matters as:
 - (i) the national network of transport and communications;
 - (ii) projected pattern and functions of settlements;
 - (iii) location of major industry;

- (iv) agricultural programmes;
- (v) demarkation of regions for projection of national goals on a regional scale;
- (vi) programming and phasing for implementation;
- (b) co-ordination of regional development plans within the framework of the national physical development guidelines;
- (c) review and furtherance of necessary integration among different agencies concerned with physical planning, such as by the preparation and distribution of manuals indicating methods of preparing urban and regional plans and the items which should be included in them.

101. At the regional level, the Panel considered it desirable to establish an agency for regional development (if the size and resources of the country permit it) whose responsibility would include the co-ordination and integration, and, if appropriate the execution, of projects initiated by both the national and local governments as part of a comprehensive regional plan covering particularly development sectors whose problems and effects reach beyond the geographical boundaries of local entities concerned (e.g. transport, location of industry, housing, water-supply, land use and development, education, health and recreation). Where an intermediate level or levels of administration exist, the Panel felt it might be possible for them to undertake the responsibility for regional planning.

102. At the local level, especially in urban areas, the Panel recommended that a planning body be designated (for example the municipal council) whose responsibility would include the translation of the regional plan in so far as it effects the area under its jurisdiction, into local physical development plans, legislation and action programmes, based on local needs.

103. As in most African countries local authorities have limited financial and administrative resources, the Panel felt that it may be necessary for them to rely upon the central government for the physical planning work for some time until they are able to build up their own services.

The Central Planning Agency should, therefore, be adequately staffed to provide this assistance. Such an arrangement should not, however, be regarded as a substitute for the three-tiers physical planning process suggested by the Panel.

104. In order to establish this physical planning process, the Panel felt that many African countries would need technical assistance from the United Nations and other international organizations. One delegate pointed out that experts provided under international technical assistance programmes should be prepared to spend sufficient time in the country to understand fully the problems to be solved before making recommendations as it was not possible in a short period to understand African conditions and produce realistic and effective solutions.
105. In this connexion, the need for a team approach in physical planning was stressed and it was agreed that where technical assistance for physical planning is needed, Governments should request international agencies to provide a team of experts consisting not only of a physical planner, but also of specialists in other fields such as the sociologists, economists and public health engineers.
106. The need was also stressed for citizen participation in the whole process of planning (economic, social, physical) at all levels in order to identify them with development projects. The Panel recommended that Governments should take appropriate action to ensure such participation.
107. The representative of UNICEF stated that the large-scale and rapid urbanization taking place on the continent of Africa is bound to create special problems for children which need careful study and appropriate remedies. Carefully thought out comprehensive programmes, designed to meet their needs, are therefore essential. He pointed out that UNICEF feels real concern for the children living in the slums of urban areas and is willing to make substantial allocations of funds for those aspects of a sound plan which fall within its terms of reference.
108. The WHO representative pointed out that national health is an essential component of planning and development and requires the joint participation and co-operative action of the several administrative and

Country	Ratio of physical planners to population
United Kingdom	1 : 17,000
Canada	1 : 100,000
India	1 : 3/4 million
Nigeria	1 : 2.1/2 million
Ethiopia	1 : 10 million
Sudan	1 : 5 million
Ghana	1 : 500,000
Mali	1 : 4 million

121. It was pointed out that in Ghana there is now established with the help of the United Nations, a school to train "planning assistants" to fill the gap between the professionally qualified "town planning officer" (as called in Ghana) and the highest grade draughtsman. Also the University of Science and Technology has a faculty to train staff at the professional level to handle all aspects of physical planning at both the local and regional level.

122. The Panel considered that for African countries the courses of training in town and regional planning should aim at producing two levels of physical planning:

- (a) at intermediate (execution) level in order to fill the gap between the professionally qualified town and regional planner on one hand and the highest grade draughtsman on the other;
- (b) at professional (conception) level in view to train qualified personnel in all disciplines of town planning and physical regional planning.

123. The attention of the Panel was drawn to the need for research in town and regional planning for effective action in these fields. For example, research in fields such as migration tendencies from rural to urban areas, whether permanent or temporary, was important for

ascertaining the extent of land required in urban areas for provision of housing, community facilities e.g. schools, health centres, shops, recreation grounds and services such as water and sewage disposal. More knowledge on these and other areas are essential before practical programmes of urban and region could be formulated.

124. The Panel attached great importance to continuous study and research in problems of urbanization and wished to draw the attention of universities to the need for taking active steps in this research. The experience of physical planners both in the central and local government services should be fully utilized in the research programme.

Economic planning and urbanization

125. In the course of the presentation of this topic the following point were made :

- (a) Long-term national development plans should take into account the basic problems of long-term urbanization as well as the urgent ones currently arising in the existing large cities. Whatever measures are taken in regard to urbanization should be related to the overall development plan.
- (b) Long-term plans, or plan-frames ,must be devised anticipating in broad outline what the position regarding demographic growth, population distribution, economic opportunities, and the consequent job opportunities in rural and urban areas.is likely to be over the following 10 or 20 years. This means that probable trends in agricultural development and rural migration, in non-agricultural fields, notably manufacturing industry and mining must be anticipated.
- (c) Whereas plan-frames have primarily a predictive function, short-term and medium-term plans are operational plans. The latter plans should contain measures to deal with problems arising from urbanization. Specific projects and the location of these projects are relevant to urbanization.
- (d) In predominantly private enterprise economies, the majority of projects will be in the private sector. Various incentives and dis-incentives may be provided by Governments to influence the location of private projects by the efficiency of these policy measures is not assured. Governments can, of course, decide the location of projects in the public sector.

A feature of urban growth in most countries in Africa is the fact that one or a few cities have grown rapidly, fed by rural migration, while very few medium or small towns have developed. There is therefore need for developing towns, other than the rapidly expanding large cities, as well as rural centres, that might divert rural migrants from the large cities.

- (e) In order that such towns and rural centres become economically viable, the whole economic region in which they are situated should be developed so that the new towns may be linked to the countryside surrounding them. The question arises: Who should develop such regional plans? The answer should not be rigid but should depend upon the planning resources available at the regional and national levels.
- (f) The planning agency should have sufficient status to be able to influence policy effectively. This raises the question of whether the functional structure of the planning agency should not be such as to make it possible for it to undertake research and planning with due regard to urban development.
- (g) It is important that the planning of industrial and economic life should not check the migration of labour by means which controvert human rights.
- (h) Industrialization provides one of the most important solutions of the problem of unemployment which has frequently accompanied urbanization in Africa. One of the prime factors to be considered is that Africa is a poor continent. A programme of rapid capital formation has to be embarked upon in order to provide resources necessary for welfare expenditure, e.g. housing etc. One of the measures is to increase exports of agricultural goods, but cash crops are an unurban source of foreign exchange. Fluctuations in the demand for exports mean that cash crops are an uncertain source of foreign exchange, leading to balance of payment difficulties and therefore could not be relied upon as a source of capital.
- (i) The view was also expressed that while industrialization is necessary for a long-term solution of the employment problem and for raising the levels of living appreciably, the need for industrialization does not arise with the same urgency in all countries of Africa. This need is likely to be most urgent in countries where there is already a large urban population.

Furthermore, in devising programmes for industrial development, account must be taken of the impact on the balance of payments. Since initially industrialization will require increased imports of machinery, equipment and intermediate industrial products, it may be necessary to increase output in non-industrial sectors, notably agriculture, not only to meet domestic demand, but also for export, so as to secure foreign exchange required to finance development.

- (j) Industrialization is perhaps too often associated with large units. More attention should therefore be paid to assisting the small entrepreneur. In this connexion the Indian experience in developing industrial estates is useful. For the creation of industrial estates the government bought or gave land and supplied it with electricity, water and other services and workshops. This has been done in India with considerable success during the second five-year plan. Lack of skill was a retarding factor which had been met by instituting training schemes, through small-scale industrial institutes and by the preparation and dissemination of technical pamphlets to guide new entrepreneurs.

New industries can be set up for processing both foreign and local raw materials. There are two types of industry. Basic industries, such as steel, which are usually capital intensive; and consumer goods industries, which may be capital intensive or labour intensive. Both have their place but there seems to be a strong case, from the employment angle, for giving those industries priority which either bring to the market products that need additional fabrication or stimulate the production of additional raw materials. When a choice in producing suitable commodities exists the methods will depend on the resources available.

- (k) In India the textile industry has reached an interesting compromise in which production takes place both in factories and in cottage industries. The factories produce higher grade

goods for home consumption and export; and at the same time prepare yarn for handloom weavers, whose products have become competitive with the machine products. This is probably a short-term solution during the transition period between cottage production and mass-production.

There is a strong case for attempting to persuade industrialists to decentralize production. The experience of Japan might be followed, where parts are often produced even in rural areas and assembled in factories. In Africa, however, the great distances might be an impediment to this method of production.

- (1) Assuming that industrialization is necessary, the problem is how to accomplish it without intensifying the difficulties which have accompanied urbanization in Africa and elsewhere.

The work programme of the ECA Division for Industry, Transport and Natural Resources is designed to contribute to the solution of these problems. Those aspects of the programme which are related to the Urbanization Workshop consist mainly of:

- (1) Industrial planning and industrial surveys (Project 11.02) to study the ways in which industrial dispersal may be accomplished without sacrificing internal or external economies arising from the concentration of industries and without worsening the problem of unemployment in the existing cities.

Under this project economic and technological studies are to be undertaken into:

- (a) size of industrial complexes;
- (b) planning of new industrial complexes;
- (c) effectiveness of various instruments of policy-designed to affect industrial location (taxation, subsidies, licences, industrial estates etc.);
- (d) manpower studies (skills, wages);
- (e) marketing studies.

- (2) Industrial estates (Project 11.10). Studies of industrial estates in Nigeria, Ghana and other African countries where they have been established to ascertain how far they have been successful and how the experience gained would be used in other African territories.
- (3) Studies of specific industries (Project 11.02), and studies of the feasibility of establishing specific industries.
- (4) Studies of the cost of the basic public services, energy, transport, housing required for the establishment of industry (Project 2.01 and 33.01).

127. In the course of the discussion the following points were made:
The human and natural resources of regions should be developed hand in hand. The object of industrialization is to produce goods efficiently so as to raise the standard of living of the population.

Capital

Although capital might be scarce in Africa as a whole, in West Africa there is capital available which might be utilized in industry but the potential small-scale entrepreneur does not know what industrial opportunities are present.

Foreign capital

It has proved difficult to influence the location of industries established by foreign companies. There is keen competition to attract such companies and therefore their preferences in regard to location have had to be accepted.

Labour

It is not only capital but also skilled labour that is scarce. Economic development required technicians; these could be trained in domestic universities and technical institutions and also sent abroad for training.

Difficulties of isolated industries established in rural areas or non-industrial centres

128. It was pointed out that isolated industries had experienced difficulties and higher costs in that labour drawn from rural areas sometimes returns to the land in the ploughing or harvesting seasons, causing seasonal labour difficulties; that professional services such as those of accountants and executives are more costly; while difficulties have been experienced in the repair of machines which have had to be sent away for repair, or else specialized technicians had to be brought from larger centres; either course involved delay and expense.

IV. EMPLOYMENT AND TRAINING

129. There seems to be general agreement in the workshop that the creation of new employment and particularly industrial employment is not in most countries, keeping pace with the rate of growth of the labour force or the desire of the people to participate in wage-earning urban economic activity. It also clear that, in general, migrants from rural areas as well as city born unemployed persons lack the necessary skill to participate effectively in production work. Material that has come before the Workshop also shows that, while some initial steps have been taken to examine the supply and demand position for various categories of professional, technological skilled workers and to collect information about the employment market, the short and long-term requirements of trained personnel are not generally known in most African countries.
130. In order to meet these difficulties, it would appear desirable that all possible efforts should be made to improve the technical ability of the labour force through programmes of training organized and run, not only by government, but also through apprenticeship, in-plant training, evening classes, and all other possible forms of accelerated or normal training schemes. If this is to be done effectively, training must be a combined effort of both, the public and private authorities. The effects of these concerned with education and those engaged in industry will both be essential. It might even be desirable for governments to make training in the private sector as expeditious as possible by special financial or administrative measures.
131. Perhaps the most urgent basic need is to ensure that there is adequate information available to planning authorities (including educationists industrialists) about the employment market; the supply demands position of different kinds of workers. Inter alia we need to know a good deal of detail about the occupational and industrial composition of the labour force its geographical distribution, the rate of growth or decline in various

sectors of the employment market, the probable demands for technical and non-technical personnel arising from projected development programmes and all other matters pertaining to manpower planning including the output of educational institutions and all other training centres in relation to likely demands. In order to do this the most suitable machinery would appear to be the establishment, by governments, of manpower planning units consisting of specially trained personnel who are empowered to collect, analyse, interpret and circulate such data. Such a unit might with advantage act as a secretariat to a national manpower planning committee consisting of as wide variety of organizations and interests as possible. Such a national manpower committee should, it is suggested, consist not only of the representatives of government and educational authorities but also of representatives of employers and of workers. It is essential to draw into such a committee those concerned with public and private educational programmes, because they are concerned with the supply of personnel. Such a national manpower planning committee could then become the focal point where not only can supply, and demand be adjusted, but where the many and varied governments and private bodies can collaborate to frame an over-all manpower programme and at the same time make their suggestions as to the manner in which disequilibrium in the labour force can be adjusted.

132. Another important need in many countries is to ensure that an adequate system of vocational guidance exists so that the young people and also adults who are unemployed can be made better aware of the job opportunities which are immediately available to them or which are likely to occur in the future. Vocational guidance for the young, starting from the 11th or 12th year, appears to be most desirable and it might well consist of introduction through career pamphlets and verbal and visual methods, to the various jobs which are occurring in the economy, introduction in the conditions of employment, the likely emoluments and such other information as may assist young people and their parents to prepare and decide on a career which is not only likely to lead to rapid absorption in

the labour force but also to the extent possible in keeping with the aptitudes of the child concerned. What has been said for the children applies equally to the need for helping unemployed adults to understand the over-all employment market position. It would therefore appear desirable that governments should make administrative arrangements in collaboration with educational and other interested authorities, for the establishment of vocational guidance centres which would help young people and adults to choose a career more effectively and more directly related to the job opportunities which occur.

132. In many countries in Africa there have already been established some employment exchanges through which part of the manpower planning process can operate. There seems to be a strong case for the rapid expansion of employment services so that they can play their part as focal points for collecting employment market information on a decentralized basis, as centres where juveniles and adults can be given vocational guidance and where those who are seeking employment can make their need known to government. Such exchanges also have an important part to play in ensuring that such employment opportunities as do occur are suitably made available to the unemployed on the basis of their abilities and in accordance with the requirements of employers. Another important function which employment exchanges can perform is to act as clearing houses through which vacancies and persons seeking employment can be brought together, more particularly with job opportunities which are occurring outside their immediate environment. It has also been found that a trained employment exchange staff can perform a very useful function in advising local authorities as to the types of manpower locally required to meet the demands of the employment market and to suggest programmes for the local training of personnel in short supply.

133. The International Labour Organisation has for many years been preparing useful material which will enable employment market information units or manpower planning units, employment exchanges and vocational guidance centres to work effectively. Various Conventions and Recommendations have

been prepared by the International Labour Conference and are available as technical documents for the guidance of countries embarking on such programmes. Similarly, during recent years, the United Nations and the ILO have produced international classifications of industrial economic activity and classifications of occupations. These documents are recommended for consideration by governments as ready-made tools on the basis of which the establishment of the kind of administrative units proposed can be set up. Further assistance is also available through the ILO in the provision of experts to advise on the collection dissemination of employment market information, the establishment of employment exchanges, the preparation of industrial and occupational classifications and on the setting up of vocational guidance units. Fellowships are also provided for, so that suitable persons selected by Member Governments can be trained abroad in such subjects.

134. The Workshop discussed these proposals and there was general agreement on the need for administrative arrangements of the type suggested. Among other things, the view was expressed that there was need not only for the collection, analysis and dissemination of information about job opportunities on a national basis, but that there was equal necessity for the collection of employment market information in local areas. The view was expressed that the need for providing employment and for stepping up training was urgent in view of the wastage of human resources which was occurring. Anxiety was expressed of the time lag which tends to occur between the conclusion of training and the employment of those who had received training. Some fear was expressed lest training programmes should lead to the over-production of certain types of technical manpower. On the other hand, it was felt that, in view of the rapid development which is taking place in many countries, some risk should be taken and that over-production have less serious consequences than under-production. A suggestion was made that, as an antidote to unemployment, governments might consider the establishment of work brigades and national service units. There was disagreement on this proposal because of certain inherent dangers which might lead to the loss of human rights and the danger of the perpetuation of engagement of persons so utilized and their withdrawal from other employment

opportunities which might occur. The delegate of on country reported that they had been able to ease their employment situation so some extent by the export of manpower to adjacent territories. It was recognized, however, that while this might be a useful expedient on a short-term basis, the need for providing more and more employment in all countries might make such an arrangement impracticable in future.

135. While, recognizing that the long-term answer to the employment problem could only be found in large expansion of industry and realizing that the industrial process would take many years to materialize, the panel discussions employed and training felt that during the development period, there was a strong case for the creation of as much employment as possible through the establishment and small-scale industries and more effective exploitation of the existing resources in the country.

136. It was recognized that occupational and geographical mobility of Labour was a very real problem leading to a loss of efficiency and production. While this situation could be eased by steps taken to stabilize the labour force through better housing, better conditions of work and other forms of labour legislation and social programmes, the view was expressed that this is likely to prove a rather costly process and that, for some time to come, it was likely that a part of the industrial labour force would remain mobile and unstable. The view was expressed that part one reason only part of the industrial labour force was unstable was that it is dissatisfied with conditions of working and that satisfaction relationships with management had not been achieved. There seemed to be, therefore, some need for helping employers to appreciate more fully the needs of their workers and to persuade them to be more sympathetic towards their social as well as them economic problems. This presupposed a more highly developed industrial labour code and better machinery for settling disputes and differences of all kinds between employers and employees.

V. SOCIAL DEVELOPMENT

(a) Education: special problems connected with urbanization

137. In any discussion of educational problems, lato sensu, in urban districts as elsewhere, at least three main aspects must be taken into account: the sociological, the economic, and the technical (including financial matters) and pedagogic. Only the first two of these were treated separately. The last was more fully dealt with in the working papers and during the discussions.

138. It should be remembered that "education" covers a wide and varied real field and that, from the sociological point of view, inter alia, it cannot be isolated from the sum of the processes and phenomena characterizing all social life. But to simplify discussion the educational process must be seen at three different levels. In its widest sense, "education" is one of the functions of any social group or circle. It means the handing-down to the individual of a para-cultural heritage from past generations plus the pressing-on of the current extraneous socio-cultural acquisitions of the society in question. It is a spontaneous process which, in an urban community particularly, does not necessarily lead to the individual's complete adjustment to the economic, social and cultural background against which he will have to live. A second level may be defined as "comprehensive organized education" (popular education, mass education, "basic" education etc.) - an effort to facilitate the transformation of a traditional community or the integration of individuals into a new community. Its application is easier in a community that is already "structured", homogeneous and clearly delimited; because of their heterogeneous, and often unstable, population, towns are specially inimical to advance in this process. A third level is "schooling", in which towns are privileged, school enrolment being there much higher than in rural areas, and sometimes almost 100 per cent of the possible. Furthermore, for obvious reasons, secondary schools, technical colleges and universities are concentrated in towns. The main problem here is therefore how to adapt the content of education to the actual needs of African town-dwellers.

139. In analysing urban realities, every sociological survey raises problems connected with the educational process at these various levels. One of the main motives for migrations to towns is the wish to start or continue studies; but it seems that a good few migrants fail in their endeavours. Study of urban families reveals many ambiguities: the nuclear family emerges at a time when direct relatives are as yet ill-adjusted to their new educational responsibilities; conversely, many children attending school live with distant relatives in an ill-defined family atmosphere. Often, the teacher's approach and the attitude of those responsible for the child are unrelated because the schooling system is culturally so removed from local realities. A study of relations between men and women reveals, particularly in the analysis of matrimonial aspirations, the effects of the contrast between male and female school attendance ratio, which is still very marked in most towns.
140. Analysis of the new groups forming in the towns, from "associations of natives" to "cultural associations", through a variety of mutual aid groups, shows how important they are in fostering schooling, civic - and occasionally political - education, and mass education. These are bodies which, at least in a period of transition, can mitigate the inadequacies of official efforts hampered by financial difficulties. Lastly, a study of new values and vogues reveals certain maladjustments in primary education: the excessive value placed on non-manual vocations is a disturbing symptom. Too often, education is seen to be an end in itself, a status symbol and nothing more. It should be noted in this respect that in some countries wage and salary scales are partly responsible for such wrong views.
141. Mention may be made of the following among priority measures to be taken: adaptation of new immigrants, and adaptation of primary education, to develop popular education. As to the first point, suggestions were made relating to the establishment of reception centres: temporary lodgings and basic education centres. As to the second, the primary aim is to by-pass the formalistic schooling now given and to prepare the child to meet all the exigencies of urban life - and also to give

children a sense of the value of the actual future contribution of most of them to overall economic planning. Lastly, although the advance of popular education is facilitated by the relative youth of the urban population, its full success will depend on: whether it takes account of the prime importance of women's education; whether it makes systematic use of secondary school pupils and students as leaders in educational campaigns; and whether it makes the utmost use, under the supervision of government and municipal authorities, of existing social welfare personnel, ethnic associations and youth movements attached to trade unions and political groups.

In approaching the economic aspect of education in towns, it was pointed out that education can be regarded as both a consumer item and as a producer good. As a consumer item it is an end in itself, appreciated for its own sake and an addition to the amenities of life, but not necessarily a contribution to the efficient performance of an economy. As a producer good, however, education is a most profitable investment, the rate of return on which depends largely on the accuracy of foresight concerning initial decisions, on the efficiency of the teaching process and on the success with which graduates are absorbed by the labour market in employments corresponding to the level of their training.

143. Towns and cities possess certain economic advantages in educational matters stemming from economies of scale which arise owing to the concentration of population and the consequent flexibility and range of possible educational practices, institutions and equipment. Indeed, education can itself be regarded as a not negligible economic resource for towns, attracting migrants from the countryside wishing to accede to educational services or others connected with them in some capacity. Furthermore, the concentration of an intellectual, managerial and technical élite gives towns a typical standard-setting and leadership role for a country as a whole.

144. However, there also arise two sets of problems. In the first place, towns are under a special obligation to provide educational facilities for urban dwellers since the latter face a diminishing range of "traditional" employment outlets for which no form of modern training at all is required. In the second place, towns must also to a considerable extent cater to the needs for specialized and higher education within the country at large since the rural areas will often necessarily depend on urban educational facilities at these levels. Decisions must consequently be reached as to the optimum distribution of educational institutions at various levels and of different types in capital cities, large and medium towns.

145. The formation of human capital through education of the producer good variety is subject to a strategy which must take into account not only the existing employment outlets but also the probable structure of the economy in the future. Hence, educational development should be linked to manpower projections to avoid wastage and minimize unemployment and unemployability. In this connexion, experimentation with various educational techniques making use of the mass media are an urgent priority, especially in view of the high cost and relative scarcity of teachers and the wide range of educational demands to which they must address themselves. An appropriate linkage must be established between levels of education--primary, secondary, technical, higher-- as well as infant education and adult education, so as to feed each level appropriately from below and to ensure a steady flow of graduates through the system and out into the economy. In this, as in other fields, municipalities can play a pioneering role which may redound to the benefit of a country as a whole.

146. Finally, some attention is to be given to the role of the private educational sector in supplementing and complementing the system of public instruction .

147. In the ensuing discussion, the first general point raised was that education is not an ordinary service and that it cannot well be taken in isolation. Some of the apparent dilemmas arising out of educational priorities and phasing are in fact due to an attempt to separate it wilfully from its organic context.

148. A second general point concerned the role of research to determine both the most appropriate content and dispensation of education in various environments, to avoid wastage and qualitative maladaptation owing to adherence to inappropriate models derived from foreign cultural contexts.

149. Thirdly, it was emphasized that education in towns should relate to the exigencies of urban living conditions and be a direct preparation for citizenship. As such it should be both formal and informal covering

also familiarization by various methods with the best practices in sanitation, housing, nutrition and the preparation for the constructive use of leisure-time.

150. A further theme that was evoked concerned the linkage of educational preparation to the labour market and employment outlets, particularly the harmonization of planning in educational matters with over-all economic planning. The role of private initiative, for example by industrialists, in vocational training for particular jobs, was stressed.

151. Finally, two points of a more particular nature emerged: firstly, the necessity for ensuring improved educational facilities for women and girls so as to diminish the gap now so often found in African countries between the levels of male and female educational attainment. Secondly, it was underlined that experimentation with the actual techniques of instruction was a necessity, especially where older teaching models had been taken over wholesale.

b) Health, Sanitation and Nutrition

152. Two sessions of the Workshop were devoted to the subject. The first was held on the afternoon of 29 April 1962, from 14.30 to 15.30, under the chairmanship of Mr. M. Ramanankasina (Madagascar), and the second from 9.00 to 12.00 on 30 April 1962 under the chairmanship of Mr. C. Nkoumou (Cameroun). In introducing the subject, Mr. J. Lanoix explained the reason why the subject had been divided into three parts, namely Health, Sanitation and Nutrition, all constituting segments of the total Public Health field. From the standpoint of urbanization in Africa, public health problems could be grouped conveniently as follows:

- (a) Health problems, including such matters as networks of municipal hospitals and public health centres, communicable diseases control, school health etc. These problems were discussed by Dr. H. Monastiri (E-WHO).
- (b) Sanitation, or for a more appropriate word, Environmental Health problems, including such matters as community water supply, sewage disposal, collection and disposal of refuse and other wastes (e.g. industrial wastes), air and water pollution, vector control and environmental biology. Mr. Lovelace and Mr. Lanoix, both WHO sanitary engineers, covered these aspects with Mr. Lovelace paying particular attention to the Community Water Supply problems of urbanization.
- (c) Nutrition problems, which might be considered from two different angles. The medical aspects of nutrition are of interest to World Health Organization (WHO) while the applied aspects, i.e. those related to home economics, are the concern of the Food and Agriculture Organization (FAO). Miss J. Bauman, FAO Home-making expert introduced this subject.

In addition, Mr. G. Dillon, of UNICEF, outlined the types of financial aid which UNICEF provides to requesting governments in these three fields.

153. A brief overall review was made of the various public health problems facing governments and municipalities in cities undergoing rapid expansion. Stress was laid on the close relationship between health planning and social physical and economic development and on the fact that financial outlay on public health services should be regarded by planning authorities as on a par with investment. Health authorities should be represented at a very early stage of planning and should be consulted at all levels of town and other planning which are likely to affect the community. WHO's past and present activities, especially those concerned with the provision of advisory assistance to governments in the fields of Public Health Administration, Sanitary Engineering and Communicable Disease Control, contribute often directly toward the solution of existing problems of urbanization in Member States.

154. From the public health standpoint, the concentration of large human populations found in urbanized areas constitutes serious potential hazards if adequate preventive measures are not taken. The organization of urban health services includes curative medicine, public health and environmental sanitation services. Under the broad supervision and guidance of the national health administration, municipal authorities are responsible for the execution of the community health programmes. In addition to the problems cited above, it is necessary to mention such activities as milk and food sanitation, health education, industrial hygiene, noise control, sanitation of public establishment and transport, housing hygiene, cemeteries and also the organization of emergency health measures in the event of disasters (earthquakes, floods etc.). For these duties, municipal health authorities should be adequately equipped and staffed with public health officers, sanitary engineers and sanitarians. The training of these categories of personnel is therefore an important consideration.

155. In regard to the development of community water supplies which are closely related to urbanization, WHO has initiated in 1959 a special programme upon the request of the World Health Assembly. This programme aims at the provision of water for both health protection and social and economic development. WHO has already assisted several African countries and is most willing, subject to its budgetary limitations, to provide technical advice, when so requested. This assistance is usually given in the form of a consultant team composed of experts in public health engineering, management and financing. The formation, wherever possible, of regional water authorities is recommended. WHO may assist in the preparation of governments' requests to international lending agencies.
156. The Organization also services a rural sanitation programme which involves the development of rural water supplies among other things. This programme often receives financial assistance from UNICEF.
157. Some details were given on the WHO programme which aims at developing nation-wide sanitation organization, through the establishment within Ministries of Health of Divisions of Environmental Sanitation and the training of sanitation personnel.

158. UNICEF is interested in those aspects of the above-mentioned problems which affect mothers and children, particularly in rural areas. In urban districts, UNICEF help is also available for such schemes as training programmes for personnel engaged in social services for children, maternal and child health services, control of communicable diseases, supplementary child feeding, milk pasteurizing or drying plants, education of families in better nutrition practices, and also for primary and secondary education. Aid in the field of environmental sanitation covers improvement of water supplies, excreta disposal and related community health education. This particular aid is limited to villages and small towns, however, because of financial considerations. Pilot projects in urban fringe areas might be considered. There is a growing need in Africa for vocational training and guidance for youths and UNICEF is prepared to assist financially with this type of activity including post-graduate training.

159. Depending upon the nature of the projects, UNICEF assistance can take the form of equipment and supplies unavailable in the country, pay for tutorial staff, provision of teaching aids and technical equipment, stipends for trainees and transport for field work experience.

The following points emerged from the Panel discussions:

1. The need to educate and advise in-migrants and urban dwellers in general on what is required to maintain a hygienic residence and a sanitary residential environment.
2. The importance of the provision of mental health services for the rural migrants into town, especially the young.
3. The need for nutrition research concerning the nutritive value and the use of local food products.
4. The role and importance of environmental sanitation services in dealing with both present and future urbanization problems and the need for African governments to train public health engineers and sanitarians capable of supervising and carrying out sanitation programmes.

5. The duty of public health services in establishing and conducting programmes of housing hygiene including the elaboration of performance standards and of housing codes, the control of overcrowding and maintenance, and the appraisal of housing quality.

(c) Social welfare and development; family welfare; crime and delinquency

160. The Chairman insisted that in the discussions emphasis should be given to the family. He informed the members of the discussion panel that the subject of community development would also be dealt with, as social welfare and community development are closely linked.

161. The discussion leader for paper AF/13 discussed crime and delinquency in African towns within the framework of the general system of social control comprising both legal and moral norms.

162. Infringement of legal norms - crime - had, in general, a higher incidence in towns than in rural areas. The reasons for this, in terms of major categories of crime, were discussed.

163. The speaker pointed to some practical considerations in the field of crime arising from this state of affairs; first there was the problem of removing ignorance of legal provisions in towns particularly the mass of administrative regulations generally in force there; second, there was a general inadequacy of statistical information on crime, particularly in its social context; and this problem was related also to that of the standardization of crime returns. Third, there was the problem of identifying disproportionate trends in certain categories of crime in order to take administrative and other action.

164. In the field of morals there were also numerous problems. First, there was the problem of understanding the moral aspects of spontaneous urban institutions. Second, there was the problem of appreciating the moral implications of new social groupings and institutions created in the process of social planning. Third, there was the need to recognize that re-organization to some extent presupposed a degree of disorganization; this was particularly evident in a wide range of personal as well as group situations. Finally, in planning the welfare institutions necessary to cope with these problems, there was at the present time the need to train personnel in the social materials of their own societies.

165. The discussion leader for paper AF/12 reviewed briefly the general terms of social welfare programmes in Africa. It was stressed that

priority should be given to training at this stage in the African countries. Training must take into account existing social conditions and trends as well as social welfare programmes. Local or at least regional training should be given preference. The role of research was stressed as an important factor in the development of social services as well as the need for refinement and co-ordination of social research techniques in the study of urban phenomena and their application to town planning, housing, social welfare and community development services.

166. All participants recognized the importance of systematic training for social welfare personnel. They were agreed that each country should have a school of social work and that particular attention should be given to in-service training.

167. The participants agreed that all programmes of social action should be associated with sociological research before it is initiated and while it is in operation. They concurred that social research is essential for the definition of social needs and services provided to meet them.

168. All participants agreed that industrialization and urbanization programmes should not lose sight of the human being and the improvement of his living conditions which should be the essential objective of such programmes.

169. Some participants expressed concern about the problem of homeless, vagrant children which obtains in the cities of their respective countries and recognized the need of special measures in order to prevent delinquency among these children.